

## COASTAL CONSERVANCY

Staff Recommendation  
September 25, 2008

### **SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL: GLEN COVE WATERFRONT PARK TRAIL CONSTRUCTION**

File No. 07-063-18  
Project Manager: Moira McEnespy

**RECOMMENDED ACTION:** Authorization (1) for the Association of Bay Area Governments (ABAG) to disburse up to \$200,000 of previously-authorized Conservancy funds to the Greater Vallejo Recreation District and (2) to disburse up to \$75,000 to the Greater Vallejo Recreation District to construct segments of the San Francisco Bay Trail and the Bay Area Ridge Trail in Glen Cove Waterfront Park.

**LOCATION:** Glen Cove Waterfront Park, Solano County (see Exhibits 1-2)

**PROGRAM CATEGORY:** San Francisco Bay Area Conservancy

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#### **EXHIBITS**

- Exhibit 1: [Project Location Map](#)
  - Exhibit 2: [Project Vicinity Map](#)
  - Exhibit 3: [Environmental Impact Report for Glen Cove Waterfront Park Master Plan Project \(Certified September 27, 2007\)](#)
  - Exhibit 4: [Letters of Support](#)
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#### **RESOLUTION AND FINDINGS:**

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31160 *et seq.* of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes (1) the Association of Bay Area Governments (ABAG) to disburse an amount not to exceed \$200,000 (two hundred thousand dollars) of the total Conservancy funds authorized on September 20, 2007 to the Greater Vallejo Recreation District (GVRD) and (2) disbursement of up to \$75,000 (seventy-five thousand dollars) to the GVRD to construct approximately 3,550 linear feet of trail that will serve both the San Francisco Bay Trail and the Bay Area Ridge Trail, and trail amenities in Glen Cove Waterfront Park, Solano County, subject to the following conditions:

1. Prior to the disbursement of funds, ABAG shall submit for the review and approval of the Executive Officer of the Conservancy (Executive Officer) a grant agreement between ABAG and the GVRD.
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*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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2. Prior to the disbursement of funds, ABAG and the GVRD shall each submit for the review and approval of the Executive Officer a final work program, schedule and budget.
3. ABAG and the GVRD shall each submit a sign plan for the review and approval of the Executive Officer (signs shall identify the trail segments and acknowledge the Conservancy and display its logo in a manner approved by the Executive Officer), and shall each ensure installation of signs.
4. ABAG and the GVRD shall ensure compliance by the GVRD with all project actions, components and mitigation measures that are identified as needed to reduce or avoid significant environmental effects in the Environmental Impact Report for the Glen Cove Waterfront Park Master Plan Project certified by the GVRD on September 27, 2007 pursuant to the California Environmental Quality Act (CEQA), and accompanying the project staff recommendation as Exhibit 3.
5. ABAG and the GVRD shall provide to the Executive Officer documentation that the required mitigation measures have been implemented by or on behalf of the GVRD.”

Staff further recommends that the Conservancy adopt the following findings:

“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The proposed authorization is consistent with the purposes and objectives of the San Francisco Bay Area Conservancy Program, Chapter 4.5 of Division 21 of the Public Resources Code, Sections 31160-31165.
2. The proposed project is consistent with the Project Selection Criteria and Guidelines, last updated by the Conservancy on September 20, 2007.
3. The Conservancy has independently reviewed the Environmental Impact Report for the Glen Cove Waterfront Park Master Plan Project certified by the GVRD on September 27, 2007 pursuant to CEQA and finds no substantial evidence that the portion of the project to be funded by the Conservancy, as mitigated, will have a significant effect on the environment.”

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**PROJECT SUMMARY:**

Staff recommends that the State Coastal Conservancy authorize disbursement of up to \$75,000 to the Greater Vallejo Recreation District (GVRD) and authorize ABAG to disburse to the GVRD up to \$200,000 of the total Conservancy funds authorized on September 20, 2007 (“SF Bay Trail Block Grant #4,” which grants up to \$3,000,000 to ABAG to develop and implement projects to extend the San Francisco Bay Trail) to construct all or portions of the following trail components in Glen Cove Waterfront Park (the Park), Solano County (Exhibits 1-2):

1. A 12-foot-wide paved trail segment that will run 1,600 feet along the length of the cove (the entire east-west length of the Park). This trail segment will include two-foot-wide decomposed granite shoulders on each side, and will be accessible per the Americans with Disabilities Act (ADA-accessible). This segment will likely be designated as both “Bay Trail” and “Ridge Trail.”

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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2. A five-foot-wide trail segment of decomposed granite that will run 1,545 feet along the east-west length of the Park, hugging the shoreline on the western side, crossing the paved segment, and then following a northern route on the eastern side. This segment will also be ADA-accessible. The western portion of this segment will likely be designated as both “Bay Trail” and “Ridge Trail,” and the eastern portion will likely be designated as “Ridge Trail.”
3. Two spur trails, one approximately 275 feet and one approximately 130 feet, that will run to the Carquinez Strait waterfront. These spurs will be ADA-accessible, and will likely be designated as “Bay Trail.”
4. Trail amenities that will serve both the Bay and Ridge Trails, including trash cans, benches, restrooms, parking lot, interpretive and trail signage, fencing and native plants.

The San Francisco Bay Trail (a network of hiking and cycling trails encircling the bay that will connect the shorelines of all nine bay area counties) and the Bay Area Ridge Trail (a trail encircling the bay along the ridge tops, serving hikers, mountain bicyclists and equestrians) share their alignments within the planned 50-mile Carquinez Scenic Loop Trail (i.e., the Carquinez Scenic Loop Trail is considered to be part of both the Bay Trail and the Ridge Trail). This trail will circle the Carquinez Strait by crossing the Al Zampa (Carquinez) Bridge on the western side and the Benicia-Martinez Bridge on the eastern side. Both the San Francisco Bay Trail Project and the Bay Area Ridge Trail Council are committed to completing this loop. The Glen Cove Waterfront Park is located within the alignment of the Carquinez Loop Trail; hence, constructing trail segments through the Park will help complete the loop trail.

Portions or all of the trail segments included in this authorization will be designated as both “Bay Trail” and “Ridge Trail” as appropriate, i.e., much of both segments will have a shared designation. For example, the San Francisco Bay Trail Project will likely designate as “Bay Trail” the entire paved segment (as it is conducive to cyclists), the western portion of the decomposed granite segment (because it hugs the waterfront, a characteristic of the Bay Trail), and the two spur trails leading to the water. The Bay Area Ridge Trail Council will likely designate as “Ridge Trail” the entire decomposed granite segment, as it is more conducive to equestrians and mountain bicyclists, and all or a portion of the paved segment. The San Francisco Bay Trail Project and the Bay Area Ridge Trail Council will work together to make final segment determinations once the trail corridors are marked on-the-ground, and it becomes more evident which combination of designations will be most clear and user-friendly.

The GVRD will undertake this project as part of its overall Master Plan improvements, which will include, among other things, additional amenities for equestrians and cyclists. GVRD anticipates starting work in Summer 2009, and completing work within two years.

The GVRD is a special-service district that was formed on July 14, 1944 as the result of an election by the people within the Vallejo Township. In 1945, the GVRD began serving the community of Vallejo with recreation programs, parks, open space and facilities; the GVRD currently provides park and recreation services to over 121,000 people. Funding for operations and maintenance comes primarily from property tax revenues collected by Solano County. Although this will be the first time that ABAG or the Conservancy will enter into a formal grant agreement with the GVRD, the GVRD has the shared goal of providing public access along the shoreline and providing a new shoreline destination area, and has successfully worked with both the San Francisco Bay Trail Project and the Bay Area Ridge Trail Council in the past. For

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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example, the GRVD has participated as a stakeholder to move other trail alignments forward (such as the Vallejo Bluff Trail), has been a founding agency of the Ridge Trail, has supported Ridge Trail projects over the past 20 years (even with staff turnovers/replacements), has had staff serve on local Solano County Ridge Trail Committees, and has supported dedication of Ridge Trail segments on land that it manages (e.g., Blue Rock Springs Park, Hiddenbrooke Open Space).

**Site Description:** The Glen Cove Waterfront Park consists of 15 acres located in southern Vallejo on the northern shoreline of the Carquinez Strait. GVRD purchased the Park land (with the intent to improve it as a community park) in 1983 using park facilities fees from development, deeded it to the City of Vallejo, and now operates it under a master lease with the City. An open space parcel owned by the City of Vallejo lies to the west, residential areas are immediately adjacent to the north, the Benicia State Recreation Area (commonly referred to as Benicia State Park) lies to the east, and approximately 1,500 feet of waterfront along Glen Cove on the Carquinez Strait comprise the park's southern boundary. On the opposite (southern) shore of the Strait lie the City of Crockett and the C&H Sugar Plant to the southwest, and park/open space lands of the East Bay Regional Park District (the Carquinez Strait Regional Shoreline) to the southeast. (See exhibits 1 and 2)

**Project History:** The San Francisco Bay Trail and the Bay Area Ridge Trail are two regional trail systems that have long planned a shared alignment through the Glen Cove Waterfront Park site. The proposed project is considered both a Bay Trail and a Ridge Trail project.

The vision for the San Francisco Bay Trail is a network of hiking and cycling trails encircling the bay that will connect the shorelines of all nine bay area counties. The San Francisco Bay Area Conservancy Program has granted "block grant" funds to ABAG toward completion of the Bay Trail since 1999. As a San Francisco Bay Trail project, the proposed project is consistent with and proposed for funding under the Conservancy's San Francisco Bay Trail Block Grant #4 authorization of September 20, 2007.

The vision for the Bay Area Ridge Trail is a 500-mile multi-use, continuous trail that rings San Francisco Bay, high on the ridgeline. Under the leadership of the Conservancy and the Bay Area Ridge Trail Council (BARTC), and supported by a diverse group of project participants, the Ridge Trail creates an interconnected system of open space and trails that provides recreational opportunities and scenic views to the public. Begun almost 20 years ago, over 300 miles of trail are now dedicated and/or open to the public in all nine Bay Area counties. This authorization will further the Conservancy's statutory and strategic goals of improving access around San Francisco Bay, and is consistent with previous Conservancy authorizations to negotiate and acquire trail easements, prepare trail construction plans and designs, and construct and open trail segments to the public.

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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**PROJECT FINANCING:**

Coastal Conservancy (Bay Trail Block Grant #4)	\$200,000
Coastal Conservancy (this authorization, for the Ridge Trail portion)	\$75,000
Delta Protection Commission and GVRD (Park Development Fees)	<u>177,971</u>
Total Project Cost	452,971

The Conservancy's \$200,000 contribution will consist of a portion of a \$3,000,000 Conservancy grant ("SF Bay Trail Block Grant #4), which was authorized on September 20, 2007. SF Bay Trail Block Grant #4 is currently funded from the "Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006" (Proposition 84). The Conservancy's \$75,000 contribution is also anticipated to come from Proposition 84. Proposition 84 funds are available for all the purposes of the San Francisco Bay Area Conservancy Program and are thus appropriate for the funding of improvements to the San Francisco Bay trail and the Bay Area Ridge Trail.

**CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:**

The proposed project is consistent with Chapter 4.5 of Division 21 of the Public Resources Code, Sections 31160 *et seq.* regarding San Francisco Bay Area projects.

The proposed project is consistent with Section 31162(a) because it will improve public access to and around the bay by helping to complete two regional trail systems (the San Francisco Bay Trail and the Bay Area Ridge Trail). The proposed project will not have a significant adverse effect on agricultural operations, environmentally-sensitive areas or wildlife.

Furthermore, the proposed project is consistent with approved local plans. First, the proposed project is a part of, and is thus consistent with, the GVRD's Master Plan for Glen Cove (*Glen Cove Waterfront Park Master Plan, September 2007*). Second, the proposed project is consistent with the Vallejo Trails Master Plan (June 1988), which was adopted by the City of Vallejo and the GVRD and has the stated overall goal "...to provide the residents of the City/District with an integrated network of recreation trails for hikers and joggers, bicyclists, and equestrians that will enable them to move from the urban landscape, around the City, along the waters edge (where feasible) and from one recreational facility to another" (p. 1) and specifies that the proposed project site is dedicated public park land on which a public waterfront open space park, including trails that connect with Benicia State Recreation Area and regional trails, should be implemented (p. 6).

Consistent with Section 31163(a), the Conservancy cooperates with nonprofit land trusts and other organizations in identifying and adopting long-term resource and outdoor recreational goals for the San Francisco Bay Area. Completion of the Ridge Trail is identified in (1) *The San Francisco Bay Area Conservancy Program Regional Needs Briefing Book (Bay Area Ridge Trail Council, July 1999)* and (2) *400 Miles and Beyond: A Strategic Plan for Completing the Bay Area Ridge Trail (BARTC, Draft 2006)*.

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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Consistent with Section 31163(c), the proposed project is supported by an adopted regional plan (see the “Consistency with the San Francisco Bay Plan” section) and an adopted local plan (*Glen Cove Waterfront Park Master Plan, September 2007*), is consistent with the Ridge Trail alignment that has been adopted by the BARTC, serves a regional constituency, can be implemented in a timely way, and includes matching contributions from other sources of funding or assistance.

**CONSISTENCY WITH CONSERVANCY’S 2007  
STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

Consistent with **Goal 11, Objectives E and G**, the proposed project consists of constructing approximately 3,550 linear feet (approximately 0.7 mile) of trail that will function as both the San Francisco Bay Trail and the Bay Area Ridge Trail.

Consistent with **Goal 11, Objective L**, the proposed project will include ADA-compliant elements such as parking, trails and viewing areas.

**CONSISTENCY WITH CONSERVANCY’S  
PROJECT SELECTION CRITERIA & GUIDELINES:**

The proposed project is consistent with the Conservancy’s Project Selection Criteria and Guidelines, last updated on September 20, 2007, in the following respects:

**Required Criteria**

1. **Promotion of the Conservancy’s statutory programs and purposes:** See the “Consistency with Conservancy’s Enabling Legislation” section above.
2. **Consistency with purposes of the funding source:** See the “Project Financing” section above.
3. **Support of the public:** See letters of support in Exhibit 4.
4. **Location:** The proposed project is located in Solano County, within the jurisdiction of the San Francisco Bay Area Conservancy Program.
5. **Need:** The proposed project will not be constructed absent Conservancy participation.
6. **Greater-than-local interest:** The Bay Trail and the Ridge Trail are regional trail networks that will join the shorelines and ridgetops of the nine Bay Area counties. This authorization will help further the completion of both trails, each of which will be approximately 500 miles in length when completed.

**Additional Criteria**

15. **Cooperation:** Completion of the Ridge Trail is one of the goals identified in the Bay Area Open Space Council’s *The San Francisco Bay Area Conservancy Program Regional Needs Briefing Book (July 1999)*. In addition, the proposed project is consistent with the BARTC’s adopted alignment and the report entitled *400 Miles and Beyond: A Strategic Plan for Completing the Bay Area Ridge Trail (Draft 2006)*.

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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In addition, The San Francisco Bay Trail and the Bay Area Ridge Trail share their alignments within the planned 50-mile Carquinez Scenic Loop Trail (which will circle the Carquinez Strait by crossing the Al Zampa (Carquinez) Bridge on the western side and the Benicia-Martinez Bridge on the eastern side). Both the San Francisco Bay Trail Project and the Bay Area Ridge Trail Council are committed to completing this loop, of which the Glen Cove Waterfront Park trails will be a part.

**CONSISTENCY WITH THE SAN FRANCISCO BAY PLAN:**

The proposed project is consistent with the applicable policies contained in Part IV, Development of the Bay and Shoreline: Findings and Policies, of the San Francisco Bay Plan adopted by the San Francisco Bay Conservation and Development Commission (BCDC) in January 2006.

Public Access Policy No. 8 states:

Access to and along the waterfront should be provided by walkways, trails or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available. Diverse and interesting public access experiences should be provided which would encourage users to remain in the designated access areas to avoid or minimize potential adverse effects on wildlife and their habitat.

Consistent with Public Access Policy No. 8, the proposed project will provide access along the waterfront (the Carquinez Strait) via a system of trails, and will provide a diverse and interesting public access experience that will encourage users to remain in designated public access areas (trails will be clearly signed; benches will be provided).

Public Access Policy No. 10 states that federal, state, regional and local jurisdictions, special districts and the Bay Commission should cooperate to provide appropriately-sited, designed and managed public access, especially to link the entire series of shoreline parks, regional trail systems and existing public access areas to the extent feasible without additional Bay filling and without significant adverse effects on Bay natural resources. Closing gaps between existing public access areas is a high priority for funding. The proposed project is consistent with this policy because it closes a gap in two regional trail systems (the San Francisco Bay Trail and the Bay Area Ridge Trail).

**COMPLIANCE WITH CEQA:**

The GVRD is the lead agency under the California Environmental Quality Act (CEQA) for the Glen Cove Waterfront Park Master Plan Project (the Master Plan Project). In order to comply with CEQA, the GVRD prepared an Environmental Impact Report (EIR) for the Master Plan Project, and certified the EIR (Exhibit 3) and filed a Notice of Determination (including payment of the filing fee per California Fish and Game Code Section 711.4) on September 27, 2007. The EIR analyzes a suite of activities to be undertaken at the Glen Cove Waterfront Park in order to implement the Glen Cove Waterfront Park Master Plan; construction of segments of the San Francisco Bay Trail and the Bay Area Ridge Trail and trail-related amenities, a subset of the Master Plan activities, is the subject of this authorization (the Project). The EIR mostly discusses impacts of the Master Plan Project as a whole, without separately identifying impacts of the

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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individual components. In the analysis below, statements about the potential impacts of the Project are made either under the assumption that what holds true for the Master Plan Project will also hold true for the Project because the Project is a subset of the Master Plan Project, or because the EIR has clearly separated discussion of Project activities from Master Plan Project activities.

A Mitigation Monitoring and Reporting Program (MMRP) was also prepared based on the findings of the EIR and in compliance with Section 15097 of the *CEQA Guidelines*. The MMRP lists the mitigation measures recommended in the EIR, identifies mitigation monitoring requirements, and identifies the “responsible implementing parties” and the “monitoring parties.”

Aesthetics. The EIR states that (1) impacts to aesthetics from construction would be less-than-significant due to their short-term nature, and (2) permanent project components would be relatively small and unobtrusive, and would not substantially alter the existing scenic views. Therefore, the Project as proposed will have no significant impacts associated with aesthetics.

Agricultural Resources. The EIR states that the proposed Project site contains no agricultural resources, no agricultural lands (as identified in the Vallejo General Plan), and no prime farmland. Therefore, the Project as proposed will have no impacts associated with agricultural resources.

Air Quality. The EIR analyzes air quality impacts from construction and operation, and concludes that **with the implementation of Mitigation Measure III-1**, the Project as proposed will have no significant impacts associated with air quality.

Construction-Related Impacts. Construction of the proposed Project would involve demolition, earth moving and grading, and vehicle/equipment travel, and would generate emissions of exhaust and fugitive particulate matter that would temporarily affect local air quality. Fine particulate matter (PM<sub>10</sub>) is the pollutant of greatest concern because it can affect persons with sensitive respiratory systems. BAAQMD guidelines consider construction-period air emissions to be less-than-significant if effective control measures are implemented. The EIR thus imposes **Mitigation Measure III-1**, which specifies dust control measures, and requires that construction equipment be operated and maintained so as to minimize exhaust emissions of particulates and other pollutants. As specified in the MMRP, the GVRD will be the “monitoring and verification entity.”

Operational Impacts. Operation of the proposed Project could affect local air quality by increasing the number of vehicles at the Project site and on nearby roads. Although the proposed Project, including the 15-space parking area, could generate new vehicle trips per day, the number of additional trips will be well below the Bay Area Air Quality Management District’s (BAAQMD’s) established significance threshold of 2,000 new vehicle trips per day. Hence, the Project’s operational impact on air quality will be less-than-significant.

Biological Resources. The EIR states that the proposed Project would have no significant impacts associated with any species (candidate, sensitive, special-status), and would avoid both the small band of coastal salt marsh/brackish marsh along the shoreline of the strait and the willow thicket in the southwestern portion of the site. Furthermore, the proposed Project would not conflict with any local policies or ordinances protecting biological resources, nor with any adopted conservation plan. The EIR thus concludes that the Project as proposed will have no significant impacts associated with biological resources.

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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Cultural Resources. The EIR identifies that although there are potentially significant impacts to cultural resources associated with the proposed Master Plan Project, there are no potentially-significant impacts associated with the proposed Project (the trail and trail-related portions of the Master Plan Project). The EIR goes on to state that subsurface archaeological resources at the site could nevertheless be disturbed by the proposed Master Plan Project construction (which includes the Project activities). The EIR thus imposes **Mitigation Measures V-1, V-2, V-3 and V-4**, which require that all earth-disturbing activities conducted at the site be monitored by a qualified archaeologist, and that the GVRD and its contractors be prepared to respond appropriately if archaeological or paleontological resources are encountered, including carrying out requirements of California State law and measures recommended by a qualified paleontologist. The EIR concludes that **with the implementation of Mitigation Measures V-1, V-2, V-3 and V-4**, the Project as proposed will have no significant impacts associated with cultural resources. As specified in the MMRP, the GVRD and the Native American Heritage Commission will be the “monitoring and verification entities.”

Geology and Soils. The EIR states that the proposed Project site is not located on any active or potentially active fault, is underlain by shallow bedrock and does not appear to have unconsolidated thick deposits of saturated alluvium. In addition, the proposed Master Plan Project would not involve construction of any major structures on or below the sloped areas of the site. The EIR therefore concludes that the potential for surface fault rupture is low (and therefore considered less-than-significant), the potential for liquefaction is nil, the potential impact of seismic-related ground failure is considered less-than-significant, the potential for landslides to expose people or structures to substantial risk of loss, injury or death is low (and therefore considered less-than-significant), the proposed Project would not create any substantial new risk to life or property due to expansive soils, and that the proposed Project would have no impact on soils related to septic tanks or alternative wastewater disposal systems (because the proposed new bathroom would be plumbed to the existing sewer line owned by the Vallejo Sanitation and Flood Control District).

The EIR states that the proposed Project is, however, located in the San Francisco Bay Area, a region of seismic activity, and is thus susceptible to potential impacts associated with seismic ground shaking. Furthermore, exposure to geologic risks such as seismic ground shaking, lurch cracking (tension cracking along fill margins, berms and levees), and densification would be a potentially-significant impact. The EIR thus imposes **Mitigation Measures VI-1 and VI-5** (they are one and the same measure), both of which require that all proposed Master Plan Project improvements to be designed in accordance with current California earthquake resistance standards.

Finally, the EIR states that the proposed Project could result in substantial soil erosion or loss of topsoil during construction, and thus imposes **Mitigation Measures VI-2 (same as Measure VIII-1), VI-3 (same as Measure VIII-2) and VI-4**, which require development and implementation of a Stormwater Pollution Prevention Plan and a Stormwater Control Plan, and procurement of and compliance with a City grading permit. As specified in the MMRP, the GVRD, the Regional Water Quality Control Board and the City of Vallejo will be the “monitoring and verification entities” for Measures VI-1 through VI-5.

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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The EIR concludes that **with the implementation of Mitigation Measures VI-1, VI-2, VI-3, VI-4 and VI-5**, the Project as proposed will have no significant impacts associated with geology and soils.

Hazards and Hazardous Materials. The EIR concludes that **with the implementation of Mitigation Measures VII-1 and VII-3**, the Project as proposed will have no significant impacts associated with hazards and hazardous materials.

Construction-related Impacts. The EIR states that construction of the proposed Project would require use of hazardous materials (such as fuels, oils, solvents) that could be inadvertently released into the environment and adversely impact soil, surface waters or groundwater. The EIR thus imposes **Mitigation Measure VII-1** (same as Measure VIII-1), which requires development and implementation of a Stormwater Pollution Prevention Plan. As specified in the MMRP, the GVRD and the Regional Water Quality Control Board will be the “monitoring and verification entities.”

Lead Contamination in Soil. Between 1900 and 1971, ASARCO operated a lead smelter that was located approximately 2.5 miles southeast of the Glen Cove Waterfront Park, across the Carquinez Strait. Lead-containing particles were released, became airborne, migrated across the Strait, and deposited in the Glen Cove area. Although the lead-contaminated soil has since been cleaned up, residual levels of lead remain. These residual levels will not pose health risks to current or future park visitors, but could create a health risk to construction workers and nearby residents during proposed Project construction (when soil would be disturbed). The EIR thus imposes **Mitigation Measure VII-3**, which requires determination of the presence of lead and preparation of a site mitigation plan; specifies handling, hauling and disposal practices; and requires preparation of a closure/certification report. As specified in the MMRP, the GVRD and the Department of Toxic Substances Control will be the “monitoring and verification entities.”

Hydrology and Water Quality. The EIR concludes that **with the implementation of Mitigation Measures VIII-1, VIII-2, VIII-3**, the Project as proposed will have no significant impacts associated with hydrology and water quality.

Construction-related violations of water quality standards or waste discharge requirements. The EIR states that construction-related activities (such as grading, soil stockpiling, placement of fill, realignment of roads) could result in soil erosion and subsequent discharge of suspended sediment into Carquinez Strait, which could eventually impact water quality in San Pablo, Suisun and San Francisco Bays (could increase channel sedimentation and suspended sediment levels (turbidity), adversely affect aquatic and riparian habitats). The proposed Project is subject to regulation under the U.S. Environmental Protection Agency’s National Pollutant Discharge Elimination System (because the Project site is greater than one acre) and the Regional Water Quality Control Board. The EIR thus imposes **Mitigation Measures VIII-1 and VIII-2**, which require development and implementation of a Stormwater Pollution Prevention Program and a Stormwater Control Plan. As specified in the MMRP, the GVRD and the Regional Water Quality Control Board will be the “monitoring and verification entities.”

Increased pollutants from stormwater runoff. The proposed Project could result in increased stormwater runoff into surface waters (e.g., oil and grease from the parking lot), which is considered a potentially significant impact. The EIR thus imposes **Mitigation Measure VIII-**

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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3, which requires installation of a vegetated bioswale south and downstream of the proposed parking area to intercept and filter stormwater runoff from the parking area before it reaches surface or groundwaters. As specified in the MMRP, the GVRD will be the “monitoring and verification entity.”

Substantially-altered drainage. Runoff from Glen Cove Waterfront Park discharges into Carquinez Strait either directly or via two existing drainages. The EIR concludes that the proposed Project will not substantially alter or interfere with existing drainage patterns, or affect groundwater recharge.

Land Use and Planning. The EIR states that the proposed Project (1) would provide low-intensity recreational uses compatible with existing uses, and that these recreational uses are not anticipated to have any substantial adverse effects on surrounding residential uses and (2) would not conflict with any applicable land use plans, policies or regulations; in fact, would implement the Glen Cove Waterfront Master Plan. The EIR concludes that the Project as proposed will have no significant impacts associated with land use and planning.

Mineral Resources. The EIR states that there are no mineral resources on the proposed Project site as identified in the Natural Resources Element of the Vallejo General Plan. The EIR thus concludes that the Project as proposed will have no significant impacts associated with mineral resources.

Noise. The EIR analyzes noise impacts from construction and operation, and concludes that **with the implementation of Mitigation Measure XI-1**, the Project as proposed will have no significant impacts associated with noise.

Construction-Related Impacts. Construction of the proposed Project would involve grading and vehicle/equipment travel, and could generate substantial temporary increases in noise in the Project vicinity. Construction noise is regulated by the City of Vallejo Municipal Code, which considers noise levels, nature, origins, background, proximity to residences, habitation density, time, duration, and constancy. The EIR thus imposes **Mitigation Measure XI-1**, which requires construction to be shielded and muffled to all applicable standards, and limited to between the hours of 7am and 8pm, Monday through Friday. As specified in the MMRP, the GVRD will be the “monitoring and verification entity.”

Operational Impacts. Operation of the proposed Project would continue the types of low-intensity recreational uses that currently exist informally at the site, and would not introduce any substantial noise generators to the site, including vibration. Although operation of the Project could slightly increase the number of visitors to the site, the additional vehicle trips generated would not perceptibly or substantially change existing noise levels. Finally, the proposed Project site is not located within the jurisdiction of a commercial airport land plan, nor within two miles of a commercial airport, nor within the vicinity of a private airstrip. Hence, the Project’s operational impact on noise will be less-than-significant.

Population and Housing. The EIR states that the proposed Project would not add any new residences or businesses, nor add need for new or additional sewer, water or roadway facilities. The proposed Project would thus not have any substantial growth-inducing effects. In addition, the proposed Project would not display any existing housing or people. The EIR thus concludes that the Project as proposed will have no significant impacts associated with population and housing.

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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Public Services. The EIR concludes that the Project as proposed will have no significant impacts associated with public services.

Fire and Police. Glen Cove Waterfront Park is currently served by the Vallejo Fire and Police Departments. The proposed Project would continue the low-intensity recreational uses that currently occur informally at the Park. Therefore, no substantial change in the number and type of fire and police protection and emergency medical service calls is anticipated, nor is the need for new or altered fire or police protection facilities.

Schools. The proposed Project would have no impact on the need for schools.

Parks. The proposed Project's contribution toward completing the San Francisco Bay Trail would help implement the mission of the GVRD to build community and enhance quality of life through people, parks and programs. The proposed Project would thus have a beneficial impact, and no adverse impacts, to park services.

Recreation. The EIR states that although the proposed Project would enhance recreational opportunities at and likely increase use of the Glen Cove Waterfront Park site, the Project would not substantially increase use of other nearby parks and recreational facilities. Thus, no substantial physical deterioration of existing offsite recreational facilities is anticipated. The EIR concludes that the Project as proposed will have no significant impacts associated with recreation; in fact, the proposed Project will have a net beneficial impact to regional recreational opportunities.

Transportation/Traffic. The EIR analyzes transportation and traffic impacts related to construction, operation and parking, and concludes that the Project as proposed will have no significant impacts associated with transportation and traffic.

Construction-Related Impacts. The EIR states that although proposed Project construction would temporarily generate additional vehicle traffic trips (e.g., for workers and materials), (1) the number of workers' vehicle trips, although concentrated during a.m. and p.m. peak periods, would be relatively small, (2) truck vehicle delivery trips would be distributed throughout the day, (3) the nature of the impact would be very temporary, and (4) there are relatively light levels of traffic on nearby streets. The EIR therefore concludes that construction-related impacts to transportation and traffic would be less-than-significant.

Operational Impacts. The EIR states that although construction of a new 15-space parking area, which is part of the proposed Master Plan Project (which will support the proposed Project's enhanced Bay Trail segments), would increase daily users, the number of additional potential users would be dispersed throughout the day, and would be too small to have a significant impact on the level of service of nearby intersections and roads. The EIR therefore concludes that the operational impacts to transportation and traffic would be less-than-significant.

Parking. The EIR states that streets around and nearby Glen Cove Waterfront Park currently allow parking for as many as 165 cars within 1,000 feet of the Park entrance. This amount of available parking is adequate for the current informal, low-intensity use. The proposed Master Plan Project would provide 15 parking spaces in a new parking area, which would increase the number of parking spaces for Park users, free up more street parking for residential users, accommodate people with disabilities or small children who may have difficulty using

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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street parking, and generally serve GVRD constituents who do not live near the Park. The proposed Project would not substantially increase the number of low-intensity recreational uses that currently occur informally at the Park, and would thus be adequately served by the additional parking that would occur as part of the larger proposed Master Plan Project. The EIR therefore concludes that the impacts to parking would be less-than-significant.

Alternative Transportation. The EIR states that the proposed Project would not conflict with bus or bicycle transportation, nor with any policies, plans or programs supporting alternative transportation. In fact, completion of the Bay Trail will encourage alternative transportation, particularly via bicycle. The EIR therefore concludes that the impacts to alternative transportation would be less-than-significant.

Utilities and Service Systems. The EIR analyzes utilities and service systems impacts related to water, wastewater treatment, and landfill capacity, and concludes that **with the implementation of Mitigation Measures XVI-1 and XVI-2**, the Project as proposed will have no significant impacts associated with utilities and service systems.

Water and Wastewater. The proposed Master Plan Project would include a restroom that would be connected to an existing sewer main, and a new drinking fountain and/or running water source near the restroom. Both of these amenities would support the Bay Trail segments that are the subject of the proposed Project. The EIR states that wastewater collection and treatment is available via an existing Vallejo Sanitation and Flood Control District sewer main that passes through the Park site, and that this existing treatment plant is anticipated to be adequate to treat to Regional Water Quality Control Board requirements wastewater generated by Park users. In addition, the restroom, drinking fountain and running water needs would be supplied by the City of Vallejo water system via a water service lateral from adjacent Whitesides Drive. Finally, the plants that will be installed as part of the proposed Project will be native species, some of which are drought-tolerant, and will not require irrigation after they become established. The EIR therefore concludes that the impacts related to water and wastewater would be less-than-significant.

Landfill Capacity. The EIR states that although solid waste generated by construction and operation of the proposed Project would be small in comparison to the total quantities disposed, and most of the green/plant waste generated by construction of the Project would be composted, landfill disposal capacity is a diminishing resource that is difficult and expensive to expand or develop at new sites, and the City of Vallejo is legally obligated to divert 50 percent of the waste stream from disposal. Project-generated waste could therefore create a potentially significant impact because it would contribute to the exhaustion of the capacity of the existing Keller Canyon Landfill (which has a capacity closure date of 2030). The EIR thus imposes **Mitigation Measure XVI-1**, which requires preparation and implementation of a recycling plan to divert a minimum of 50 percent of waste by weight, and **Mitigation Measure XVI-2**, which requires trash receptacles provided at the Park to include separate containers for collection of recyclable materials, and that the recyclables be collected throughout the life of the Master Plan Project. As specified in the MMRP, the GVRD and the City of Vallejo will be the “monitoring and verification entities.”

Based on the foregoing, Conservancy staff conclude that the subject project as proposed and mitigated, and as additionally tracked as required in the MMRP, poses no potential for significant environmental impacts. Accordingly, staff recommends that the Conservancy find

*SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL:  
GLEN COVE WATERFRONT PARK CONSTRUCTION*

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that the Conservancy has independently reviewed and concurs with the EIR prepared and adopted by the GVRD on September 27, 2007, and concludes that there is no substantial evidence that the Conservancy project, as mitigated, may have a significant effect on the environment. Staff will file a Notice of Determination upon the Conservancy's approval of the project.