

MARE ISLAND AMENDED AND RESTATED  
SPECIFIC PLAN PROJECT

**FINAL SUBSEQUENT ENVIRONMENTAL IMPACT REPORT**

STATE CLEARINGHOUSE NO. 2003092057

OCTOBER 2005

*Prepared for the City of Vallejo by:*

TURNSTONE CONSULTING



**MARE ISLAND AMENDED AND RESTATED SPECIFIC PLAN  
FINAL SUBSEQUENT EIR**

**TABLE OF CONTENTS**

**I. INTRODUCTION ..... I-1**

**II. LIST OF COMMENTORS ..... II-1**

**III. COMMENTS AND RESPONSES ..... III-1**

**Written Comments and Responses**

Letter A. U.S. Department of the Interior, National Park Service, David W. Look ..... III-2  
*Responses to Letter A* ..... III-5

Letter B. U.S. Coast Guard, David H. Soulouff..... III-11  
*Responses to Letter B*..... III-12

Letter C. California Office of Historic Preservation, Milford Wayne Donaldson..... III-13  
*Responses to Letter C*..... III-20

Letter D. Public Utilities Commission, Kevin Boles ..... III-29  
*Responses to Letter D* ..... III-30

Letter E. California Department of Transportation, Timothy C. Sable ..... III-31  
*Responses to Letter E*..... III-35

Letter F. National Trust for Historic Preservation, Michael Buhler ..... III-41  
*Responses to Letter F*..... III-47

Letter G. Touro University, Akiva Kobre..... III-51  
*Responses to Letter G* ..... III-54

Letter H. Judy Irvin..... III-57  
*Responses to Letter H* ..... III-70

Letter I. Myrna Hayes ..... III-80  
*Responses to Letter I*..... III-93

Letter J. Karen Wilson ..... III-95  
*Responses to Letter J*..... III-97

Letter K. Karen Wilson..... III-101  
*Responses to Letter K*..... III-102

**Public Hearing Comments and Responses ..... III-103**

L. Ken Brown, Sierra Club ..... III-103

M. Commissioner McConnell, City of Vallejo Planning Commission ..... III-103  
*Response to Comments L.1* ..... III-105  
*Response to Comments M.1* ..... III-105

**IV. STAFF-INITIATED TEXT CHANGES AND ERRATA ..... IV-1**

**V. REVISED SUMMARY** ..... V-1

    A. Overview of the Proposed Project..... V-1

    B. Environmental Effects Found to Be Less-Than-Significant ..... V-3

    C. Environmental Impacts and Mitigation..... V-4

    D. Project Alternatives..... V-5

    E. Potential Areas of Controversy ..... V-6

**LIST OF FIGURES**

Figure III.B.4 (*revised*): Existing Plus Project Peak Hour Volumes,  
Lanes and Mitigation – Vallejo ..... III-38

**LIST OF TABLES**

Table C&R-1: Comparison of Existing A.M. and P.M.  
Peak Hour Traffic Volumes..... III-36

Table C&R-2: Comparison of 2020 Cumulative A.M. and P.M.  
Peak Hour Traffic Volumes..... III-37

Table V.1 (*revised*): Summary of Impacts and Mitigation Measures..... V-7

**APPENDIX** (new appendix to SEIR)

Appendix F: City of Vallejo Draft Water Shortage Contingency Plan



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## I. INTRODUCTION

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The *Draft Subsequent Environmental Impact Report for the Mare Island Amended and Restated Specific Plan Project* was published on August 5, 2005, and circulated for a 45-day public review period, from the publication date through October 26, 2005, as required by the California Environmental Quality Act (CEQA) and the State CEQA Guidelines. During the public review period, the City of Vallejo Planning Commission held a public hearing, on September 12, 2005, to provide the public with an opportunity to present oral comments on the Draft Subsequent EIR. Written comments were accepted through the end of the public comment period.

This volume sets out those comments and offers responses to comments on environmental issues raised therein and is organized in four subsequent chapters, as explained below. The reader should note that this volume does not include any of the chapters from the Draft SEIR except Chapter I, Summary; thus, the Final Subsequent EIR is comprised of the Draft Subsequent EIR and this volume.

Chapter II of this volume presents a list of agencies and persons commenting on the Draft Subsequent EIR. Chapter III, Comments and Responses, presents copies of comment letters on the Draft Subsequent EIR and pages with oral comments excerpted from the Vallejo Planning Commission Special Meeting Minutes. Written comments and their responses are presented first, followed by the public hearing comments and their responses. Letters and responses are interleaved, with each letter followed by its responses. Responses to the public hearing comments begin after the last page from the meeting minutes excerpt.

Comments addressed in the responses are bracketed and numbered by letter designation and sequential comment number within the letter or transcript. Each response is keyed to the comment to which it corresponds using the same numbering convention. Response A.1, for example, addresses Comment A.1. Responses generally explain information in the Draft Subsequent EIR and refer the reader to applicable pages in that document.

Chapter IV, Staff-Initiated Text Changes and Errata, presents changes to the text of the Draft Subsequent EIR. Chapter V, Revised Summary, presents the Summary chapter from the Draft SEIR, but, to provide the reader with greater clarity, the text has been updated to reflect the revisions shown in Chapters III and IV. These revisions are marked by vertical bars in the left margin next to the affected text.



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## **II. LIST OF COMMENTORS**

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### **WRITTEN COMMENTS**

#### **Federal Agencies**

U.S. Department of the Interior, National Park Service, David W. Look, FAIA, Deputy Lead, Cultural Resource, written comments, September 20, 2005.

U.S. Coast Guard, David H. Sulouff, Chief, Bridge Section, Eleventh Coast Guard District, written comments, August 17, 2005.

#### **State Agencies**

California Office of Historic Preservation, Milford Wayne Donaldson, FAIA, State Historic Preservation Officer, written comments, September 27, 2005.

Public Utilities Commission, Kevin Boles, Utilities Engineer, Rail Crossings Engineering Section, Consumer Protection and Safety Division, written comments, September 7, 2005.

California Department of Transportation, Timothy C. Sable, District Branch Chief, IGR/CEQA, written comments, September 23, 2005.

#### **Organizations**

National Trust for Historic Preservation, Michael Buhler, Regional Attorney, written comments, September 27, 2005.

Touro University, Akiva Kobre, Senior Vice President, written comments, September 26, 2005.

#### **Individuals**

Judy Irvin, written comments, September 26, 2005.

Myrna Hayes, written comments, September 26, 2005.

Karen Wilson, written comments, September 2, 2005.

Karen Wilson, written comments, September 6, 2005.

### **PUBLIC HEARING COMMENTS**

Ken Brown, Sierra Club.

Commissioner McConnell, City of Vallejo Planning Commission.



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### **III. COMMENTS AND RESPONSES**

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This section presents comments received on the *Mare Island Amended and Restated Specific Plan Project Draft Subsequent EIR*. The written comments received by the Vallejo Planning Commission during the 45-day public review period from August 5 to September 26, 2005 are presented first, followed by comments made by the public and Planning Commissioners at the September 12, 2005, public hearing on the Draft Subsequent EIR.

Comments that raise environmental issues about the proposed project requiring a response under CEQA, as well as comments that call for clarification, are numbered sequentially in the margins, and each numbered comment is addressed by a response with a corresponding number. Letters and responses are interleaved, with each letter followed by its responses. Responses to the public hearing comments begin after the last page from the meeting minutes excerpt.





# United States Department of the Interior



NATIONAL PARK SERVICE  
Pacific West Region  
1111 Jackson Street, Suite 700  
Oakland, California 94607-4807

**LETTER A**

IN REPLY REFER TO:

H3417 (PWRO-PC)

September 20, 2005



Mr. Brian Doland, Planning Manager  
City of Vallejo  
Development Services Department  
Planning Division  
555 Santa Clara Street  
P.O. Box 3068  
Vallejo, CA 94590

Re: Mare Island Amended and Restated Specific Plan Project Draft Subsequent Environment Impact Report

Dear Mr. Doland:

Mare Island was designated a National Historic Landmark (NHL) in 1975 and the larger Mare Island Historic District was listed in the National Register of Historic places in 1997. The responsibility to provide technical assistance to insure that NHLs retain a high degree of integrity is delegated to the U.S. National Park Service. Although the National Register of Historic Places includes almost 80,000 listings with a total of over 1.3 million contributing structures, most of these are of State or local significance. Only 2,392 listings are NHLs. The National Register is the national list of historic and archeological resources deemed worthy of preservation. There are few places in California as significant as Mare Island and preserving its integrity is a paramount concern.

In 1854 Mare Island Naval Shipyard became the first U.S. Navy permanent installation on the Pacific Coast. It illustrates the nation's effort to extend its naval power into the Pacific Ocean. The first U.S. warship (1859) and first drydock (1872-1891) constructed on the West Coast were built at Mare Island. The wood-shingled Saint Peter's Chapel (1901), with its signed Tiffany stained-glass windows, is the oldest Navy chapel in the country. Mare Island NHL has retained a high degree of integrity. This must be preserved.





NPS received a copy of the Mare Island Amended and Restated Specific Plan Project Draft Subsequent Plan Environmental Impact Report. Thank you for the opportunity to comment.

In the Mare Island National Register Historic District, 183 contributing structures are proposed for demolition. That is 36.5% of the district. Of these 28 are described as notable. The cumulative effect of the destruction of such a huge quantity of historic fabric will have an enormous adverse effect upon the district. Rational for this proposal is not given. Each resource must be considered individually. Any infill construction and surface parking may have an equally or larger adverse effect.

A.1

A.2

A.3

Any proposed demolition should be considered on the fact and circumstances of the case. NPS would like to review and comment not only on each demolition but also on the construction of infill.

A.4

Appendix B.1 Historic Project Guidelines, Section 1.2 deletes two important sentences from Vallejo's Historic Preservation Ordinance: "The Planning Manager shall develop Project Guidelines in consultation with the Commission." And "These Project Guidelines shall be developed in consultation with the Office of Historic Preservation and the National Park Service." These sentences need to be inserted and this consultation should be done. Appendix B.1 is very inadequate.

A.5

Specifically, the Demolition Criteria in Section 6 (pages 75 and 76) of Appendix B.1 are inadequate. Even a Landmark is subject to demolition if "it is not 'feasible' to preserve or restore it." In addition, "All Notable Resources will be retained, unless the City makes a finding that retention of the resources would be a 'deterrent' to the successful reuse of Mare Island." Already, 28 notable structures are proposed for demolition. Under Demolition in Section 8 (pages 86-87), it states that "Under section 16.38.043, issuance of demolition permits is **mandatory** (bold added) for a Contributing Resource if the following criteria are substantially met:" "is mandatory" should be replaced with "may be considered." The 'Hardship' Exemption almost guarantees the demolition permit will be issued. For historic resources that have already been determined worthy of preservation the encouragement of demolition is not be part of the "Historic Project Guidelines." The Design Guidelines for Mare Island Historic District by Winter and Company, June 2005, should be adopted instead of Appendix B.1.

A.6

A.7

NPS is also concerned about the construction of new streets, roads, sidewalks, and paths without consideration for the character of the historic plan and circulation pattern. In addition, the vibrations caused by the construction of the current street "improvements" and circle adjacent to Saint Peter's Chapel appears to be the cause for the increase in the number of new cracks in the Tiffany stained glass windows.

A.8

A.9

NPS strongly opposes the current proposal and can only support the no action alternative. We look forward to reviewing any revised drafts and working with the City of Vallejo, its Historic Commission, and the State Office of Historic Preservation in the preservation of the Mare Island NHL and National Register District to place an emphasis on



preservation, where it should be for our irreplaceable resources, rather than encouraging demolition. If you have any questions, do not hesitate to call me at 510-817-1401 or email at David\_W\_Look@NPS.GOV.

Sincerely,

A handwritten signature in black ink that reads "David W. Look". The signature is written in a cursive style with a large, prominent "D" and "L".

David W. Look, FAIA  
Deputy Lead, Cultural Resources

cc: Wayne Donaldson, FAIA, Office of Historic Preservation, P.O. Box 942896,  
Sacramento, CA 95814

Athea Hartig, Regional Director, National Trust for Historic Preservation, 8  
California Street, Suite 400, San Francisco, CA 94111-4828

Cindy Heitzman, Executive Director, California Preservation Foundation, 5 Third  
Street, Suite 424, San Francisco, CA 94103

## **RESPONSES TO LETTER A: U.S. DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE**

### **Response to Comment A.1**

The comment notes that the proposed demolition would have an enormous adverse effect on the Mare Island National Register Historic District. The SEIR, p. III.A.30, evaluates the impact of demolition on the District and finds it to be a significant, unavoidable impact under CEQA.

However, it should be noted that the comment's expression of the impact of the proposed demolition on the District, solely by use of percentages of Contributing Resources demolished, fails to account for both the quality of the Contributing Resources to be demolished and those that would be retained. As discussed in the proposed Specific Plan (p. 34), the National Register listing designates virtually all pre-1945 structures as 'contributing resources' "without regard to quality, relative significance or presence of duplicative structures." The proposed Specific Plan includes a 3-tiered classification system to "establish both priorities and policies for preservation within the Historic District and to establish a framework for evaluating impacts of proposed changes on the Historic District."

In large measure, the proposed demolitions affect uninhabitable structures. Of the 183 structures proposed for demolition, approximately 48% are various versions of bombshelters (45), sheds (6), electrical facilities (16), uninhabitable garages (27) and latrines (4). Almost 40% of the proposed demolitions affect virtually identical bombshelters and cement-block electrical facilities with no reuse potential. Within the central portion of the District, such utilitarian features are scattered among the most historically and architecturally significant concentration of resources in the District. Removal of such features would not remove the justification for inclusion of the central core of the District in the California Register. However, at the northern perimeter of the District, the proposed demolition of Contributing Resources would remove the justification for inclusion of this area within the District and would therefore result in a significant impact under *CEQA Guidelines* Section 15064.5(b)(2).

### **Response to Comment A.2**

The comment asserts that each resource must be considered individually. Each Contributing Resource within Reuse Areas 1B -10A was individually evaluated for its historic significance and assigned a classification (Landmark, Notable Resource, and Component Resource) under the proposed Specific Plan. As noted on SEIR pp. III.A.27-28, Contributing Resources classified as "Notable" and "Component" were individually surveyed and studied by Chattel and Associates, a historic preservation consultant. The classification assigned to each of these Contributing Resources was independently reviewed by staff of the City of Vallejo Development Services

Department and the Architectural Heritage and Landmarks Commission. Through the evaluation process, each Landmark and Notable Resource was individually considered and found to possess individual historic significance.

The Development Plan (Appendix B to the SEIR) identifies the factual basis for each proposed demolition. As each building or structure and its setting were evaluated in preparing the Development Plan, consideration was given to hazardous material cleanup levels, circulation and parking, continuity of use in industrial sections of the Island and similar factors.

### **Response to Comment A.3**

Potentially significant impacts to the District from infill construction are addressed under Impact A.4 on SEIR pp. III.A.41-43. Potentially significant impacts of surface parking are addressed under Impact A.6 on SEIR pp. III.A.44-48. As discussed in SEIR, p. III.A.42, new construction in the Historic District must comply with the Secretary of the Interior's Standards, and compliance with the Standards would reduce the impact of new construction on remaining historic resources to a less-than-significant level. The SEIR finds that potentially significant impacts of new construction would be mitigated by implementation of the *Mare Island Historic District Design Guidelines* and the completion of a Cultural Landscape Evaluation as mitigation measures (Mitigation Measures A.4/A.6a and A.6b, respectively).

### **Response to Comment A.4**

As noted above, in Response to Comment A.2, each Contributing Resource classified as a "Landmark" or a "Notable Resource" has been individually evaluated for its historic significance and is considered a "historic resource" in itself, under CEQA. On this basis, the SEIR finds that each proposed demolition of a Notable Resource would result in a significant impact to that individual historical resource under CEQA (p. III.A.40) (no demolition of any Landmark is proposed under the project). A Contributing Resource classified as a "Component Resource" has been individually evaluated for its historic significance and is not considered a "historic resource" in itself, under CEQA. On this basis, the SEIR finds that each demolition of a Component Resource would not result in a significant impact to an individual historical resource under CEQA (pp. III.A.40-41), although loss of a substantial number of Component Resources, particularly in Reuse Areas 2A, 2B, 3A, and 6, was found to impact the integrity of the Historic District.

Issuance of each permit for demolition of a Contributing Resource will require review under the applicable demolition criteria set forth in Vallejo Zoning Ordinance 16.38.030 (the Mare Island Amendment), and Chapter 6 of the Historic Project Guidelines (if adopted), as summarized in the SEIR (SEIR pp. III.A.16-19). The comment states that the National Park Service would like to review and comment on each demolition and also on construction of infill. As noted on SEIR

p. III.A.19, “rehabilitation, relocation, new construction, or demolition activities affecting a certified historic structure with a pending tax credit application are automatically subject to comprehensive review by the National Park Service.” The City will also notify the National Park Service on all other projects within the Mare Island Historic District.

The local planning process, including the Mare Island Amendment to the City’s preservation ordinance adopted in 1999, ensures that the City’s Architectural Heritage and Landmarks Commission (Landmarks Commission) review projects prior to issuance of Certificates of Appropriateness (COA) or demolition permits. Each case is reviewed on its merits and has been the subject of on-going meetings between the master developer and the Landmarks Commission since 2000, including project review under the previous 1999 Specific Plan. With adoption of the proposed Specific Plan and its Historic Project Guidelines, demolition permits for Component Resources consistent with the Development Plan (Appendix B), may be approved administratively, without public hearings, by the Planning Manager. Likewise, Certificates of Appropriateness for alteration and new construction, not affecting a Landmark, may also be approved administratively by the Planning Manager. All decisions on a Certificate of Appropriateness by the Planning Manager may be referred to, or appealed to, the Landmarks Commission.

#### **Response to Comment A.5**

This comment concerns procedural aspects of the proposed project and does not raise an environmental issue requiring a response under CEQA. However, it should be clarified that the Historic Project Guidelines were prepared in consultation with the Landmarks Commission. The Historic Project Guidelines have been modified substantially on the basis of comments received from the Landmarks Commission. In addition, drafts of the Historic Project Guidelines were distributed to the State Office of Historic Preservation (OHP) and the National Park Service (NPS) prior to publication of the Draft SEIR. Meetings, including site visits and tours, were held on Mare Island and in Sacramento with OHP and NPS staff. For example, on-site meetings were held on May 1, 2002 (OHP, NPS), July 25, 2002 (OHP, NPS), December 12, 2002 (OHP), February 6, 2004 (OHP, NPS), and March 9, 2004 (NPS), and off-site meetings on February 6, 2002 (OHP), October 9, 2003 (NPS), and September 6, 2005 (OHP, NPS). There is no requirement in the Mare Island Ordinance that OHP and NPS approve the Historic Project Guidelines prior to adoption, although the City appreciates their comments and suggestions through the consultation process.

As discussed in Response to Comment H.2, consultation regarding the Memorandum of Agreement regarding the Layaway, Caretaker Maintenance, Leasing and Disposal of Historic Properties on the former Mare Island Naval Shipyard, Vallejo, California on April 1, 1997 (MOA) has been completed.

### **Response to Comment A.6**

This comment expresses concern for the proposed demolition criteria applicable to Landmarks, Notable Resources, and Component Resources. The criteria are summarized in the SEIR on pp. III.A.16-17, and impacts of proposed demolitions under these criteria are analyzed in the SEIR in Section III.A.

It should be clarified that this SEIR considers environmental impacts, mitigation and alternatives to the proposed project, but does not issue approval for any specific demolition. The procedures for demolition permits set forth in the Historic Project Guidelines, Chapter 8, require that the Planning Manager or Landmarks Commission, as applicable, issue individual demolition permits. The requirement for mandatory approval of demolition under certain circumstances is in the current local landmark ordinance, which is quoted in Section 8. It cannot be deleted or replaced through the Historic Project Guidelines, although it is applicable in very limited circumstances. The Historic Project Guidelines do not encourage demolition, but they acknowledge that demolition of Contributing Resources will be required to meet project objectives.

The demolition criteria applicable to Landmarks under Historic Project Guidelines, Chapter 6, are “intended to incorporate the exacting hardship test applied to constitutional violations under the Fifth Amendment, which requires a showing that denial of a demolition permit would leave the property owner with no beneficial economic use of the Landmark property. By implication, this standard also requires the property owner to show that there are no ‘feasible’ alternatives to demolition of the Landmark Resource.”<sup>1</sup>

The California Office of Historic Preservation advises that local preservation regulations include such an “Economic Hardship” provision: “To ensure compliance with federal and state constitutional requirements, the ordinance should include a procedure allowing a property owner to make the case that, in some situations, enforcement of the ordinance will cause unusual and extreme economic hardship.”<sup>2</sup>

As noted in the SEIR (SEIR p. III.A.40) “no demolition of any Landmark is proposed under the project, nor is any such demolition currently anticipated. Any future request for relief on the grounds of Hardship would be a significant impact under CEQA.” As it would not be part of the proposed project, or covered in this Subsequent EIR, it would require separate environmental review.

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<sup>1</sup> Historic Guidelines (Appendix B.1 to the proposed Specific Plan) Chapter 6.3.

<sup>2</sup> California Office of Historic Preservation, Technical Assistance Bulletin # 14, *Drafting Effective Historic Preservation Ordinances*, p. 70.

**Response to Comment A.7**

The comment expresses support for the Mare Island Historic District Design Guidelines. It should be clarified that these design guidelines are included as part of the implementation program of the proposed project. They are intended to be adopted concurrently with the Specific Plan, in addition to the Historic Project Guidelines. They would provide design guidance to property owners and to decision-makers in reviewing proposals for alterations to retained resources and new construction within the District. The Historic District Design Guidelines do not provide criteria for demolitions. Criteria for demolitions are set forth in the Historic Project Guidelines, Chapter 6. The SEIR finds that implementation of the proposed Historic District Design Guidelines would mitigate potentially significant impacts of alteration and new construction within the historic district to a less-than-significant level (SEIR pp. III.A.41-48). However, as noted in the SEIR, they do not contain any standards or criteria for making demolition decisions, and would not mitigate the impacts of the proposed demolition of Contributing Resources.

**Response to Comment A.8**

This comment expresses concern over the construction of new streets, roads, sidewalks, and paths. This issue is analyzed in the SEIR under Impact A.6, pp. III.A.44-48. The SEIR identifies a potentially significant impact from construction of new infrastructure on the District's integrity of setting. The Historic District Design Guidelines identify and describe the existing historic character of infrastructure in Industrial, Institutional and Residential character areas. On this basis, the Historic District Design Guidelines provide guidelines for new infrastructure improvements. The SEIR finds that implementation of the Historic District Design Guidelines (Mitigation Measure A.6a), and preparation of a Cultural Landscape Evaluation (Mitigation Measure A.6b), would mitigate the potentially significant impacts of new infrastructure to a less-than-significant level (SEIR p. III.A.48).

It should be clarified that the proposed construction of new streets, roads, sidewalks and paths has taken into consideration the historic plan and circulation pattern. For instance, a number of the street cross sections proposed within the Historic District are narrower than City standard to accommodate the historic character of the setting. In addition, as described in the proposed Specific Plan Chapter 5.1.2, the circulation plan was designed to protect the historic character of existing north-south streets by introducing new and widened east-west roads at less sensitive locations. In some cases, the east-west roads replicate earlier streets removed by the Navy; in others, they allow better access to important locations within Reuse Areas 2A-4.

**Response to Comment A.9**

The comment expresses concern regarding the impact of ongoing roadway construction adjacent to St. Peter's Chapel (approved under the 1999 Specific Plan), asserting that it "appears to be the cause for the increase in the number of new cracks in the Tiffany stained glass windows."

To date, there is no evidence to indicate that roadway construction in or on adjacent streets has caused new cracks in the Tiffany stained glass windows at Saint Peter's Chapel. Vibration monitoring by Engeo Inc., Geotechnical and Environmental Consultants, was undertaken from August 15 through October 3, 2005 during heavy road construction activities in adjacent streets.<sup>3</sup> Vibration monitoring stations were installed at two locations adjacent to St. Peter's Chapel. No vibrations were recorded that exceeded, or approached, the threshold intensity level value of 0.08 inches per second (in/sec.) cited by Caltrans as the acceptable threshold for historic buildings. Some lower-than-threshold intensity levels were recorded during particular construction events, ranging from 0.02 to 0.05 in/sec. At these levels, ground-borne vibrations are unlikely to cause any damage to the Chapel and its stained glass windows.

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<sup>3</sup> Engeo Incorporated, Geotechnical and Environmental Consultants, *Progress Report No. 1 – Ground Vibration Monitoring at St Peter's Chapel*, October 7, 2005. This report is available for review in the offices of the Vallejo Development Services Department, 555 Santa Clara Street Vallejo, CA.







Commander  
District Eleven

U. S. Coast Guard Island, Bldg. 50-3  
Alameda, CA 94501-5100  
Staff Symbol: oan  
Phone: (510) 437-3516  
Fax: (510) 437-5836  
Email:

**LETTER B**

16591  
Marc Island Strait (2.8)  
August 17, 2005



City of Vallejo  
Attn: Michelle Hightower  
555 Santa Clara Street  
Vallejo, CA 94590

Dear Madam:

We have completed our review of the Draft Supplemental Environmental Impact Report (DSEIR), for the proposed Mare Island Specific Plan.

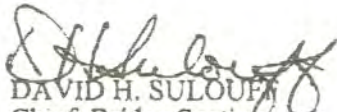
The DSEIR refers to the Mare Island Drawbridge, mile 2.8 Mare Island Strait as a "causeway". The existing permitted drawbridge does not meet the definition of a causeway. If a causeway is not being considered, we recommend you change the references from "causeway" to "drawbridge".

B.1

If a causeway is being considered, a Coast Guard permit will be required under the provisions of the River and Harbor Act of 1899.

I can be contacted by telephone at (510) 437-3516 if additional information is needed.

Sincerely,

  
 DAVID H. SULOUFF  
 Chief, Bridge Section  
 Eleventh Coast Guard District  
 By direction

Copy: Corps of Engineers

**RESPONSES TO LETTER B: U.S. DEPARTMENT OF HOMELAND SECURITY,  
UNITED STATES COAST GUARD**

**Response to Comment B.1**

The term “causeway” as it is used in the SEIR reflects the term’s common and historic usage. For the purposes of the SEIR, “causeway” refers to the existing bridge that connects Mare Island to the Mainland, which includes the drawbridge segment. No new bridge would be constructed under the proposed project.

To clarify this point, the following footnote is added to the text as it appears in the Draft SEIR as footnote 1 on p. I.2 of Chapter I, Summary, with the reference mark for the footnote placed after the word “Causeway” in the last line on the page, and as footnote 1 on p. II.1 of Chapter II, Project Description, with the reference mark for the footnote placed after the words “Mare Island Causeway” in the second line of the second paragraph under the heading “Mare Island” (new text is underlined):

<sup>1</sup> The term “causeway” as used in this SEIR refers to the existing bridge that connects Mare Island to the Mainland, which includes the drawbridge segment. No new bridge would be constructed under the proposed project.

**OFFICE OF HISTORIC PRESERVATION  
DEPARTMENT OF PARKS AND RECREATION**

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**LETTER C**

September 27, 2005

Michelle Hightower  
Senior Planner  
Planning Division  
City of Vallejo  
Vallejo, CA 94590

Dear Ms. Hightower:

Draft Subsequent Environmental Impact Report Mare Island Amended and Restated Specific Plan Project DSEIR(SCH# 2003092057)

The State Office of Historic Preservation (OHP) has broad responsibility for the implementation of federal and state historic preservation programs in California. The OHP is interested in the above project because Mare Island is listed on the National Register of Historic Places as the Mare Island Historic District. Four National Historic Landmark Districts (NHL) exist inside the National Register boundaries. Mare Island is also listed on the California Register of Historical Places and is California State Historical Landmark 751. In addition, we have also been contacted by the National Park Service, the National Trust for Historic Preservation and concerned members of the public; all of whom have expressed their concern regarding the impacts of this project on the historical resources of Mare Island and the future status of the National Register District and the NHL.

Within the same context, we would like to thank the City of Vallejo, a Certified Local Government (CLG) in partnership with the OHP and the National Park Service, for the opportunity to comment on the above referenced document and would like to submit the following comments for your consideration. In addition, we had the opportunity to attend a meeting with LNR Property Corporation (Lennar) on September 16, 2005 who made themselves available to answer questions about the above project. We also want to thank the City of Vallejo for granting the OHP an extension of the comment deadline until Wednesday, September 28, 2005. As we indicated to you on the telephone, the OHP is concerned about the significant impacts the proposed project would have on the National Historic Landmarks and on the contributors to the National Register District, impacts that would individually and cumulatively threaten the integrity of those districts. As the State's representative expert on the preservation of historical and cultural resources, we want to bring to your attention that National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the history of the United States. Today, fewer than 2,500 historic places carry this distinction and their preservation is paramount. We also want to emphasize that historic districts arrive at their identity from the interrelationship of their resources that express a visual sense of the overall historic environment or are an arrangement of historically or functionally related properties. The historic districts derive their significance collectively from the



Ms. Michelle Hightower  
Page 2

contributing resources that convey a sense of time and place and historical development. The preservation of contributing resources within these historical districts are paramount in order to convey their significance, and mostly importantly, to retain their integrity.

In successful preservation, the key standard to be followed is the use of a property as it was used historically, or to adapt it for a new use, making the best use of the retention of distinctive materials, spaces and features, including its spatial relationships in order to retain its historic character. Therefore, each property needs to be acknowledged as a physical record of its time, place and use. We are very concerned that a use has been selected for Mare Island that sees many of its historic properties as a deterrent rather than an asset and that calls for massive demolitions to accommodate the new use.

The City seeks to obtain approvals for the proposed Mare Island Specific Plan by certifying the above referenced SDEIR, by adopting a General Plan Amendment, and by adopting the Mare Island Specific Plan and the following eight Appendices to the Mare Island Specific Plan: Appendix A: Master Utility Plan, Appendix B1: Historic Project Guidelines, Appendix B 2: Revised Predictive Archeological Model for Mare Island and Archeological treatment Plan for Mare Island, Appendix B 3: Historic Resources Catalog, Appendix B 4, Historic Design Guidelines, Appendix C: Sign Program, Appendix D: Street Cross Sections, Appendix E: Preliminary Master Development Plan.

We would like to applaud the City of Vallejo in its dedication and effort to produce a Project SDEIR for a complex and difficult project such the effective reuse of a military base. The City's main reuse concepts and goals are economic: to create new jobs and new economic development in order to offset the job losses associated with the Mare Island Base closure. We fully understand the economic necessities driving the City of Vallejo's goals and objectives to adopt the Specific Plan (including its eight appendices) to accomplish this task in an effective way. However, despite all the other significant impacts addressed in the above referenced document under CEQA, the impacts of the project to historical resources are the **most** significant because the Mare Island Historic District is very large, including approximately 980 acres of history with over 500 historical resources covering a time span from 1854 beginning before the Civil War and ending after WWII in 1945. And while it is important to adopt a document to aid and implement a successful reuse plan - from a military installation to civilian use - this overall change to a new reuse should be guided in a manner that protects the historical integrity of the historic district in a more sensitive way than the SDEIR proposes. The basic goal of CEQA is to develop and maintain a high-quality environment now and in the future while identifying the significant environmental effects and to either avoid them, where feasible, or mitigate those significant environmental effects, where feasible and indicate and adopt feasible alternatives.

C.1

Appendix B. 1 Historic Project Guidelines:

The OHP has major concerns with the Historic Project Guidelines, Appendix B.1. Their intent is "to establish criteria and procedures for review of demolition, alteration, and new construction within the portions of Reuse Area 1 A – 10 B that are the Mare Island Historic District." (SDEIR III.A.11) Furthermore, the Historic Project Guidelines "identify and establish planning considerations to guide the City's review of proposals for demolition, new construction, and alterations within the District. Once adopted, they will supercede Vallejo's

C.2



Ms. Michelle Hightower

Page 3

Preservation Ordinance for the Mare Island Historic District, permitting the Landmark Commission **only** to review demolition proposals for potential city landmark demolitions and for the proposed demolitions of the 26 notable resources under the Preliminary Master Development Plan and allow for an administrative review by the Planning Director and his staff for the proposed demolition of over 157 component resources **without** the Landmarks Commission. We think the professional and qualified Landmarks Commission under Vallejo's CLG program should be consulted and should advise in **all discretionary decisions that pertain to the demolition of historic resources on Mare Island.**

C.2  
cont'd.

The Historic Project Guidelines **do not** take into account the historic use and development areas of Mare Island as per the National Register nominations for the NHL and the Historic District for preservation concerns, but adopt modern reuse and planning designation that deconstruct the Historic District. As part of this process, historic resources are classified by property type, by repetitiveness, by era, by a new nomenclature, such as landmarks, notables and component resources without giving consideration to the context that **gave** them their historical significance and established their integrity. Demolition criteria are established on the district level, on the area-level, and on the individual resource level. Thus the Historic Project Guidelines have established **all** component resources as stand-alone resources void of its historic context and deducted that "in itself their demolition would not result in a significant impact", would not therefore require any mitigation" (SDEIR III.A.40) While it is correct that component resources are not individually eligible for the National Register, they **do contribute significantly to the District**, and thus their future disposition has to be evaluated in that context. The classifications and treatments listed within the Appendix B.1 are inadequate by established historic preservation standards.

Pursuant to CEQA, project impacts need to be identified and effective feasible mitigation measures need to be developed. The SDEIR lists seven separate impacts to Historical Resources with corresponding mitigation measures. We have several concerns with the identified impacts and their proposed mitigation measures:

C.3

- The implementation of the amended Specific Plan will result in the demolition of 183 historical resources which will have a significant adverse impact on the district and the NHL as a whole (impact)
- While the Historic Guideline's intent is to guide **all** development planning, the determination to dispose of 29 notable and 154 component resources seems to have already been made (impact)
- Appendix B.1 does **not** offer much protection for any resources that seem to be a deterrent to the implementation of the amended Specific Plan; this applies particularly to the classified component resources (impact), but also to notable resources and landmarks if found that the condition of the latter makes their retention "infeasible"
- The established criteria for deterrence findings allow for demolitions if the property is hindering reuse or other goals of the amended Specific Plan (impact)
- Alternatives other than demolition and complete rehabilitation are lacking and should be developed in the range considered good preservation practice (mitigation)
- Implementation of an Interpretive Program (mitigation). This is an interesting concept and will hold interest for the future visitors of Mare Island, but the

C.3.a

C.3.b

C.3.c

C.3.d

C.3.e



Ms. Michelle Hightower

Page 4

program does not mitigate the adverse impacts resulting from the enormity of proposed demolitions below a level of significance

Overall, the proposed mitigation measures appear to not meet the requirements prescribed by CEQA .

C.3  
cont'd.

Furthermore, the OHP has major concerns with the fact that under Mitigation Measures for the many proposed actions impacting historical resources whether alteration, relocation or particularly demolition, no specific mitigation measures have been developed that will document the resources before they are impacted. The OHP would strongly recommend that at a minimum HABS level photography and recordation becomes an established mitigation measure. In addition, the OHP recommends that a Mitigation Fund be established that could provide funding in the form of grants or loans for future preservation projects on Mare Island. A similar approach was used in Long Beach as the mitigation for the Roosevelt Base Historic District demolition at the former Long Beach Naval Station.

C.4

Land Use Element

The Land Use Element seeks to increase the non-residential land use over that of the 1999 Specific Plan by approximately 2.7 million square feet to a total use area of approximately 9.0 million square feet of non-residential development in the Plan areas (reuse areas 1B – 10 A). In order to achieve this increase, according to the Preliminary Master Development Plan (Appendix E), a total of around 1.0 million + square feet demolitions are to occur. The total square footage translates to the loss of 183 properties of the Historic District, including NHL contributors. These demolitions are proposed mostly because they “deter parking, deter housing, deter street networks, deter landmark reuse, deter laydown areas,” etc. However, an exact figure is not presented, nor the number of jobs that will/could be created from exacting that much significant impact, cumulatively and individually, to the environment - historical resources - to justify these demolitions. There is no feasibility study that demonstrates that the demolition, the gutting of large and small properties rather than their sensitive reuse, accomplishes the economic goal of the Mare Island Specific Plan. While the Navy was able to successfully work in the environment now referred to as the Mare Island Historic District, the planning for the new civilian use should be able to find a similar use to existing circulation and land use patterns and properties, to achieve the goal of 6,000 – 8,000 jobs desired by the City as compared to the over 10,000 lost when the military employer, Mare Island, closed.

C.5

Pursuant to CEQA, a lead agency is given the authority to require feasible changes in any or all activities involved in a project to substantially lessen or avoid significant effects on the environment. (CEQA Guidelines § 15041) A lead agency must identify any potentially feasible measures to mitigate significant adverse changes in the significance of an historical resource. A lead agency has to prove that alternatives to the proposed project are infeasible. The Alternatives Chapter of the above document is very inadequate. The only feasible alternative is the project, the Mare Island Specific Plan, but the document does not discuss clearly the other alternatives and compare them to the proposed project. CEQA says, [T]he discussion of alternatives shall focus on alternatives to the project or its location which are capable of avoiding or substantially lessening any significant effects of the project, even if these alternatives would impede to some degree the attainment of the project objectives, or

C.6



Ms. Michelle Hightower

Page 5

would be more costly.” (CEQA Guidelines § 15126.6 (b)) The main “Project” remains the reuse of the former military base as a mixed-use community and major Bay Area employment center, but alternatives on the project activity level need also be addressed under CEQA.

C.6  
cont'd.

The OHP cannot support the Historic Preservation Alternative of the SDEIR because it proposes too many demolitions (90% of all component contributors in Reuse Areas 3 B, 4,5,6,8,9) and because it follows the Historic Project Guidelines which shortfalls were addressed above in more detail. The OHP would like to suggest the adoption of a newly developed Preservation Alternative. This Preservation Ordinance should focus on sustainability and smart growth by maintaining existing building stock, by reducing the impacts to land infill and avoid the loss of potential future tax credits. The OHP is also concerned that this plan might imperil the availability of federal historic preservation tax incentives for some or all of the buildings at Mare Island. The 20 percent federal tax credit is a powerful incentive for rehabilitation of historic buildings and has been used on buildings in closed military bases throughout California. OHP endorses the use of these credits and seeks to ensure their availability for Mare Island and any other closed base with substantial numbers of historic buildings. OHP seeks to advise the City of Vallejo that the high rate of demolition proposed in this plan puts at risk the future use of federal tax credits in a historic district that includes hundreds of potential candidate sites.

C.7

- a fewer number than 183 demolitions, or approximately 36.5 % of the historic district
- a more sensitive consideration of the already existing infrastructure such as roads, streets, alleys and a better incorporation of this existing infrastructure into planning and reuse
- a larger number of historic properties considered for adaptive reuse
- the adoption of the historic character districts and development patterns as called out in the National Historic Register nominations and for the NHL as the planning guidelines rather than overlaying modern reuse areas that are insensitive to the historic use and historic development
- new evaluation of the historic district **before** making a decision which parts of Mare Island to demolish for total new development with full commitment to preservation (retention, adaptive reuse and infill) of remaining area as a whole
- prevention of any impact on the status of the NHL
- any demolitions that leave historical resources as individual “orphants”, as discontinuous “islands” within the district without their defining historic contexts will severely jeopardize the integrity of the Historic District and/or NHL
- the preparation of a new Appendix B1. Historic Project Guidelines
- the adoption of the proposed Appendix B.4 Historic Design Guidelines
- the adoption of the proposed Revised Archeological Model for Mare Island and Archeological Treatment Plan for Mare Island

C.8.a

C.8.b

C.8.c

C.8.d

C.8.e

C.8.f

C.8.g

C.8.h

C.8.i

C.8.j

OHP is convinced that it is possible to reuse a historic military base and create jobs without the wholesale demolition contemplated in the most recent Specific Plan for Mare Island. At the old McClellan AFB in Sacramento, for example, Sacramento County has created thousands of new jobs without losing a single historic building in its historic district. It has done so chiefly by directing new uses to buildings designed for those

C.9



Ms. Michelle Hightower

Page 6

purposes – residential uses to residences, office uses to offices, industrial uses to industrial buildings, and so forth. The City of Alameda is currently developing a different strategy for its old Naval Air Station. Alameda proposes to demolish a corner of its historic district to accommodate new housing, while preserving intact the bulk of the district, saving the key buildings as well as the support buildings and associated landscaping that define the spatial relationships between and among the buildings.

There is no "one-size-fits-all" approach to historic military base reuse and the experiences in McClellan and Alameda do not necessarily translate to Mare Island, which is a larger and more complex historic district. The McClellan and Alameda experiences suggest, however, that base reuse can succeed without the high level of demolition called for in the Mare Island plan. OHP is convinced that the Mare Island reuse could be accomplished with fewer demolitions if the plan adhered to two basic principles. First, to the greatest extent possible, groups of buildings should be reused with compatible uses – residences with residential, offices with office uses, and so forth. Second, greater attention should be paid to preserving the entire cultural landscape of the historic areas of the base, which includes not only the more prominent buildings but also the smaller support buildings and the landscape elements between and among the buildings.

C.9  
cont'd.

Again, we like to thank you for the opportunity to comment on the above project. Please review the following disclaimer language:

*The information provided in this letter is intended to merely illustrate the process outlined in CEQA statute and guidelines relative to historical and cultural resources. This information on CEQA and other laws are offered by the OHP for information purposes only. This information does not have the force of law or regulation and should not be cited in legal briefs as the authority for any proposition. In the cases of discrepancies between the information provided in this letter and the CEQA statute or guidelines, the language of the CEQA statute and guidelines (PRC Section 21000 et seq. and 14 CCR Section 15000 et seq.) is controlling. Information contained in this letter does not offer nor constitute legal advice. You should contact an attorney for technical guidance on current legal requirements.*

If you have any further questions, please don't hesitate to contact Michelle C. Messinger, Historian II, CEQA Coordinator Local Government Unit at (916) 653-5099 or at [mmessinger@parks.ca.gov](mailto:mmessinger@parks.ca.gov).

Sincerely,

Milford Wayne Donaldson, FAIA  
State Historic Preservation Officer



Ms. Michelle Hightower  
Page 7

Cc: David Look, Deputy Lead Cultural Resources, National Park Service  
Michael Buhler, Regional Attorney, National Trust for Historic Preservation  
Cindy Heitzman, Executive Director, California Preservation Foundation  
Katherine Donovan, Staff, Heritage and Landmarks Commission  
Dave Manning, Vallejo Architectural Heritage Commission Chair  
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Jay Claiborne, JWC Urban Design  
State Clearinghouse

## **RESPONSES TO LETTER C: CALIFORNIA OFFICE OF HISTORIC PRESERVATION**

### **Response to Comment C.1**

This comment briefly summarizes a portion of the legislative intent expressing policies in the beginning of the California Environmental Quality Act to maintain a quality environment (Sections 21000 and 21001) and the policy that decision-makers should not approve projects if there are feasible alternatives or mitigation measures that would reduce or eliminate significant impacts (Section 21002). The latter section goes on to state that if the Legislature finds that “in the event specific economic, social, or other conditions make infeasible such project alternatives or such mitigation measures, individual projects may be approved in spite of one or more significant effects thereof.” The purpose of an EIR is to provide the decision-maker with information about significant adverse environmental effects and identify possible mitigations and alternatives (Section 21002.1). The Draft SEIR for the Mare Island Amended and Restated Specific Plan Project provides the required information. Vallejo decision-makers will use it in their deliberations on the proposed Specific Plan and will either adopt alternatives, or adopt the proposed Specific Plan and explain why alternatives identified in the SEIR are not feasible.

### **Response to Comment C.2**

The comment expresses concern for the impact of the proposed project on historical resources. The SEIR finds that the impacts of the proposed project on the Historic District resource and on individually significant resources are significant under CEQA.

The comment asserts that “the Historic Project Guidelines have established all component resources as stand-alone resources void of its historic context.” While this is a comment on the proposed Specific Plan rather than the SEIR, it should be clarified that building context was considered in determining each building’s classification under the Historic Project Guidelines. As stated in the proposed Specific Plan “a resource which lacks individual significance, but which is part of a grouping of resources that communicates a sense of time, place and historical development may be included within this [Notable Resource] group” (proposed Specific Plan, p. 36). For example, undistinguished and repetitive garage and shed buildings within the National Historic Landmark lack individual significance. However, the proposed Specific Plan assigns 15 of these a “Notable Resource” classification because of their contribution to the historic setting of the Landmark Officer’s Quarters.

As discussed in the proposed Specific Plan (p. 34) “the National Register listing designates virtually all pre-1945 structures as ‘contributing resources’ without regard to quality, relative significance or presence of duplicative structures.” The Mare Island Historic District designation includes a wide range of Contributing Resources of varying degrees of historic significance and

integrity, spread over a large geographic area. As further discussed in the proposed Specific Plan (p. 34), “To make planning decisions, it is necessary for the City to establish both priorities and policies for preservation within the Historic District and to establish a framework for evaluating impacts of proposed changes on the Historic District.”

The comment asserts that “the classifications and treatments listed within the [Historic Project Guidelines] are inadequate by established historic preservation standards.” The methodology for the three-tiered classification system for Contributing Resources in the Historic District is derived from the *Historic Structures Preservation Manual*, established by the U.S. Navy.<sup>4</sup>

The Navy divides all of its cultural resources ... into three general categories that recognize varying levels of historical or architectural importance based on evaluation by qualified professionals. The HARP [Historic and Archaeological Resources Protection] Plan for each facility spells out which buildings, structures, sites, districts, and objects have been placed in each category. Preservation actions, or “treatments”, required may vary with the category.

Use of a classification system is a common practice that dates back at least since 1915, when Post Offices were classified according to their design and their amount of revenue. in “McAdoo’s Classification System for Federal Buildings”<sup>5</sup> Likewise, Preservation Brief 18: *Rehabilitating Interiors in Historic Buildings; Identifying and Preserving Character-defining Elements*<sup>6</sup> recommends creating a classification system to identify primary and secondary spaces.

The Draft SEIR determines that the loss of each individual Component Resource (not individually significant) would not result in a significant impact in itself (Impact A.3, p. III.A.40). Therefore, no mitigation is required for this impact. However, collectively, in the context of the District, the proposed demolition of Contributing Resources would result in a significant impact to the integrity of the Historic District, particularly at the northern end of the District where the proposed demolition would leave large areas of the District with no Contributing Resources (Impact A.1, pp. III.A.30-39).

### **Response to Comment C.3**

This comment expresses concern for the impacts and mitigation measures identified in the SEIR. Each point is addressed below.

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<sup>4</sup> Naval Facilities Engineering Command, *Historic Structures Preservation Manual*, NAVFAC MO-931, Section 2.2.3, September 1991.

<sup>5</sup> National Park Service, Beth M. Boland, National Register Bulletin, “How to Apply the National Register Criteria to Post Offices,” 1984, revised 1994, Appendix E.

<sup>6</sup> National Park Service, H. Ward Jandl, *Technical Preservation Brief 18: Rehabilitating Interiors in Historic Buildings; Identifying and Preserving Character-defining Elements*, 1987.

- a. The comment expresses concern for the impacts of demolition on the Mare Island National Register Historic District. The SEIR, p. III.A.30, evaluates the impact of demolition on the District and finds it to be a significant impact under CEQA. No Landmarks within the National Historic Landmark would be demolished under the proposed project.
- b. The proposed project includes both the proposed Specific Plan and an implementation component for the Lennar portions of the Plan Area. The Lennar Development Plan identifies specific Contributing Resources that it proposes to demolish under the procedures and criteria of the proposed Specific Plan. For the purpose of disclosing and analyzing impacts to historical resources under CEQA, the SEIR analyzes impacts of these proposed demolitions, if the proposed demolitions are approved.

No City approval or determination on the disposition of these buildings has been made. Following certification of the SEIR, the City Council must first decide whether to adopt the General Plan Amendment and the proposed Specific Plan. Under the procedures of the proposed Specific Plan, if adopted, demolition of Component Resources would be subject to Planning Manager review and approval. Demolition of a Notable Resource would be subject to Architectural Heritage and Landmarks Commission review and approval. No Landmarks are proposed to be demolished under the Development Plan.

- c. This comment expresses concern that the proposed criteria applicable to demolitions of Component Resources, Notable Resources, and Landmarks are not sufficiently protective of these resources. The SEIR finds that the impact of demolition under the proposed criteria for demolition would be significant to the District (Impact A.1) and to individually significant constituents of the District (Impact A.2).

In evaluating the impact of proposed demolition of Contributing Resources, the SEIR cannot speculate about the potential for future demolition under the proposed demolition criteria applicable to Landmarks (Hardship), Notable Resources (Deterrence), and Component Resources (Reasonable Necessity), as set forth in the proposed Specific Plan, Section 2.7.3. Rather, it relies on Lennar's Development Plan to identify particular anticipated demolitions under the proposed Specific Plan. Other demolitions of Contributing Resources may be sought in the future. However, if future demolitions are not identified in Lennar's Development Plan, they are not part of the "project" covered by this SEIR and will require separate environmental review under CEQA.

As clarified above, no Landmarks would be demolished under the proposed project. Response to Comment A.6 provides further clarification about the criteria for demolition applicable to Landmarks.

- d. This comment states that alternatives, other than demolition and complete rehabilitation, should be developed in the SEIR. The proposed project includes relocation as an alternative to demolition and complete rehabilitation (pp. 49-50). Relocation is further discussed in the Historic District Design Guidelines (pp. 3.4-5) and is included as Mitigation Measure A.2 for the impact of demolition of Notable Resources in the SEIR (p. III.A.40). As discussed in Response to Comment F.4, Mitigation Measure A.2 is revised to clarify that the City will require consideration of the feasibility of options to full demolition of Notable Resources as part of the Deterrence analysis for demolition of Notable Resources.

The challenge of reuse and conversion of Mare Island's historic buildings for new civilian uses will require a flexible and creative approach to the application of the *Secretary of the Interior's Standards for Rehabilitation* to particular situations. The National Park Service calls for such a flexible approach. "The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility."<sup>7</sup> The intent to apply the Secretary of the Interior's Guidelines flexibly on Mare Island is articulated in the Historic District Design Guidelines. Rehabilitation "recognizes that such work may require some flexibility in meeting the guidelines." "This is in keeping with the rehabilitation treatment" (pp. 7-1, 7-2).

- e. The SEIR (p. III.A.39) includes implementation of the Interpretive Program as partial mitigation for the adverse impact of the project on the integrity of the Historic District. It states, however, that this measure would not reduce significant impacts to a less-than-significant level. Thus, the comment makes the same point as does the SEIR on this issue.

#### **Response to Comment C.4**

Photographic documentation of Contributing Resources is within the scope of the proposed Interpretive Program. Photographic documentation would lessen significant impacts of the project. However, it would not reduce significant adverse impacts of the project to a less-than-significant level under CEQA (see *League for Protection of Oakland's Architectural and Historic Resources v. City of Oakland*, 1997, 52 Cal.App.4<sup>th</sup> at p.909. See also *CEQA Guidelines* Section 15126.4(b)(2)).

Mitigation Measure A.1c, on p. III.A.39 of the SEIR, is changed to clarify the point that photographic documentation is within the scope of the Interpretive Program (new text is underlined):

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<sup>7</sup> National Park Service, *Illustrated Guidelines for Rehabilitating Historic Buildings*, 1992, p. vi.

**Mitigation A.1c:** Implement the Interpretive Program.

Implementation of an Interpretive Program as described in the Mare Island Specific Plan Section 8.4.1 at the conceptual level, could partially mitigate the significant adverse impact of demolition on the integrity of the Mare Island Historic District. The Interpretive Program may include photographic documentation. However, an interpretive program would not reduce significant impacts to a less-than-significant level.

This comment also recommends that additional mitigation in the form of a mitigation fund be established to provide funding for future preservation projects on Mare Island. As discussed in Response to Comment F.9, the U.S. Constitution requires a “nexus” between the impact of the project and the mitigation measure. The mitigation measure must relate directly to the impacts caused (*Nollan v. California Coastal Commission* (1988) 107 S.Ct.3141). While such a measure would serve to preserve historic buildings remaining within the Historic District, it would not mitigate or lessen the significant impact of demolition under the proposed project. Such a measure would not serve to lessen the justification for demolition of Contributing Resources under the proposed Specific Plan, as it is generally driven by functional considerations, rather than by the existing state of repair of any particular building. Such a measure would lack the requisite nexus between the impacts of the project and the proposed measure to be validly imposed as a condition of approval under the *Nollan* test.

**Response to Comment C.5**

The comment expresses concern for the increase in non-residential space proposed under the Specific Plan over that of the 1999 Specific Plan. The Initial Study (Appendix A to the SEIR, p. A-29) projected that the proposed increase in non-residential development under the Specific Plan would create about 5,450 additional jobs beyond the 9,669 new Mare Island jobs already projected by the 1999 CEQA Documents.

The comment further expresses concern for the amount of demolition under the proposed project. The SEIR finds the impact of demolition of historic structures would be a significant impact to the Historic District and to individually significant constituents of the District under CEQA. As required by CEQA, the SEIR discloses the impacts of the proposed project, discusses mitigation measures, and analyzes alternatives to the proposed project. The SEIR does not analyze the economic and functional justification for the proposed land use program and the proposed demolition. These issues will be weighed by the decision-makers in their decision to approve, modify or reject the project.

**Response to Comment C.6**

This comment asserts that the Alternatives Chapter of the SEIR is inadequate. “Potential alternatives to the proposed project shall include those that could feasibly accomplish most of the

basic objective of the project and could avoid or substantially lessen one or more of the significant effects” (*CEQA Guidelines* 15126.6). The SEIR Alternatives Chapter meets this requirement by evaluating a No Development Alternative that would continue existing conditions indefinitely into the future; a Development under the Existing 1999 Specific Plan Alternative that would continue development under the 1999 Specific Plan, resulting in substantially less non-residential development than the proposed Specific Plan; and a Preservation Alternative that would reduce impacts to historical resources. The alternatives were created in order to address several significant impacts that were identified in the SEIR: impacts to historic architectural resources, transportation impacts, and air quality and noise impacts.

As described in the SEIR (p. V.11), the Preservation Alternative was developed as a scheme that would promote a diverse and self-sustaining development and reuse on Mare Island while lessening adverse impacts on Historical Resources by retaining a substantially greater proportion of Contributing Resources than under the proposed project. The Preservation Alternative would require retention of all Landmarks and all Notable Resources within the District. It would also require retention of Component Resources in areas of the District whose character is defined primarily by Component Resources (Reuse Areas 2A, 2B, 3A, and 10A). The Preservation Alternative recognizes that some demolition of Component Resources would be necessary in order to substantially effectuate the reuse goals of the City. In order to enhance the feasibility of the Preservation Alternative scheme, it would allow for demolition of Component Resources in Reuse Areas 3B, 4, 5, 6, 8, and 9 (about 90% of the Component Resources in these Reuse Areas as with the proposed project). Unlike those areas at the northern and southern periphery of the District, Component Resources in the central portion of the District do not define the historic character of the central core.

*CEQA Guidelines* Section 15064.5 defines a substantial adverse change under CEQA as one that “materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance *and that justify its inclusion in, or eligibility for, inclusion in the California Register of historic resources* (emphasis added).” Removal of Component Resources under the Preservation Alternative would not remove the justification for inclusion of the central core of the District in the California Register. While Component Resources in the central portions of the District collectively contribute to the ability of the District to convey its historic significance, they do not define the character of the central core. Component Resources in the central portion of the District are generally comprised of smaller utilitarian features with low reuse potential, including garages, sheds, pump stations, electrical switching stations, latrines and bomb shelters. These features are scattered throughout the most historically and architecturally significant concentration of resources within the central core of the District.

Under the Preservation Alternative, all 50 Landmarks within the National Historic Landmark and all 165 Notable Resources throughout the District would be retained (under the proposed project, 136 Notable Resources would be retained). These resources would continue to define the character of the central portion of the District under the Preservation Alternative. All Component Resources at the northern and southern periphery of the District would also be retained to continue to define the industrial character of Reuse Areas 2A, 2B, 3A and 10A.

**Response to Comment C.7**

The proposed demolition scheme under Lennar's Development Plan reflects the maximum extent of anticipated demolitions. As the comment notes, some demolitions of Contributing Resources could jeopardize a particular candidate site's eligibility for Federal Rehabilitation Tax Credits. The project sponsor intends to seek Federal Rehabilitation Tax Credits for a number of sites. Eligibility will be determined in an application and review process which may require retention of Contributing Resources now anticipated for demolition under the proposed project, although it should be noted that many structures have no reuse potential as discussed in Response to Comment A.1. Retaining eligibility for tax credits will continue to be the same powerful incentive for retention of Contributing Resources, where any proposed demolition could jeopardize a project's eligibility as a certified rehabilitation project.

**Response to Comment C.8**

This comment relates to aspects of the proposed project rather than the adequacy of the SEIR. To the extent that they raise environmental issues germane to the discussion of impacts, mitigation and alternatives in the SEIR, they are responded to separately below.

- a. As discussed above in Response to Comment C.6, the Preservation Alternative section of the SEIR analyzes a scheme that calls for less demolition and greater retention of Contributing Resources.
- b. This comment calls for a more sensitive consideration of existing infrastructure. See Response to Comment A.8.
- c. The Preservation Alternative section of the SEIR analyzes a scheme that calls for substantially more reuse of Contributing Resources than the proposed project.
- d. As the comment suggests, the Reuse Areas under the Specific Plan do not relate to the historic use and development patterns on Mare Island. These Reuse Areas under the proposed Specific Plan are largely unchanged from those of the 1999 Specific Plan and the Base Reuse Plan analyzed in the 1998 EIS/EIR. However, the proposed Specific Plan addresses the need to conform development to the historic character of the National Historic Landmark and historic character areas. As discussed in Response to Comment



A.7, the Mare Island Historic District Guidelines are proposed as part of the project. The Historic District Design Guidelines identify distinct historic character areas within the National Historic Landmark and Historic District, and provide specific design guidance for each.

- e. As discussed in Response to Comment A.2, the District and its constituents have been evaluated. As discussed above in Response to Comment C.2b, no City approval or determination on the disposition of these buildings has been made.
- f. The proposed project does not call for demolition of any feature identified as part of the National Historic Landmark.
- g. The City is unaware of a particular instance where a remaining historical resource would be isolated from its historic context by demolition under the proposed project. This comment offers no substantial evidence that such an impact would occur under the proposed project, or that such an impact would be considered significant under CEQA.
- h. This comment expresses general opposition to the proposed Historic Project Guidelines. It does not raise environmental issues about the proposed project that require a response in this SEIR.
- i. As discussed in Response to Comment A.7, the Mare Island Historic District Design Guidelines are proposed as part of the project.
- j. As discussed in the Initial Study (Appendix A to SEIR, p. A-22), the *Revised Archaeological Model for Mare Island* and the *Archaeological Treatment Plan for Mare Island* is included as part of the proposed project as Appendix B.2 to the proposed Specific Plan.

#### **Response to Comment C.9**

As the comment notes, the experiences of McClellan Air Force Base in Sacramento, and Alameda Naval Air Station “do not necessarily translate to Mare Island, which is a larger and more complex historic district.” The proposed project responds to the particular challenges of reusing the Mare Island Historic District, a large and heterogeneous collection of building types spread out over a large area. The District’s boundaries were drawn to encompass nearly every building and feature dating from the base’s founding through World War II as Contributing Resources. As explained in Response to Comment A.1, a numerically large proportion of features deemed Contributing Resources to the Mare Island Historic District are uninhabitable structures. Of the 183 structures proposed for demolition, approximately 48% are various versions of bombshelters (45), sheds (6), electrical facilities (16), uninhabitable garages (27) and latrines (4). Almost 40% of the proposed demolitions affect virtually identical bombshelters and cement-block electrical facilities with no viable reuse potential.

Most existing buildings would be reused with compatible uses under the proposed Specific Plan. The proposed Specific Plan includes about 1.5 million square feet of Heavy Industrial use, 93 percent of which would be accommodated in existing buildings that were in industrial use when the Navy occupied the Island. Most of the vacant residential structures that currently remain on the island would be reused as residences.

PUBLIC UTILITIES COMMISSION

505 VAN NESS AVENUE

SAN FRANCISCO, CA 94102-3298



**LETTER D**



September 7, 2005

Michelle Hightower  
City of Vallejo Development Services  
555 Santa Clara Street  
Vallejo, CA 94590

Dear Ms. Hightower:

Re: SCH# 2003092057; Mare Island Amended and Restated Specific Plan

As the state agency responsible for rail safety within California, we recommend that any development projects planned adjacent to or near the rail corridor in the County be planned with the safety of the rail corridor in mind. New developments may increase traffic volumes not only on streets and at intersections, but also at at-grade highway-rail crossings. This includes considering pedestrian circulation patterns/destinations with respect to railroad right-of-way.

Safety factors to consider include, but are not limited to, the planning for grade separations for major thoroughfares, improvements to existing at-grade highway-rail crossings due to increase in traffic volumes and appropriate fencing to limit the access of trespassers onto the railroad right-of-way.

The above-mentioned safety improvements should be considered when approval is sought for the new development. Working with Commission staff early in the conceptual design phase will help improve the safety to motorists and pedestrians in the County.

If you have any questions in this matter, please call me at (415) 703-2795.

Very truly yours,

Kevin Boles  
Utilities Engineer  
Rail Crossings Engineering Section  
Consumer Protection and Safety Division

D.1

## **RESPONSES TO LETTER D: CALIFORNIA PUBLIC UTILITIES COMMISSION**

### **Response to Comment D.1**

As noted in the proposed Specific Plan, Section 5.9, “the transition of Mare Island from military to civilian use necessitates a thorough review of railroad safety issues, as the island now comes under the jurisdiction of the California Public Utilities Commission.” The proposed Specific Plan cites a survey conducted in 1997 that identified 84 safety improvements and repairs at 35 locations. Many of these improvements and repairs have already been accomplished (see p. III.B.8 in the SEIR). A list of the improvements remaining to be done is referenced in Impact B.7, on SEIR p. III.B.33, and reproduced in the SEIR in Appendix D, Table D-3. This list will be included in Chapter 8.0, Implementation of the Specific Plan.

The comment recommends other measures that would improve safety along the rail corridors on Mare Island, including grade separations and fencing to limit access of trespassers onto the railroad right-of-way. Such measures are not contemplated under the proposed Specific Plan. The railroad has been in use for a large part of Mare Island’s history. Grade separations and fencing would conflict with reuse goals of preserving the historic character of the historic core and enhancing its visual and physical connectivity with the rest of the island.

Coordination with the Public Utilities Commission will be an ongoing process to achieve a reasonable balance between safety and the preservation and urban design goals of the proposed Specific Plan.

STATE OF CALIFORNIA - BUSINESS, TRANSPORTATION AND HOUSING AGENCY

ARNOLD SCHWARZENEGGER, Governor

**DEPARTMENT OF TRANSPORTATION**

111 GRAND AVENUE  
P. O. BOX 23660  
OAKLAND, CA 94623-0660  
PHONE (510) 286-5505  
FAX (510) 286-5559  
TTY (800) 735-2929



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Be energy efficient!*

September 23, 2005

SOL037133  
SOL-37-R7.21  
SCH2003092057

Ms. Michelle Hightower  
City of Vallejo Development Services  
Planning Division  
555 Santa Clara Street  
Vallejo, CA 94590

Dear Ms. Hightower:

**Mare Island Amended and Restated Specific Plan Project - Draft Subsequent Environmental Impact Report**

Thank you for continuing to include the California Department of Transportation (Department) in the environmental review process for the Mare Island Amended and Restated Specific Plan Project. The comments presented below are based on the Draft Subsequent Environmental Impact Report. As lead agency, the City of Vallejo is responsible for all project mitigation, including improvements to state highways. The project's fair share contribution, financing, scheduling, implementation responsibilities and lead agency monitoring should be fully discussed for all proposed mitigation measures. Any required roadway improvements should be completed prior to issuance of the project's building permit. While an encroachment permit is only required when the project involves work in the State Right of Way (ROW), the Department will not issue an encroachment permit until our concerns are adequately addressed. Therefore, we strongly recommend that the lead agency ensure resolution of the Department's concerns prior to submittal of an encroachment permit application. Further comments will be provided during the encroachment permit process; see the end of this letter for more information regarding encroachment permits.

E.1

**Highway Operations**

1. Page III.B.13, the 2<sup>nd</sup> bullet: Who established the Metropolitan Transportation System network and Congestion Management Plan standard? Do they have the authority to establish standards for State facilities? They aren't consistent with our guidelines.

E.2

2. Table III.B-2, Table III.B-7 & Table III.B-9: Since an AM peak period bottleneck regularly develops on westbound (WB) State Route (SR)-37 west of the Mare Island interchange, AM

E.3

*"Caltrans improves mobility across California"*



Ms. Michelle Hightower  
September 23, 2005  
Page 2

peak hour impacts on this bottleneck (and any others that regularly develop during the AM peak) should be addressed in the document.

E.3  
cont'd.

3. Table III.B-4: Since the project will generate a significant number of daily trips, both the AM and PM peak hours should be analyzed for the scenarios included.

E.4

4. Table III.B-6 & Table III.B-8: Why were only 3 intersections analyzed for the AM Peak hour? Although the PM peak may be more critical, additional and/or different mitigation may be required to offset AM impacts at some interscctions.

5. Page III.B.27, bottom notes 5 and 6: "...other development is expected to occur and travel patterns are expected to have changed such that mitigation would not be necessary", is there any study to support these statements?

E.5

6. Intersection 20 – Sonoma Blvd/Interstate-80 (I-80) WB Ramps: Figure III.B.4b shows a mitigation measure at this intersection but it is not mentioned under the Mitigation Measure B.1.

E.6

7. Page III.B.39, Mitigation Measure B.10: Table III.B.9 shows the project will add 1300 vehicles per hour to the PM peak hour east of Mare Island on SR-37 eastbound in year 2020 which is about a 40% traffic increase from the baseline scenario. This roadway segment will deteriorate from Level of Service (LOS) D to LOS F. This is a significant impact. This project should contribute its fair share for implementing mitigation measure B.10, widening the Napa River Bridge on SR-37 from 4 lanes to six lanes.

E.7

8. Please provide LOS calculation sheets used for this document.

E.8

9. Queuing at the study intersections should be addressed for ramp approaches to study intersections. Ramps that do not have sufficient storage to accommodate expected queues may adversely impact mainline operations. Additional mitigation should be included to prevent any ramp queues from impacting mainline operations where this project is adding traffic.

10. Are there any locations where there is not enough distance between adjacent intersections to accommodate expected queues? If so, where, for what scenario, and what mitigation would be required?

E.9

11. The adequacy of existing and proposed left-turn pockets should be evaluated in the document and additional mitigation included for inadequate left-turn storage where this project is adding traffic. The Department's requirement for left turn storage is that the lane should be long enough that there is a 95% probability that it can accommodate randomly distributed traffic arrivals. Left turn lanes should be designed to meet this requirement. Any additional traffic added to any State facility as a result of new property development must provide double left-turn lanes if left turn demand is 300 vehicles per hour or more.

12. Table III.B-6 (Intersection LOS with Existing Plus Proposed Project) and Table III.B-8 (Intersection LOS with 2020 Future Baseline Plus Proposed Project): the proposed project would contribute considerably to unacceptable and unavoidable LOS F at the following intersections:

E.10



Ms. Michelle Hightower  
September 23, 2005  
Page 3

- Intersection # 3 Walnut Ave. & G St.
- Intersection # 4 Railroad Ave. & G St.
- Intersection # 8 Mare Island Way & Tennessee St.
- Intersection # 13 Adm. Calln. Ln. & I-80 EB Ramps
- Intersection # 15 Humboldt St. & I-80 EB Ramps
- Intersection # 18 Solano Ave. & Curtola Parkway

E.10  
cont'd.

The LOS at the above intersections exceeds several times the threshold for LOS F. We would like to address such severe LOS F by utilizing a different scale (i.e. ranged from F1 to F10 /extreme worse), not just a single LOS F designation or by estimating the vehicle delay at the intersections. For improvement purposes, a different scale set-up could create great beneficial measurement by monitoring improvement from the worse (or LOS F10) scaled down to the minor (or LOS F1) once mitigation measures are implemented. The previous approach is to leave a single LOS F designation intact and thus reflect no cost-effectiveness regardless of mitigation.

13. Table III.B-7 and Table III.B-9: Only volume is used to determine the LOS on freeway segments. We would like to ensure that the latest measure of effectiveness (MOE) as density and its threshold is adopted to determine the LOS for both freeway and highway segments as addressed in the Highway Capacity Manual 2000.

E.11

14. For proposed intersections to be signalized within the State ROW, please show signal warrants on your next submittal, using 2003 MUTCD, Chapter 4C.

E.12

**Cultural Resources**

Please add the following statement to the Cultural Resources section: "Should ground disturbing activities take place as part of this project within State Right-of-Way (ROW) and there is an inadvertent archaeological or burial discovery, all construction within 50 feet of the find shall cease and the District 4 Caltrans Cultural Resource Study Office shall be immediately contacted at (510) 286-5613 or (510) 286-5618. A staff archaeologist will arrive on site within one business day after contact and evaluate the finds."

E.13

**Encroachment Permit**

Any work or traffic control within the State ROW requires an encroachment permit that is issued by the Department. Traffic-related mitigation measures will be incorporated into the construction plans during the encroachment permit process. See the following website link for more information:

<http://www.dot.ca.gov/hq/traffops/developserv/permits/>

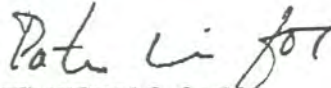
E.14

To apply for an encroachment permit, submit a completed encroachment permit application, environmental documentation, and five (5) sets of plans (in metric units) which clearly indicate State ROW to the address at the top of this letterhead, marked ATTN: Sean Nozzari, Office of Permits.

Ms. Michelle Hightower  
September 23, 2005  
Page 4

Should you have any questions regarding this letter, please call Lisa Carboni of my staff at (510) 622-5491.

Sincerely,



TIMOTHY C. SABLE  
District Branch Chief  
IGR/CEQA

c: State Clearinghouse

*"Caltrans improves mobility across California"*



## RESPONSES TO LETTER E: CALIFORNIA DEPARTMENT OF TRANSPORTATION

### Response to Comment E.1

The Mitigation Monitoring and Reporting Program (MMRP), to be presented to the City Council for consideration following certification of the SEIR, will identify the mitigation measures that are included in the project sponsor's development program and those that will be imposed on the project as conditions of approval. The MMRP will also identify timing and implementation and monitoring responsibilities. Multiple building permits will be issued over a multi-year development process; not all roadway improvements would be necessary at the time the first building permit is issued under the proposed Specific Plan if it is approved.

The 45-day public comment period on the Draft SEIR ended on September 26, 2005. It is assumed that any further comments provided by the California Department of Transportation will not be regarding the Draft SEIR. A copy of the Final SEIR will be forwarded to Caltrans prior to City Council consideration of certification to allow Caltrans the opportunity to review responses to the concerns addressed in the letter.

### Response to Comment E.2

The Metropolitan Transportation System is not directly referenced in the Draft SEIR. Page III.B.1 of the Draft SEIR states that Solano County has established the Congestion Management Program (CMP) network. The Solano Transportation Authority (STA) is the Congestion Management Agency (CMA) for Solano County. As the CMA for Solano County, the STA is responsible for preparing the CMP for the County and periodically monitoring traffic conditions on the CMP road network. The CMP road network established by the STA includes all routes of County significance, including all state routes. Consistent with state CMP legislation, the Solano County CMP has established level of service (LOS) standards for all roads in the CMP network, including state routes.<sup>8</sup> The CMP level of service criteria are used as the significance criteria in the Mare Island SEIR for all CMP facilities. The LOS standards established by the CMP do not preclude any agency (federal, state or local) from setting higher standards for their own planning purposes. See *CEQA Guidelines* Section 15064.7.

### Response to Comment E.3

Table III.B-5 on p. III.B.21 of the Draft SEIR indicates that only four percent of traffic generated by Mare Island would distribute to or from the west Bay Area and would therefore be likely to use SR 37 west of Mare Island. Up to 57 percent of traffic generated by Mare Island would travel to and from areas that are served by SR 37 east of Mare Island (Vallejo Northwest, Northeast,

---

<sup>8</sup> Solano Transportation Authority, *Draft Solano Congestion Management Program*, July, 2005, p. 11.

East plus all areas outside Vallejo except West Bay Area). Therefore, the Draft SEIR evaluates the segments of SR 37 that would be most impacted by the proposed project.

Traffic volumes during the p.m. peak hour are higher than those which prevail during the a.m. peak hour. As an example, traffic volumes on the Carquinez Bridge are 13 percent lower during the morning peak hour than during the evening peak hour, based on recent counts. Similar patterns occur on other Solano County freeways. This is a typical condition in most parts of the Bay Area, and the United States in general. Congestion and poor service levels may occur in specific locations during the a.m. peak period. However, the a.m. peak hour traffic generation of the project would be approximately 12 percent lower than the p.m. peak hour traffic generation (9,298 a.m. peak hour trips versus 10,445 p.m. peak hour trips). Thus, the Draft SEIR describes the worst-case conditions on area freeways, both in terms of overall traffic volumes and the magnitude of potential traffic added by the project.

**Response to Comment E.4**

Study locations and analysis periods for traffic analysis for the SEIR were selected in consultation with the City of Vallejo Traffic Engineering and Public Works and Planning staff. The selected locations and analysis periods included those transportation facilities in the study area that could experience potentially significant impacts as a result of development of the proposed project. The City of Vallejo has determined that the p.m. peak hour is the critical period for traffic impact analysis in Vallejo, based on prior traffic studies and current traffic counts that show that traffic levels in the p.m. peak hour are, in general, higher than those in the a.m. peak hour. Traffic operations during the a.m. peak hour were evaluated at three locations which City staff identified as critical locations for a.m. peak hour traffic impacts. Table C&R-1 presents a summary comparison of existing a.m. and p.m. peak hour traffic volumes at those three intersections which were evaluated for both peak hours. Traffic levels during the a.m. peak hour are, on average, 27 percent lower than those during the p.m. peak hour.

**Table C&R-1: Comparison of Existing A.M. and P.M. Peak Hour Traffic Volumes**

<b>Intersection</b>	<b>A.M. Peak Hour</b>	<b>P.M. Peak Hour</b>
Mare Island/Wilson/Tennessee	1,502	1,542
Redwood/Sonoma	2,120	3,664
Sonoma/Curtola Parkway	2,098	2,644
<b>TOTAL</b>	<b>5,720</b>	<b>7,850</b>

*Source:* Korve Engineering, 2005.

Table C&R-2 presents a summary comparison of 2020 cumulative with Mare Island (including Reuse Area 1-A Increased Density Alternative) a.m. and p.m. peak hour traffic volumes at those

three intersections which were evaluated for both peak hours. Traffic levels during the a.m. peak hour would be, on average, 16 percent lower than those during the p.m. peak hour.

**Table C&R-2: Comparison of 2020 Cumulative A.M. and P.M. Peak Hour Traffic Volumes**

<b>Intersection</b>	<b>A.M. Peak Hour</b>	<b>P.M. Peak Hour</b>
Mare Island/Wilson/Tennessee	5,219	5,863
Redwood/Sonoma	2,283	3,976
Sonoma/Curtola Parkway	4,462	4,478
<b>TOTAL</b>	<b>11,964</b>	<b>14,317</b>

*Source:* Korve Engineering, 2005.

Therefore, the p.m. peak hour represents the worst-case traffic conditions in the study area. Traffic and circulation impacts of the proposed project are appropriately analyzed in the SEIR.

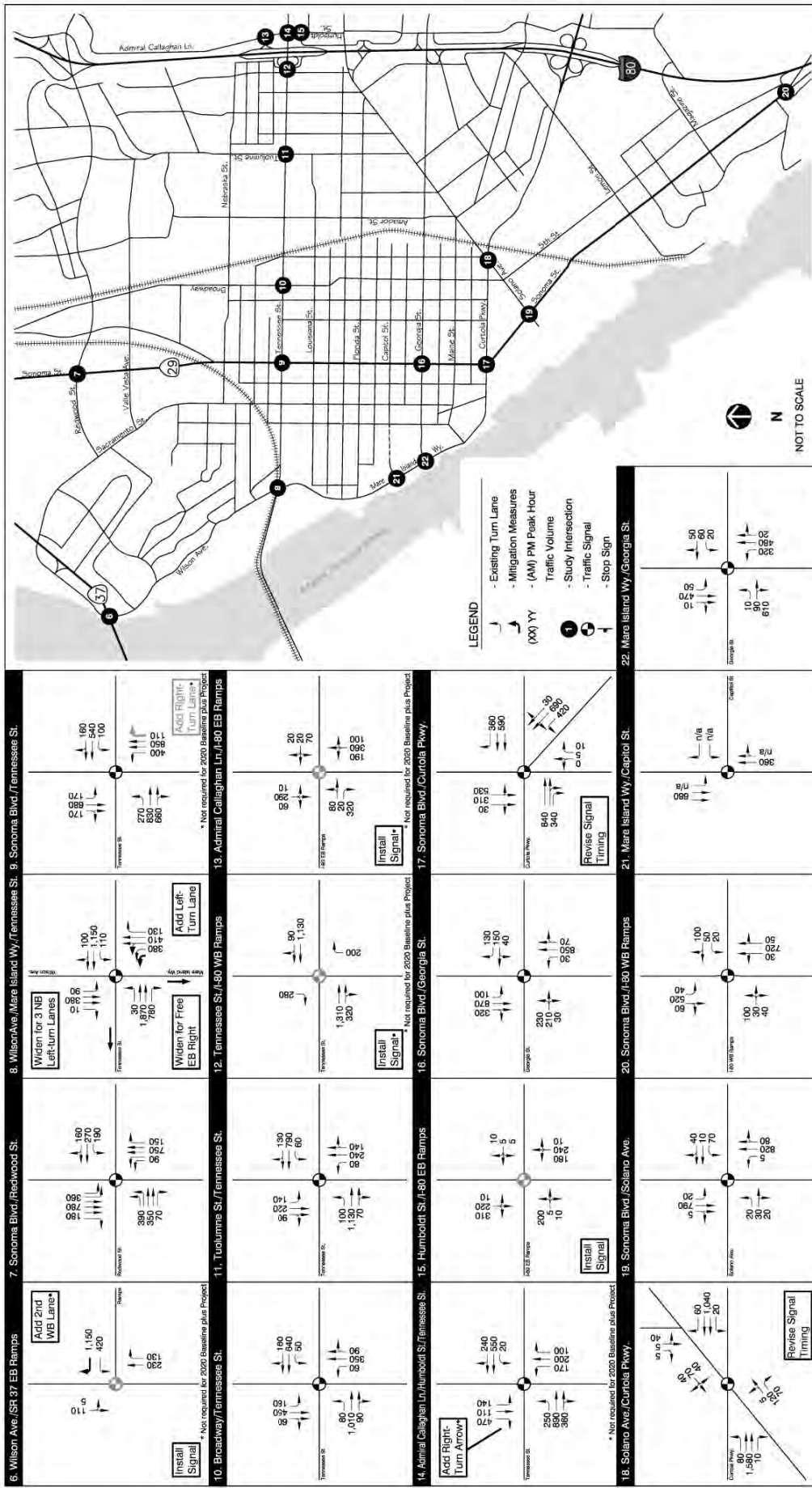
**Response to Comment E.5**

Page III.B.22 of the Draft SEIR describes how the analysis of Existing plus Project traffic is conservative in that it does not account for any changes in existing travel patterns that are expected to occur in the future. Table III.B-8, p. III.B.34, shows that the intersections of Sonoma Boulevard with Tennessee Street and I-80 Westbound Ramps with Tennessee Street would operate at LOS D or better with 2020 Future Baseline traffic plus the Mare Island project.

**Response to Comment E.6**

Page III.B.15 states that installation of a traffic signal at the intersection of Sonoma Boulevard with the I-80 WB Ramps is already under construction or out to bid. Page III.B.22 states that impacts related to delay increases at intersections already operating at LOS E or F (including Intersection 20) are discussed in Impact B.2 rather than in Impact B.1. The discussion of Impact B.2 on p. III.B.28 states that Intersection 20 will operate at LOS A once a signal is installed as planned, and no mitigation is necessary.

Figure III.B.4b is revised to eliminate the indication that the signal at Intersection 20 would be a mitigation measure and instead show the signal as installed. The revised figure is shown on the following page.



SOURCE: Fehr & Peeters

TURNSTONE CONSULTING

MARE ISLAND AMENDED AND RESTATED SPECIFIC PLAN  
 (REVISED) FIGURE III.B-4b: EXISTING PLUS PROJECT  
 PEAK HOUR VOLUMES, LANES AND MITIGATION-  
 VALLEJO

**Response to Comment E.7**

As explained in the Draft SEIR on p. III.B.39, widening the Napa River Bridge is not within the jurisdiction of the City of Vallejo to implement or require of project applicants. Nor is it considered feasible for the Mare Island developer to fund a new or expanded bridge, in combination with other major developers in Vallejo. Because it is a regional facility and serves growth throughout the North Bay region and areas to the east, a regional or state funding source would be more appropriate; as none is known, the impact to State Route 37 east of Mare Island is considered significant and unavoidable.

**Response to Comment E.8**

Detailed level of service calculation worksheets are on file and available for review at the City of Vallejo Development Services Department, Planning Division office.

**Response to Comment E.9**

The SEIR analysis was conducted in accordance with City of Vallejo and Solano County Congestion Management Program (CMP) standards, which is consistent with other EIRs prepared for the City of Vallejo. Both City and CMP standards require the analysis of overall intersection levels of service to determine impacts. Service levels or queue lengths on individual turning movements, approaches or lane groups are not required and neither agency has established standards of significance for queuing impacts.

Average queue lengths calculated using 2000 *Highway Capacity Manual* procedures are included in the intersection calculation sheets provided in the technical appendix materials available at the City of Vallejo.

The analysis locations where close spacing between study intersections could be affected by queues would be Humboldt Street/Admiral Callaghan Lane to the north and south of Tennessee Street, as well as Tennessee Street on either side of the I-80 interchange. As shown in Table III.B-8, p. III.B.34 of the Draft SEIR, the project would not significantly impact traffic operations at these locations, and would therefore not significantly increase queues between intersections. The mitigation measures identified in the SEIR would accommodate turning volumes for cumulative traffic conditions.

**Response to Comment E.10**

According to City of Vallejo traffic impact analysis procedures and Caltrans directives, the traffic analysis and level of service definitions are based on the 2000 *Highway Capacity Manual*. The level of service scale proposed in the comment is not included in the 2000 *Highway Capacity*

*Manual*. The Draft SEIR includes mitigation for all locations that would operate at LOS F without the project where the project would contribute to a significant increase in delay.

**Response to Comment E.11**

Page III.B.7 of the Draft SEIR states that the levels of service for freeway and highway segments use the 2000 *Highway Capacity Manual* methodologies. The levels of service for freeway and highway segments are based on density as per the HCM methodology. The statement regarding volumes on p. III.B.7 refers to the evaluation being for P.M. peak hour conditions, not to the measure of effectiveness. Volumes are shown in Tables III.B-2, III.B-7 and III.B-9 for informational purposes, but the levels of service were based on the densities that resulted from the HCM analysis (see, for example, Note 2 to Table III.B-2 on p. III.B.9).

**Response to Comment E.12**

Summaries of signal warrants using Manual of Uniform Traffic Control Devices (MUTCD) procedures are included in the intersection calculation sheets provided in the technical appendix materials available for inspection at the City of Vallejo Planning Division offices. Detailed traffic signal warrant analysis, conducted using MUTCD standards, would be prepared and submitted to Caltrans as part of any encroachment permit applications for traffic signal installation in a State right-of-way. This analysis is normal procedure as part of any traffic signal installation plan in a State right-of-way.

**Response to Comment E.13**

The comment raises an issue regarding accidental archaeological discoveries during construction. There is no Cultural Resources section in the main text of the Draft SEIR. This topic was focused out in the Initial Study based on the detailed provisions of the Archaeological Treatment Plan for Mare Island, contained in the proposed Specific Plan (see SEIR Appendix A). However, if project-related ground-disturbing activities were to occur within a State Right-of-Way under Caltrans jurisdiction and an archaeological or burial discovery made, the project sponsor would be responsible for complying with applicable regulations and procedures, in accordance with an encroachment permit.

**Response to Comment E.14**

If encroachment permits are needed to implement the proposed development project or mitigation measures imposed on the project, either the City of Vallejo or the project sponsor will submit appropriate applications and supporting documentation.

## WESTERN OFFICE



LETTER F

NATIONAL TRUST  
for HISTORIC PRESERVATION

September 27, 2005

**By facsimile**

Mr. Brian Dolan, Planning Manager  
City of Vallejo  
Development Services Department  
Planning Division  
555 Santa Clara Street, P.O. Box 3068  
Vallejo, California 94590  
Fax: (707) 552-0163

Re: **Draft Subsequent Environmental Impact Report for Mare Island  
Amended and Restated Specific Plan**

Dear Mr. Dolan:

On behalf of the National Trust for Historic Preservation, thank you for the opportunity to comment on the Draft Subsequent Environmental Impact Report for the Proposed Mare Island Amended and Restated Specific Plan. The Amended Specific Plan poses a significant threat to the integrity of the Mare Island Historic District by proposing to demolish nearly half of all 392 contributing resources. As explained herein, the EIR not only fails to establish the need for the Amended Specific Plan, but minimizes the project's potential impacts on historic resources. Accordingly, the National Trust strongly urges the City to adopt the "environmentally superior" Historic Preservation Alternative in lieu of the proposed Amended Specific Plan.

F.1

The National Trust for Historic Preservation is a private, nonprofit membership organization dedicated to protecting the irreplaceable. Recipient of the National Humanities Medal, the Trust was founded in 1949 and provides leadership, education, advocacy, and resources to save America's diverse historic places and revitalize communities. Its Washington, DC headquarters staff, six regional offices and 26 historic sites work with the Trust's 270,000 members and thousands of local community groups in all 50 states, including 20,000 members in California alone. For more information, visit the Trust's web site at [www.nationaltrust.org](http://www.nationaltrust.org).

1

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(415) 956-0610; Fax (415) 956-0837

<http://www.nationaltrust.org>; E-mail: [wro@nthp.org](mailto:wro@nthp.org)

8 California Street, Suite 400, San Francisco, CA 94111-4828



**PROPOSED MARE ISLAND SPECIFIC PLAN**

The Amended Specific Plan proposes to add 2.72 million square feet of non-residential development to the 5.90 million square feet of non-residential development envisioned by the 1999 Specific Plan, including demolition of 183 (out of 392) contributing resources. The short summary of "changes and reasons behind these changes" provided in the EIR – citing "updated studies" on land use programming, marketing, economic feasibility, employment, housing demand and education and "additional analyses" on historic and archaeological resources – is insufficient to understand the need for a 50 percent increase in new construction and the corresponding toll on historic resources.<sup>1</sup> As requested in our comments on the Notice of Preparation, an annotated list of these "updated studies" should be included in the EIR, with copies easily accessible for public review.

F.2

**PROJECT IMPACTS AND MITIGATION**

**Historical Resources**

**Impact A.1: The proposed demolition of Contributing Resources would diminish the integrity of the Mare Island Historic District (Significant and Unavoidable)**

**Mitigation Measure A.1b.** Mitigation Measure A.1b purportedly reduces impacts on the Mare Island Historic District to a less-than-significant level by requiring the Landmarks Commission to approve demolition or relocation of contributing resources pursuant to the Historic Project Guidelines, *unless* "it cannot be found that the boundaries of the Historic District would continue to be justified after demolition or relocation of a Contributing Resource..." (DEIR III, A.39)

F.3

Even with strict adherence to the Historic Guidelines, it is clear that full implementation of the Amended Specific Plan would have a dramatic impact on the integrity of the district.<sup>2</sup> As currently drafted, the Historic Guidelines provide very little protection for contributing resources whose retention is inconsistent with the Specific Plan. Individually significant historic resources ("Notable Resources") could be demolished if found to be a "deterrent" to successful implementation of the Plan. The criteria for a "deterrence finding" sets a low threshold for removal, allowing demolition if

<sup>1</sup> DEIR, Intro.5-6.

<sup>2</sup> It remains unclear whether the classifications and treatments of contributors in the Historic Guidelines have been reviewed by the Landmarks Commission, the State Historic Preservation Office and/or the National Park Service. As the Commission must review proposed treatments under the Preservation Ordinance, and SHPO and NPS have purview over tax credit projects, all three should have been consulted.



the structure is located such that it "substantially hinders" reuse or otherwise "affects" the owner's ability to meet goals for "circulation, access, parking, laydown area, park space, housing or infrastructure, or hazardous materials remediation."<sup>3</sup>

F.3  
cont'd.

**Impact A.2: The proposed demolition of Notable Resources would impact each of these Contributing Resources at the level of the individual resource. (Significant and Unavoidable)**

**Mitigation Measure A.2.** Mitigation Measure A.2 proposes criteria for relocation of Notable Resources otherwise slated for demolition under the Specific Plan. Although Leumar has voluntarily moved several historic buildings to date, the Historic Guidelines should be revised to mandate consideration of relocation and other, less harmful alternatives to demolition.

The demolition criteria in the Historic Guidelines present an "all or nothing" choice between total demolition and complete rehabilitation, without delineating the range of alternatives in between. Moreover, by requiring all reuse proposals to meet the *Secretary's Standards for Treatment of Historic Properties*, the Historic Guidelines imply that demolition is the next-best option if the *Standards* cannot be fulfilled. The demolition criteria should be revised to identify the full spectrum of options – relocation, additions, interior renovations, partial demolition – and authorize the Landmarks Commission to require the applicant to submit additional feasibility analyses and reports.

F.4

Finally, to maintain the integrity of the demolition review process, the EIR should clarify that certification of the EIR does not limit the Commission's discretion.

F.5

**Impact A.3: The proposed demolition of Component Resources could impact each of these Contributing Resources at the level of individual resource. (Less than Significant)**

A total of 154 Component Resources (Not Individually Significant) are earmarked for demolition under the Amended Specific Plan, requiring only staff level approval without any review by the Landmarks Commission. While Component Resources are not individually eligible for the National Register, they "may nonetheless contribute significantly to the District or a subarea."<sup>4</sup> Although the EIR acknowledges the significance of groupings of Component Resources, the impacts of demolition are evaluated "at the level of individual resource." (DEIR, III.A.41) This approach fails to account for the loss of collections of Component Resources. The EIR should identify all visually and/or functionally-related groupings and prescribe appropriate mitigation to avoid their loss, including elevated demolition review by the Landmarks Commission.

F.6

<sup>3</sup> Historic Project Guidelines, pp.87-88.

<sup>4</sup> *Id.* at 29.



### Parking Impacts

The Amended Specific Plan's exclusive reliance on surface parking to meet increased parking demand exacerbates the threat to inconveniently located historic resources. In order to minimize such conflicts, parking requirements should be waived or reduced in order to facilitate rehabilitation and adaptive reuse. Likewise, the City should actively encourage development of multi-level parking structures by providing incentives and pursuing alternative funding sources.

Building 483 has been identified as a prime candidate for conversion into a parking structure. Located in close proximity to a possible ferry dock and future office uses, Building 483 could provide approximately 1,000 parking spaces for use by commuters to and from the island. Although more costly than surface parking, the differential could be narrowed by pursuing alternative funding, including federal historic tax credits and Federal Transportation Enhancement funding.<sup>5</sup>

F.7

### IMPACTS NOT CONSIDERED

**Groundborne vibrations.** Historic structures are particularly vulnerable to vibrations from adjacent construction. Many of these buildings have archaic structural systems, contain older building materials, and lack the maintenance they need, making the building more susceptible to heavy vibrations.<sup>6</sup>

The EIR should analyze potential adverse impacts on historic resources caused by increased groundborne vibrations based on soil conditions, proximity to heavy truck traffic, and construction (i.e. terra cotta, steel frame, unreinforced masonry), and prescribe precautionary measures for fragile historic structures located near construction activities.<sup>7</sup>

F.8

<sup>5</sup> Over the past decade, more than \$2 billion in Federal Transportation Enhancement funds have been distributed to preservation projects, including adaptive use of historic buildings for transportation-related purposes. Federal Transportation Enhancement grants are to be used for transportation related capital improvement projects that enhance quality-of-life, in or around transportation facilities.

<sup>6</sup> National Trust Information Sheet #52: Vibrations in Historic Buildings.

<sup>7</sup> The National Park Service Preservation Tech Note #3, "Protecting a Historic Structure During Adjacent Construction," suggests several preliminary measures to protect historic features: historic glass windows should be boarded up and layered with cushioning material; safety nets should be erected to protect surfaces; decorative features such as balustrades should be covered with plywood; and fragile pieces such as chandeliers should be removed temporarily.

#### *Protecting the Irreplaceable*

(415) 956-0610; Fax (415) 956-0837

<http://www.nationaltrust.org>; E-mail: [wro@nthp.org](mailto:wro@nthp.org)

8 California Street, Suite 400, San Francisco, CA 94111-4828



## ADDITIONAL MITIGATION

**Mitigation Fund.** The nonprofit Mare Island Historic Park Foundation is entrusted with stewardship of some of Mare Island's most significant historic structures,<sup>8</sup> yet struggles to pay for basic maintenance and repair needs.

Using the Long Beach Navy Memorial Heritage Fund as a model, demolition fees should be collected from the project sponsor to create an independent fund for ongoing maintenance and repair of buildings leased by MIHPF. The Long Beach fund was established in 1998 with \$4.5 million from the Port of Long Beach to mitigate demolition of the Roosevelt Base Historic District at the former Long Beach Naval Station. The nonprofit Long Beach Navy Memorial Heritage Association administers the fund, annually allocating 5 percent of the principal – about \$200,000 – to projects that “foster and support the identification, evaluation, preservation, rehabilitation, restoration and interpretation of historical resources, sites and archival sources within the municipal boundaries of the City of Long Beach.”

F.9

## ALTERNATIVES TO THE PROPOSED PROJECT

### Historic Preservation Alternative

Under CEQA, public agencies must deny approval of a project with significant adverse effects when feasible alternatives or feasible mitigation measures can substantially lessen such effects.”<sup>9</sup> In weighing development options for Mare Island, the City is required to “mitigate or avoid the significant effects on the environment... whenever it is feasible to do so.”<sup>10</sup> As the lead agency, the City cannot merely adopt a statement of overriding considerations and approve a project with significant impacts; it must first adopt feasible alternatives and mitigation measures.<sup>11</sup>

F.10

Recognizing the significant and unavoidable adverse impacts of the Amended Specific Plan, the EIR concludes that the Preservation Alternative is “environmentally superior to the proposed project due to the reduction in significant impacts to cultural resources.” (DEIR, V.27) The Preservation Alternative would “substantially lessen” adverse impacts on historic resources by “retaining and reusing a substantially greater proportion of Contributing Resources than under the proposed project,” including retention of all 165 Notable Resources. (DEIR, V.11)

<sup>8</sup> MIHPF leases Building 46 (1855), the Shipyard Commander's Mansion (Quarters “A”), the Captain's Mansion (Quarters “B”), and St. Peter's Chapel (1901).

<sup>9</sup> *Sierra Club v. Gilroy City Council* (1990) 222 Cal.App.3d 30, 41, italics added; also see PRC §§ 21002, 21002.1.

<sup>10</sup> PRC § 21002.1.

<sup>11</sup> PRC § 21081; *Friends of Sierra Madre v. City of Sierra Madre* (2001) 25 Cal.4<sup>th</sup> 165, 185.

### ***Protecting the Irreplaceable***

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8 California Street, Suite 400, San Francisco, CA 94111-4828

Although the National Trust clearly supports retention of contributing resources to the maximum extent possible, some flexibility may be appropriate if a moratorium on demolition renders the Preservation Alternative entirely infeasible. In addition, the City should balance restrictions on demolition by providing incentives for rehabilitation, such as exempting residential adaptive use projects from the 1400-unit cap and relaxing parking requirements for residential projects.

F.11

Thank you for the opportunity to comment on the Draft Subsequent Environmental Impact Report for the Mare Island Amended and Restated Specific Plan. Please feel free to contact me at (415) 956-0610 or [mike\\_buhler@nthp.org](mailto:mike_buhler@nthp.org) if you have any questions.

Sincerely,



Michael Buhler  
Regional Attorney

cc: Wayne Donaldson, California Office of Historic Preservation  
David Look, National Park Service  
Cindy Heitzman, California Preservation Foundation

**RESPONSES TO LETTER F: NATIONAL TRUST FOR HISTORIC PRESERVATION,  
WESTERN OFFICE**

**Response to Comment F.1**

The comment asserts that the SEIR fails to establish the need for the proposed Specific Plan. The role of the SEIR does not include analysis of the economic and functional justification for the proposed land use program and the proposed demolition. The purpose of an EIR is to provide the decision-maker with information about significant adverse environmental effects and identify possible mitigations and alternatives (Section 21002.1). Unlike an EIS prepared pursuant to NEPA, EIRs typically do not include a “Purpose and Need” section. The Draft SEIR for the Mare Island Amended and Restated Specific Plan Project provides the required information. Vallejo decision-makers will use it in their deliberations on the Specific Plan and will either adopt alternatives or explain why alternatives identified in the SEIR are not feasible.

The comment also asserts that the SEIR minimizes the project’s potential impacts on historical resources. The SEIR finds that the impact of the proposed demolition of Contributing Resources to be a significant impact to the Mare Island National Register Historic District and to individually significant constituents of the District (see, for example, pp. III.A.30-39 identifying significant, unavoidable impacts to the Historic District).

**Response to Comment F.2**

The “updated studies” and “additional analysis” referred to in the proposed Specific Plan (p. 3) and in the SEIR (p. Intro.6) include the Preliminary Master Development Plan, the Historic Project Guidelines, and the Historic Resources Catalogue. These are part of the proposed project and are incorporated as Appendices to the proposed Specific Plan, and are analyzed in the SEIR. They are available for public review at the offices of the Development Services Department Planning Division.

It should be noted that a purely numerical expression of the impacts of demolition under the proposed project fails to account for both the quality of the Contributing Resources proposed to be demolished and those that would be retained. See Response to Comment A.1.

**Response to Comment F.3**

The comment expresses concern for the impact of the proposed demolitions on the integrity of the District. The SEIR finds this impact to be significant under CEQA (Impact A.1, SEIR pp. III.A.30-39). The comment also asserts that the demolition criteria under the proposed Specific Plan provide very little protection. See Response to Comment C.3c for a discussion of this issue.



Footnote 2 to this comment relates to the review and consultation process for the proposed Historic Project Guidelines. See Responses to Comments A.2 and A.4.

#### **Response to Comment F.4**

Implementation of Mitigation Measure A.2 would require consideration of relocation of a Notable Resource as an alternative to demolition, and relocation where feasible and appropriate. Note, however, that such relocation may not always be feasible or appropriate. The Navy's tradition of relocating buildings on Mare Island throughout its history would justify a flexible application of the Secretary's Standards to relocation of historic resources. See also Response to Comment C.3d regarding application of the *Secretary of the Interiors Standards for Rehabilitation*.

In response to this comment, the following clarifying text is added to the SEIR on p. III.A.40 under Mitigation Measure A.2 (new text is underlined):

**Mitigation Measure A.2:** Require Relocation Rather Than Demolition of Notable Resources Where Appropriate.

In order to mitigate the effects of demolishing Notable Resources in the Historic District, the criteria for allowing demolition of Notable Resources could include the following finding: "Relocation of the Notable Resource consistent with both the Secretary's Standards and the technical preservation report entitled "*Moving Historic Buildings*" is not reasonably feasible." Where retention or relocation of Notable Resources in conformance with the Secretary's Standards or "Moving Historic Buildings" is not feasible, the Deterrence Analysis shall address the feasibility of options to full demolition, such as relocation in a manner that is not consistent with "Moving Historic Buildings," additions, interior renovations, and partial demolition/new construction that may not strictly conform with the Secretary's Standards.

Relocation of a Notable Resource consistent with both the Secretary's Standards and the technical preservation report entitled "*Moving Historic Buildings*" by John Obed Curtis (1978) would reduce this impact to a less-than-significant level in those instances where this was feasible. Where options to demolition are not feasible or appropriate, demolition of a Notable Resource would be permitted and would have a significant and unavoidable impact on an historical resource.

#### **Response to Comment F.5**

See Response to Comment C.3b, which clarifies that no approval or determination on the disposition of any buildings under the proposed Specific Plan has been made.

**Response to Comment F.6**

As discussed in Response to Comment C.2, building context was considered in determining each building's classification under the Historic Project Guidelines, including its contribution to significant groupings of resources. As discussed in the SEIR, bombshelters in Alden Park are visually and functionally related to each other as an ensemble, and to the Landmark Officer's Quarters across Walnut Avenue. "As such, the historic significance of this grouping may be considered elevated to that of Notable Resource. The proposed project would retain a prominent and representative cluster of five bomb shelters along Walnut Avenue within Alden Park. These would continue to convey their historic significance arising from the World War II era" (SEIR p. III.A.41).

**Response to Comment F.7**

The proposed Specific Plan (pp. 136-137) calls for shared use of parking facilities "for minimizing the size of required parking facilities, especially within the Historic District where contributing resources need to be protected." The Preservation Alternative in the SEIR (p. V.14) includes a relaxation of off-street parking requirements "to reduce the necessity to demolish contributing buildings to make room for surface parking. Note that the City may choose to implement features of the Preservation Alternative, even if the alternative were rejected as a whole. Although reuse of Building 483 as a parking structure is not part of the proposed project, approval of the proposed project would not preclude such a use for Building 483, which would be allowable under the proposed Specific Plan.

**Response to Comment F.8**

See Response to Comment A.9 regarding vibration monitoring during heavy road construction activities adjacent to Chapel Park. See also Response to Comment H.3c.

**Response to Comment F.9**

The comment suggests additional mitigation in the form of contribution to a mitigation fund that would fund ongoing maintenance and repair of buildings on Mare Island. The U.S. Constitution requires a "nexus" between the impact of the project and the mitigation measure. The mitigation measure must relate directly to the impacts caused (*Nollan v. California Coastal Commission* (1988) 107 S.Ct.3141). While such a measure would serve to maintain and repair historic buildings remaining within the Historic District, it would not mitigate or lessen the significant impact of demolition under the proposed project. Such a measure would not serve to lessen the justification for demolition of Contributing Resources under the proposed Specific Plan, as it is generally driven by functional considerations, rather than by the existing state of repair of any

particular building. Such a measure would lack the requisite nexus between the impacts of the project and the proposed measure to be validly imposed as a condition of approval under the *Nollan* test. See also Response to Comment C.4.

**Response to Comment F.10**

See Response to Comment C.1.

**Response to Comment F.11**

Relaxation of parking requirements and of the 1,400-unit cap on dwelling units are part of the Preservation Alternative analyzed in SEIR. Note that the City may choose to implement these features of the Preservation Alternative, even if the alternative were rejected as a whole.

As discussed in Response to Comment C.7, Federal Rehabilitation Tax Credits will continue to be a powerful incentive for retention of Contributing Resources, where a proposed demolition could jeopardize a project's eligibility for certification as a certified rehabilitation.



**LETTER G**



September 26, 2005

**VIA E-MAIL, FAX AND U.S. MAIL**

Ms. Michelle Hightower  
City of Vallejo  
Development Services Department  
Planning Division  
555 Santa Clara Street  
Vallejo, CA 94590

Re: Comments on Draft SEIR for 2005 Mare Island Specific Plan Amendment

Dear Michelle:

I am writing to submit comments from Touro University ("Touro") on the Draft Subsequent Environmental Impact Report ("DSEIR") for the 2005 Mare Island Amended and Restated Specific Plan ("2005 Specific Plan"). We understand that the 2005 Specific Plan would be an amendment to the 1999 Mare Island Specific Plan ("1999 Specific Plan").

Touro currently occupies a few buildings in the part of Mare Island that the 2005 Specific Plan refers to as Reuse Area 9. Touro has plans to expand its campus in Reuse Area 9, as set forth in Touro's Master Plan Report dated May 28, 2003, as amended by an Addendum, dated July 24, 2003 ("Touro Master Plan"). Touro submitted the Touro Master Plan to the City of Vallejo ("City") in 2003.

The buildings currently occupied by Touro support an approximate current daytime population of 800 to 900 and include 80 existing dorm units (which house approximately 80 students). Touro's current occupied square footage is 191,000 (which includes the square footage occupied by the 80 dormitory units). These existing uses and occupancies represent what the Touro Master Plan calls "Phase I", and these uses and occupancies would remain under Touro's expansion plans. Touro's expansion would proceed under one of two schemes. The Touro Master Plan (which is incorporated herein by reference) identifies the schemes as Scheme 1 and Scheme 2 and sets forth in detail the type and amount of square footage that Touro plans to construct (associated necessary demolition is also explained in detail). Touro's preferred scheme is Scheme 1.



Touro's expansion plans, whether under Scheme 1 or Scheme 2, would support a total population at buildout of 2,000 students and 600 faculty/staff. Touro plans to have 975 dormitory units at full buildout – the existing 80 units plus 895 new dormitory units, accommodating 975 students in this on-campus housing.

Touro has the following specific comments on the DSEIR:

(1) Traffic: Page III.B.18 and Table III.B-3 of the DSEIR correctly note that Touro's ultimate planned enrollment is 2,000 students. (a) What assumptions were made regarding how many of these 2,000 students would be living on campus versus off campus? As stated above, 975 of the students would be living on campus. (b) We were unable to locate where the DSEIR's traffic analysis accounts for the 600 planned faculty/staff. Can you please indicate where/how the 600 faculty/staff are addressed? If they are not addressed or accounted for, the DSEIR should be revised before it is finalized to account for the 600 faculty/staff.

G.1

(2) Air Quality: The air quality analysis should be revised, if necessary, before the DSEIR is finalized to account for Touro's 2,000 students (975 living on campus) and 600 faculty/staff.

G.2

(3) Utilities: The Utilities section of the DSEIR references the analyzed utility demand as including "an expanded Touro University" (see pages III.E.8 (water supply), III.E.13 (wastewater)). The DSEIR does not define, however, what is meant by "an expanded Touro University". Additionally, the DSEIR does not mention Touro's expansion plans in the DSEIR's discussion and analysis of water conveyance (Impact E.1).

G.3

Accordingly, the DSEIR should be revised before it is finalized (a) to clarify that "an expanded Touro University" means the Touro Master Plan which accommodates 2,000 students (of which 975 would live on campus) and 600 staff faculty, and (b) to specify that the water conveyance analysis accounted for this definition of the expanded Touro University. Related backup analyses (e.g., the Kovre Engineering Mare Island Water Model, the Master Utility Plans prepared by Chaudhary & Associates, the Water Supply Assessment prepared by Brown and Caldwell, etc.) should also be revised to state that their demand calculations assumed 2,000 students (975 living on campus) and 600 faculty/staff. For example, pages three and six of the Kovre Engineering Water Model indicate that only 895 dormitory units may have been assumed in the Water Model's analysis.

(4) Other Changes to DSEIR and 2005 Specific Plan: Because the DSEIR bases its analysis on the 2005 Specific Plan, the 2005 Specific Plan should be revised to include Touro's plans for 2,000 students (975 living on campus) and 600 faculty/staff. Additionally, page 86 of the 2005 Specific Plan states that Touro is planning 895 dormitory units in 209,000 square feet. This is correct (the 209,000 is net square feet), but accounts only for Touro's Phases II and III. The 2005 Specific Plan should be revised (a) to reflect Touro's existing Phase I dormitory units (80 units) and (b) to specify that the 209,000 square feet for the Phase II/III dormitory units is "net"

G.4

Ms. Michelle Hightower  
September 26, 2005  
Page 3

square feet (per DEVELOPMENT PROGRAM page 6, Table A, of the Touro Master Plan).

Footnote b to Table II-1 of the DSEIR states that the 2005 Specific Plan does not include dormitory units, which is inconsistent with page 86 of the 2005 Specific Plan. Footnote b to Table II-1 of the DSEIR should be revised to state that the 2005 Specific Plan includes 975 dormitory units.

Appendix E to the 2005 Specific Plan includes a reference to 4,800 students for Touro in Reuse Area 9. As stated above, the correct figure is 2,000 students (975 living on campus) and 600 faculty/staff. Please revise Appendix E accordingly.

G.4  
cont'd.

G.5

G.6

Very truly yours,

Akiva Kobre  
Senior Vice President  
Touro College

Cc: Susan R. Diamond, Esq.

AK/am

## **RESPONSES TO LETTER G: TOURO UNIVERSITY**

### **Response to Comment G.1**

The trip generation rates assumed for Touro College are consistent with national average surveys of trips at colleges as documented in the Institute of Transportation Engineers (ITE) *Trip Generation*. The trips generated by all uses at the college and the percentages of students living on campus at Touro College would be assumed to be consistent with these national averages. It is unknown whether higher-than-average percentages of students living on campus would decrease traffic (due to less commuting from off the island) or increase traffic (due to students driving on and off the island for shopping, etc., and increased staff to support on-campus housing) compared to the national averages.

The trip generation rates for colleges as documented in the Institute of Transportation Engineers (ITE) *Trip Generation* are reported on a “per student” basis. The trip generation rates are based on direct traffic counts at vehicle entrances and exits to surveyed colleges. The rates therefore include all trips made by students, faculty, staff, maintenance vehicles, delivery vehicles, vendors, etc. The estimates of trips to and from Touro College based on 2,000 students therefore include trips made by the 600 faculty and staff, as well as all other types of trips that would occur at the college.

### **Response to Comment G.2**

The analysis of traffic-generated air quality impacts in Impact C.2, on pp. III.C.10-13 is based on trip generation information calculated for the traffic analysis. The daily trip generation from Mare Island, including trips from land under the control of the Master Developer (the project sponsor in this SEIR), includes travel from a “College” use with 2000 students as well as travel from the North Island in Reuse Area IB and travel from other uses such as the Regional Park and golf course (see Table III.B-4 on p. III.B.20). As explained in Response to Comment G.1, the trip generation for a college use is based on a rate per student, and accounts for faculty and staff. Therefore, the air quality analysis accounts for travel from Touro University and no revisions are necessary.

### **Response to Comment G.3**

The water demand for Mare Island as calculated in the Water Supply Assessment (draft WSA in SEIR Appendix E) is based on square feet of a summary of proposed land uses, not on population. The educational / civic use accounts for about 545,000 sq. ft. of space in Reuse Area 9. Therefore the analysis of water demand compared with projected supply accounts for substantially more space than the 191,000 sq. ft. that is now occupied by Touro University

according to the first page of the comment letter. Additional students and employees for Touro University were included in the analysis based on the expected additional approximately 545,000 sq. ft. of space in Reuse Area 9, which converts to approximately 600 employees and 1,200 students on campus on a typical day. As it is not likely that all students would attend classes on campus every day, this is a reasonable assumption for water demand.

The information about an additional 209,000 sq. ft. of dormitory space, resulting in a total of approximately 310,000 sq. ft. for student housing at Touro University, was not factored into the water demand analysis. The additional demand from dormitory units would result in an increase in water demand from Mare Island of about 0.11 million gallons per day, using the demand factors from the draft Water Supply Assessment in Appendix E of the SEIR. This would increase the overall projected water demand from major development projects by 0.4 percent, and would increase the overall future city-wide demand by less than 0.25 percent. This difference is negligible in the context of city-wide water demand and supply, and would not change the conclusions in the Water Supply Assessment, or conclusions in Section III.E of the SEIR regarding significant impacts and mitigation measures related to water supply.

The following text change is made to the paragraph that follows Impact E.3 and Mitigation Measure E.3a on p. III.E.9 to add a new fourth sentence and to add a cross-reference to the table presented in the Water Supply Assessment that forms the basis of the conclusions in the SEIR:

In a normal climate year, the available water supply for the Vallejo Water Systems in 2025 will be 43,400 ac-ft/yr and cumulative demand from this project plus the demand from the Vallejo Station and Waterfront Projects, the Vallejo Downtown Project, and City buildout as described in the *Vallejo General Plan* would be 34,610 ac-ft/yr. Thus, water supplies would be adequate to serve the proposed project. In a single dry year, the available supplies in 2025 would exceed demand. Additional dormitories for Touro University were not included in the calculations of water demand from the development program for Mare Island; however, additional demand from about 895 dormitory units would be less than a 0.4 percent increase in demand calculated for future cumulative development, a negligible increase, and would not result in demand exceeding water supplies in normal or single dry years. However, in the third year of consecutive dry years, the City's projected water supply would not be sufficient to serve cumulative projected development, including the Mare Island Specific Plan. (See Table 4-3, SEIR Appendix E, p. 4-4.)

The water distribution system analysis carried out by Korve Engineering in July 2004 specifically identifies 895 new units for Touro University dorms in the Land Use Assumptions discussion on p. 3 of the document, in note 4 to the table on that page.<sup>9</sup>

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<sup>9</sup> Korve Engineering, in association with Chaudhary & Associates, *Mare Island Water Model*, July 28, 2004, p. 3 of 11.

**Response to Comment G.4**

This comment does not raise environmental issues, but concerns description in the Mare Island Specific Plan.

**Response to Comment G.5**

The footnote b to Draft SEIR Table II-1 mentioned in the comment explains that the dwelling unit column in the Table does not include dormitory units at Touro University. Although p. 86 of the proposed Specific Plan mentions proposed dormitory units at Touro University, no dormitory units are included in the Specific Plan Land Use Table (Table 3.2), nor are dormitory units included in the Draft SEIR Table II-1, Proposed Specific Plan Land Use Program by Reuse Area, on pp. II.9-II. The proposed Touro expansion, which includes a total of 2,000 students and 975 dormitory units, is not part of the proposed Lennar Development program, but is included in the cumulative analysis of the SEIR.

**Response to Comment G.6**

Although 4,800 students are referred to in Appendix E, the transportation and related air quality and noise analyses in the Draft SEIR are based on 2,000 students rather than 4,800. Therefore, no revisions are necessary in the Draft SEIR. Appendix E to the proposed Specific Plan will be revised to note that Touro University expansion is not part of the Master Developer's development program but was analyzed in the cumulative analysis in the Subsequent EIR.





September 26, 2005

Brian Dolan, Planning Manager  
City of Vallejo Development Services Department  
555 Santa Clara Street  
Vallejo, CA 94590

RE: Mare Island Amended and Restated Specific Plan Project, Draft Subsequent Environmental Impact Report and Appendices.

As a historical architect who served on Vallejo's Architectural Heritage and Landmarks Commission for over 5 years, I have reviewed the package of documents that constitute the Amended and Restated Specific Plan Project, DSEIR and Appendices. I resigned from the Commission earlier this year because I feel that Mare Island, one of the most significant historic places in America, is gravely threatened by the City's own policies and programs. In good conscience, I could not continue to participate in creating an illusion of legitimacy around this Project and other Mare Island Projects that threaten the integrity of this irreplaceable national treasure in violation of Federal and State laws.

My professional experience in historic preservation planning and architecture is extensive. I have been involved in land use planning and development for most of my career. Before I retired from the National Park Service, I was the Owner's historical architect for the rehabilitation of the Haslett Warehouse, a four story URM brick warehouse that had been vacant since 1985. I was responsible for permitting, construction inspections and on-site review of compliance with the Secretary of the Interior's Standards. The building is now Kimpton's Argonaut Hotel with 252 rooms and a conference center. Kimpton took advantage of the 20% tax credits. The contractor, Cahill, is a fully union shop and hundreds of union jobs were created. Even during the economic doldrums following 9/11, occupancy was exceptionally high because heritage tourism is the most profitable segment of the tourism market. The Transit Occupancy Taxes were expected to be about \$2 million the first year of operation.

Dollar for dollar, historic preservation is one of the highest job generating economic development options available. Donovan Rypkema, in *The Economics of Historic Preservation* presents extensive findings partially based on U.S. Department of Commerce measurements on numbers of jobs created, increases in household income and the impacts on local economies. In every segment, historic preservation provides the highest economic benefits. According to Rypkema, historic preservation is an important part of the quality of life equation...improving the image of a community and in turn attracting business and industrial development and fostering tourism.

So my concerns outlined below have less to do with saving old buildings for pure preservation's sake and more with protecting the integrity of an irreplaceable resource for its economic and social benefits.

1 of 13

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I recognize that there are tradeoffs. There were pure preservationists who were horrified when the huge lightwell was cut into the middle of the Haslett Warehouse. But it was necessary in order to accommodate a new use that would justify an expensive seismic upgrade of the URM brick warehouse. The Secretary of the Interior's Standards for the Treatment of Historic Properties acknowledge that historic properties that cannot be used for their historic purposes, be that the Haslett Warehouse or Mare Island shipyard buildings, should be placed into new uses that protect resource's character-defining features if necessary to save them. This is not as difficult as it sounds.

Since the City of Vallejo had grown increasingly dependant on Mare Island paychecks, closure of the base was viewed ...not as an opportunity... but as an economic disaster. The City of Vallejo also has become dependant on Redevelopment as a way to funnel money into the City's coffers. That mindset resulted in the destruction of 24 blocks of the historic downtown during the 1960's. Almost 45 years later, the downtown is only now showing signs of life in part because of the Main Street Program, small investors rehabilitating historic commercial buildings, new demographics as the Creative Class moves in and a Seattle developer familiar with the new economic opportunities inherent in historic urban centers. Even with the Downtown lesson, it is painfully clear that the City of Vallejo is pursuing a Redevelopment Area on Mare Island. Special legislation passed allowing formation of the Mare Island Redevelopment Project Area is codified in the Health and Safety Code Section 33492.90-33492.95. The first attempts at establishing a Mare Island Redevelopment Project were rebuffed at the Planning Commission level by citizen outcry. Most people who live in Vallejo respect and honor Vallejo's heritage and were outraged by the idea that what is special about Mare Island would be demolished for short-term, limited economic gains.

This Project and the accompanying DEIR with its cumbersome, confusing appendices is another attempt to set up a framework for massive demolition of historic resources under the radar of public scrutiny. The justification for the National Historic Preservation Act of 1966 was the irreparable damage to America's heritage done in the name of Redevelopment. Mare Island is an irreplaceable National treasure and, although the Standards allow for changes, demolition is always a negative impact. My comments below, voiced during my tenure on Vallejo's Architectural Heritage and Landmarks Commission, are submitted to insure that the Administrative Record is complete:

1. **The proposed Project requires a combined DEIR/DEIS.** The current documents correctly describe the importance of Mare Island as an historic resource. In 1975, portions of the Island were listed as a National Historic Landmark and, in 1997; the larger Mare Island Historic District was listed in the National Register of Historic Places. National Historic Landmarks are, by definition, the most significant places in American History. They illustrate and commemorate our collective past and help us to understand our national identity. NHL's outstandingly represent and interpret the best and brightest facets of American history. Through these special places, Americans can better understand and appreciate the broad trends and events, great ideas and ideals and valuable accomplishments that are truly significant in American History. Mare Island, the first permanent U.S. Navy installation on the Pacific Coast, illustrates America's commitment to "one Nation" from "sea to shining sea". At Mare Island, civilian workers of all races and ethnicities came together to protect the American way of life against all threats. Mare Island is a monument to the efforts and heroism of ordinary working people and the strength of their unified efforts toward a National ideal.

H.1



The National Register is a component of the National Historic Preservation Act of 1966. Guidance codified in 36CFR800 for the expressed goal to "identify historic properties potentially affected by (a Federal) undertaking, assess its effects and seek ways to avoid, minimize or mitigate any adverse effects". Under Section 800.5 a 2, Adverse Effects include "transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance". When Mare Island was transferred out of Federal ownership, the U.S. Navy, the City of Vallejo, the State Office of Historic Preservation and the National Park Service entered into a Memorandum of Agreement to "establish adequate and legally enforceable restrictions or conditions to ensure long-term preservation" of the aspects of Mare Island's historic significance in compliance with 36 CFR 800.

The MOA recognized that the City of Vallejo is a Certified Local Government under Section 101 c of the National Historical Preservation Act (NHPA) and stipulated that the City of Vallejo amend its Architectural Heritage and Historic Preservation ordinance to ensure that the City's Architectural Heritage and Landmarks Commission (AHLC) "continue in its role... increasing its area of responsibility" to listed historic resources on Mare Island. A requirement to prepare Project Guidelines is not a part of the MOA as stated in Appendix B-1 on page 2. The First Amendment, executed in 2000, accepted that the City's Ordinance had been revised to the satisfaction of all signatories to the MOA.

The City of Vallejo's Ordinance describes the requirements and the process for the AHLC to fulfill their obligation under the MOA as follows.

#### "Section 16.38.036 Project Guidelines

- A. *The Planning Manager shall develop Project Guidelines in consultation with the Commission.* These Project Guidelines shall function as the development plan for the City of Vallejo Mare Island Historic District and shall provide specific and detailed standards for each contributing resource by providing recommended and not recommended actions in terms of alteration, new construction, demolition and relocation based on the Standards for Treatment and determine the project site for each resource or group of resources. These Project Guidelines shall include the existing designation status for each resource, including identification of those resources designated as City Landmarks. *These Project Guidelines shall be developed in consultation with the Office of Historic Preservation and the National Park Service.* (Emphasis added)
- B. The Project Manager shall complete the Project Guidelines within eighteen (18) months from the effective date of this Amendment (May 25, 2000). Upon completion, the Project Guidelines shall be reviewed programmatically as required by CEQA, and considered by the Commission for recommendation to the City Council as an amendment to the Mare Island Specific Plan.
- C. The Project Guidelines shall be used by the Planning Manager, Commission and other interested persons in the evaluation of projects involving contributing resources. The

H.2

3 of 13



adoption of these Project Guidelines does not preclude the need for additional environmental review pursuant to CEQA for individual projects.”

(Under Definitions (Section 16.38.032) “Project,” means the “whole of any action related to new construction, alteration, relocation or demolition of a contributing resource or group of contributing resources”. )

“Section 16.38.040 Process

A. Environmental Review.

All projects are subject to environmental review to the extent required by CEQA prior to a decision being made on the Project. The Commission shall be consulted during the environmental review process for projects that have the potential for substantial adverse changes to contributing resources.”

Appendix B-1: Historic Project Guidelines and Appendix B-3 do not meet the minimum requirements for Project Guidelines set forth in Section 16.38.036. These documents do not address all of the elements of the “Project”, provide specific and detailed standards for each contributing resource... by providing recommended and not recommended actions, nor does it define the project site for each resource or group of resources. In fact, Appendix B-1 page 2 omits the responsibilities established in the first and last lines of paragraph 1, Section 16.38.036 A and uses terms accepted by the preservation planning profession incorrectly throughout the document skewing the intent of the Ordinance giving the illusion of compliance when there is none.

Appendix B-1, called Historic Project Guidelines, focuses primarily on demolition and shifting the Commissions’ authority to the Planning Manager. If adopted, it would allow demolition of over 36% of the contributing buildings in the NRHP Historic District including 28 individually significant buildings through “mandatory” demolition permits issued by the Planning Manager alone without any further review by the Commission, the State Office of Historic Preservation or the National Park Service. In addition, special criteria are outlined on pages 75 and 76 that would allow a National Historic Landmark to be demolished if “it is not ‘feasible’ to preserve or restore it”. Individually significant historic buildings could be demolished if they are a “deterrent” to the successful reuse of Mare Island. These provisions, coupled with the special legislation allowing establishment of a Mare Island Redevelopment Area and land uses for areas of the highly sensitive Shipyard NHL that focus on Industrial categories, almost guarantees additional demolition that will cause “substantial adverse changes” to the resource.

Despite the Commission’s clear authority under the MOA and the Ordinance and the Commission’s repeated concerns and directives, the Planning Manager has usurped the Commission’s responsibilities and turned them over to others with special interests not related to protection of the historic resources. The responsibility for Project Guidelines has been turned over to a consultant selected by the City of Vallejo prior to the transfer or selection of Lennar as the master developer without input from the Commission. The consultant now is

4 of 13

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H.2  
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under contract to Lennar Mare Island. These purported "Guidelines" have been brought to the Commission three times with City staff recommendations to approve their Certification. In each case, the Commission denied Certification because extensive demolition of historic resources would result in "substantial adverse changes" with the finding that further analysis under CEQA would be required.

Although the Ordinance requires that the Commission shall be consulted early in the environmental review of Projects that have the potential for substantial adverse changes to contributing resources so that their input can be factored, the dredge spoils Project affecting the southern portion of the NRHP District and the Naval Ammunitions Depot NHL was developed and analyzed without ever coming before the Commission as required under City Ordinance 16.38.040.

The Commission's guidance provided during past "study sessions" and other meetings has not been factored into the formulation of this Specific Plan as required under City Ordinance 16.38.040. Past Commission directives that are not reflected in this Specific Plan include but are not limited to the following:

- "Project sites" for the Officer's Mansions extend from Walnut Avenue to the alleyway behind them. All of the supporting and appurtenant buildings and the historic landscaping relating to each specific mansion are key features that must be retained. New buildings associated with the Mansions may be constructed if they are subordinate and contextural. Splitting off the rear portions of the Project sites to accommodate new townhouses is inappropriate;
- The development of the historic core of the shipyard predates the automobile. Consequently, historic roadways in this area should be kept narrow and traffic calmed so that pedestrians, bikes and slow cars can share the same areas. Alleys in the historic core should not be "improved";
- Since the original Sanger plan predates the automobile, heavy traffic and through traffic should be routed around the most sensitive NHL areas where ground borne vibrations from heavy truck traffic might affect URM brick buildings. A safe, walkable historic core is appropriate;
- Roads platted historically but never constructed should not be constructed because that would convey a false sense of historic development. Administrative building 521 sits on a site about 15 feet higher than Railroad Avenue. A connecting roadway that requires substantial cutting or filling north of Building 521 is inappropriate;
- The Chapel and Chapel Park require exceptional levels of protection. Heavy traffic in front of the chapel will impair the "feeling". Traffic could be routed from Walnut Avenue southeast to Railroad via an abandoned roadway south of Alden Park. The roadway in front of the Chapel should not be "improved";
- Morton Field is a key historic feature of the Causeway gateway. A proposed "Town Center" needs to be closer to residential areas to discourage automobile use. An acceptable alternative is to place a smaller commercial area on the ground floor of a high-density new building planned just south of Morton Field or on the ground floors of a high-density strip planned along Walnut Avenue.

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H.3.f



- Non-historic buildings that intrude on the historic scene of the historic shipyard core should be demolished and replaced by appropriate new buildings. This includes removal of Building 117, a new Butler type building, and construction of new buildings on the footprint and within the building envelope of the three historic brick buildings demolished by the U.S.Navy in 1972. Another new building that intrudes on the historic Sanger alignment of brick shipyard buildings is Building 126.

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H.3.g

The Commission consists of volunteers and accurate staff reports are essential to the decision-making process. Past staff reports to the Commission recommending issuance of Certificates of Appropriateness for demolition include justifications from prior environmental documents that inaccurately describe programmatic approvals as Project level compliance. Construction schedules and mitigation measures do not appear to be included in the Permits granted by the City. Consequently, the group of Marine Officers mansions approved for relocation close to their original sites by the Commission is not proceeding as approved by the Commission. Demolition of new Building 866 is not underway and two of the Marine Officers Mansions are up on blocks where they are vulnerable. Certificates of Appropriateness approved by the Commission are not a part of the Building Permits so inspections do not include conformance to the Commission's conditions of approvals.

H.4

In the years I served on the Commission, the "Project Guidelines" have been highly controversial. The Commission feels that the historic resources are not specific buildings that can be stratified, but two types of Historic Districts. The Commission has indicated that everything within the District that has integrity and contributes to the feeling and setting, including roads, landscaping and structures should be factored. "Project Guidelines" prepared by HRG as a part of the Ordinance revision paid for with a grant from the State Office of Historic Preservation were never made available to the Commission despite repeated verbal and official written requests. Since acceptable Project Guidelines were not developed within the time frame required by the City's Ordinance, they follow and attempt to justify planning decisions already made by the Developer and the City of Vallejo. These include extensive new roadways and roadway improvements and extensive new construction based on land use and economic decisions that do not take into account the legal and moral requirements to protect the integrity of the historic resource. In addition, the Commission has not been allowed to participate in a decision-making role or provide guidance as required in the MOA and the Ordinance. Thus, "adequate and legally enforceable restrictions or conditions to ensure long-term preservation" of the aspects of Mare Island's historic significance have not been established. Consequently, the terms and conditions for the transfer of Mare Island from the U.S. Navy have not been completed and the U.S. Navy's continuing interest must be addressed through a combination DEIR/DEIS under NEPA.

H.5

2. ***The proposed Project requires consultation with the State Office of Historic Preservation and the National Park Service under NHPA Section 106.*** Compliance with the terms and conditions of the City's Certified Local Government Agreement is pivotal to the Mare Island MOA. One of the key findings of the MOA is that the City of Vallejo is a Certified Local Government (CLG) established under the authority of the NHPA. The CLG Agreement extends to all City Departments and affects all Federal Permits, Grants, Programs and entitlements including HUD Section 8 vouchers and Federal Highway monies. The City's

H.6



Public Works Department has imposed roadway standards on Mare Island that affect the overall integrity of the historic resource. Despite continued requests from the Commission, the transportation plan and roadway sections that require demolition of historic resources and modifications to the setting were never reviewed or approved by the Commission. Roadway improvements are currently underway that are damaging Saint Peter's Chapel with its priceless collection of Tiffany windows. New roadways and utility upgrades that surround Chapel Park including provision of Class I bikeways as separate corridors through the heart of the Shipyard NHL were presented to the Commission only for approval to destroy landscape features critical to the integrity of the setting. No discussion about possible traffic rerouting or roadway improvements in order to protect historic resources was allowed to take place. The Public Works Department's position is that the Commission does not have jurisdiction over roadways or infrastructure within the historic districts.

Because of City staff's continuing attempts to circumvent the Commission's legal and moral authority for the protection of the integrity of Mare Island's historic resources and create an illusion of legitimacy around "substantial adverse changes", the Commission has not been able to recruit or retain historic preservation professionals meeting the requirements of the Certified Local Government Agreement.

Again, since the Commission's authority and responsibility for the protection of historic resources have been circumvented, the terms and conditions for the transfer of Mare Island from the U.S. Navy have not been completed, NHPA Section 106 still applies. This requires consultation with both the State Office of Historic Preservation and the National Park Service for those actions that impact National Historic Landmarks.

3. *The Amended and Restated Mare Island Specific Plan DEIR does not tier correctly from the FEIS/EIR for the Disposal and Reuse of Mare Island Naval Shipyard dated April 1998.* A 1999 Amendment covering the Residential Parkway was not correctly evaluated in accordance with environmental laws. In the 1998 FEIS/EIR, the October 26, 1995 comments from the National Park Service to the U.S. Navy state:

"Mare Island's historical status...is equivalent to that of the Presidio of San Francisco, the Empire State Building, New Orleans' French Quarter and other well-known historic properties. Preservation of Mare Island's historic resources should be among the highest priorities in planning for disposal and reuse of the installation. **The reuse alternatives presented in the draft EIS/EIR do not evidence great concern for preservation of the historic resources.**" (emphasis added)

In response, references the MOA as the vehicle through which the integrity of Mare Island will be protected and notes the programmatic nature of the analysis as follows:

"Because of the general nature of the reuse plan, impacts to individual historic properties are not yet known. Impacts will be more specifically identified during the development of specific plans".

NPS further states that:

7 of 13

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"The Draft EIS/EIR does not address the impacts of transportation improvements, such as street widenings and construction of new streets, sidewalks, bus pullouts, bike lanes, etc., on cultural resources. Historic tree plantings along main avenues, formal yards, and other designed landscape areas may be affected by widening streets and adding amenities. Wider, more formal streets, with traffic lights, sidewalks, etc., will change the existing character of the historic district as well."

The response again references the MOA as the vehicle through which impacts to historic resources will be avoided or mitigated and discusses need for further environmental review given the programmatic nature of the analysis as follows:

"The EIS/EIS provides a program level of analysis commensurate with the level of detail presented in the reuse plan. The reuse plan does not identify the specific size or locations of transportation improvements. More detailed plans will be developed following Vallejo's adoption of the reuse plan. These plans will provide more specific detail regarding the land use proposals."

These responses, including the response that "Vallejo's Architectural Heritage and Landmarks Commission must review and approve any proposal for demolition" are important parts of the mitigation for the adverse effect of the Transfer from a Federal entity by establishing "adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance" as required under 36 CFR 800.

Since the analysis of infrastructure improvements was undertaken programmatically and the Commission has not been afforded the opportunity to comment or review specific elements except to issue Certificates of Appropriateness for demolition or destruction of historic resources necessitated by specific alignments, all of the undertakings that are a part of this Project including new roads including roads planned historically but never constructed, parking lots, widening of historic roads, removal or alteration of historic landscaping, new sidewalk and bikeways, traffic lights, traffic noise, ground borne vibrations and traffic routing plans must be analyzed in this Amended and Restated Mare Island Specific Plan DEIR. The Residential Parkway was brought to the Commission as preapproved in the 1998/1999 FEIS/EIR only for Certificates of Approval for the demolition or relocation of historic resources. A minor realignment of the roadway could have easily been avoided those impacts but the construction documents were done and the bulldozers were ready. The Commission approved the Certificates of Appropriateness on a split vote in order not to impede "Progress" after an outcry of Chamber of Commerce representatives orchestrated by Lennar. The construction of that roadway and, specifically, a major traffic circle immediately south of Saint Peter's Chapel now underway are causing ground borne vibrations that are damaging the chapel and its priceless collection of Tiffany windows. The Chapel setting has been damaged by roadway and infrastructure "improvements" completely surrounding Chapel Park. Lights from vehicles traveling north around the traffic circle will pan across the Tiffany windows during evening and night services destroying the contemplative feeling with strobe light effects. Mitigation measures are required.

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8 of 13

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One of the stated Changed Circumstances in the Amended and Restated Mare Island Specific Plan is that Land Use on Parcel 10 from Residential to Industrial must be changed because of the State Lands interests. The sensitivity of National Historic Landmark elements demands a similar response. Since the Residential Parkway has been built only for residential traffic, the current Plan routes heavy truck traffic through the heart of the Shipyard NHL. Since many of the URM brick shipyard buildings are sensitive to damage from ground borne vibrations, land uses south of the Shipyard must be changed to less intensive uses in order to protect these historic resources.

H.7  
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Since extensive demolition of historic resources is being justified by Land Use and Transportation decisions analyzed only on a Programmatic level in the 1998/1999 FEIS/EIR, "Project Guidelines" meeting the requirements of the City's Ordinance have not been prepared and the responsibility of the Commission has been usurped by the Planning Manager, these elements must be further analyzed at a Project level in this document.

4. ***The Public has not been allowed the opportunity to comment on this Amended and Restated Mare Island Specific Plan.*** After citizen outcry thwarted the City's earlier attempts to establish a Redevelopment Agency on Mare Island, the process has been submerged under the radar of public scrutiny. The Commission is viewed as an advisory body, much like the Beautification Commission. Most City Councilpeople are not aware of the regulatory requirements established by the MOA. AHLC agendas are not posted on the City's website and critical decisions already made by Lennar and the City are presented to the Commission for information during an item agendized as the "Mare Island Update". No public comment is allowed. During the period when I served as the Chair of the Commission, I personally demanded public hearings be held to allow the public an opportunity to see what was being planned and the impacts of those decisions. City Planning staff ignored those demands.

H.8

The NOP and the announcement of the Scoping Session for this Project were buried deep in a weekday classified section of the local newspaper. The agencies with Standing because of their involvement with the MOA and the earlier Programmatic EIR/EIS were not noticed. Due to the lack of announcements or public meetings regarding changes to the original controversial plan, there was no forewarning that a DEIR was pending. In addition, the Scoping Session was held on Mare Island behind guarded gates. Consequently, attendance at the Scoping Session was based on hasty "word of mouth" that did not allow the entire community or national stakeholders an opportunity to comment. My comments on the NOP resulted in notification the agencies with Standing and extension of the deadline.

H.9

This Plan and the associated environmental documents are intentionally confusing. The release of this DEIR during the summer when most people are diverted by vacations and kids follows the release of four other highly controversial DEIR's that have taken much of the public's attention away from this Project. The Appendices critical to understanding the impacts of this Project are not posted on the City's website. A very important document prepared by Winter and Company entitled "Design Guidelines" finalized in June 2005 is not included in the Appendices. The full package of documents is very expensive and copies held at the Public Library are not available because the library is closed for remodeling.

H.10



During the earlier attempts to establish a Redevelopment Agency, citizens opposed construction of townhouses in the backyards of the Officer's mansions along Walnut Avenue. The Commission has also objected to this. Yet the new Revised Specific Plan carefully sets the stage for this construction. The public has been intentionally kept in the dark. The opportunity for meaningful public involvement through a transparent, trackable planning process required under CEQA, NEPA and NHPA regulations must be allowed.

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- 5. **The data sets included in the DSEIR are incomplete.** Historic resources are not specific buildings, as indicated in the Appendix B-1: Project Guidelines, but two types of historic districts. Everything within the Districts that contributes or does not contribute to the integrity of the setting must be factored.

H.13

The roadway sections in the DSEIR do not show the historic roadway and existing historic landscaping profiles. The DSEIR cites CPUC regulations as requiring setbacks from operational railroads as requiring demolition of adjacent historic buildings. The DSEIR should take into account protection of key historic buildings within the Shipyard NHL as a first priority and adjust service, gauge, operation or land use as necessary. The circulation plan includes new roadways through historic buildings and construction of roadways historically platted but never constructed.

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H.16

It is unclear why offsite traffic mitigation measures outlined beginning on page I-11 are required for this Project. These mitigation measures include improvements to intersections as far away as I-80. If the FEIR/EIS fully assessed circulation and traffic impacts and land use as indicated in this DSEIR and the General Plan was updated adequately as indicated, then offsite traffic impacts should have been identified at that point. The level of change between this Specific Plan and the 1999 Specific Plan is not great enough when spread out over all of the intersections throughout the City to justify the number of offsite improvements required here.

H.17

One of the key policies of the Reuse Program is to "Protect and enhance Mare Island's attraction to tourism and thereby economic development. Yet the Shipyard NHL historic core is severed by an arterial carrying heavy truck traffic and an improved railroad from the heavy industrial areas to the south. The Historic Core was identified early on for rehabilitation of historic buildings to foster tourism and increase visitation to the City of Vallejo. The Administration Buildings surrounding a remnant of Irwin Park across Railroad Avenue from the Mare Island Park Foundation's resources and proximate to the historic Mare Island ferry slip have should be rehabilitated as a first class historic hotel. The nearby Powerhouse could be rehabilitated as a Conference or Performing Arts Center. In addition to having the potential to damage sensitive pre 1900's URM brick shipyard buildings, heavy truck and rail traffic would be dangerous to pedestrians. Since the Residential Parkway has been constructed only to accommodate cars, land uses in Area 5 should be adjusted from Heavy Industry to Research and Development or another less intensive use so that the historic core transition into a tourist serving area.

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Appendix B-2: Archaeological Predictive Model is mentioned as a mitigation measure. But the information in this document was not used to identify archaeologically sensitive areas for the purpose of incorporating them into the planning process. Rather, the standard procedures

H.19



to follow when archaeological artifacts are encountered during construction are listed. If the location of sensitive areas is known, then land uses and transportation elements that have the potential for damaging need to be adjusted.

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- 6. *The Specific Plan and associated environmental documents are internally inconsistent.* In June 2005, Winter and Company completed Design Guidelines for historic resources on Mare Island. However, these environmental documents mention the Design Guidelines only in passing as pertaining to new construction. They do not appear to be included as one of the Appendices.

The Design Guidelines cover all of the area within the Mare Island Historic District unlike Appendix B-1: Historic Guidelines, which only cover the areas within Lennar's control. The Design Guidelines are based on an extensive character study for all of the separate historic mission functions and historic growth patterns. The character study identifies the original Sanger Plan, locational determinants of the various mission functions, topography, relationships to the Napa River Straits, the evolution of transportation modes and variations in work force levels associated with World Wars and world events as factors influencing evolution of Mare Island. The Design Guidelines correctly establishes several distinct character areas. In contrast, the Historic Guidelines focus on statements in the National Register of Historic Places Registration Form for Mare Island that the dominant characteristics are its "diversity" that evolved in an "ad-hoc" manner. Appendix B-1 tends to lump all of the character areas together as justification for the massive changes envisioned in this Specific Plan.

H.20

The Design Guidelines establishes the "key" character-defining features and Design Policies for each of these Character areas. This analysis factors the sensitivity of NHL units and includes roadways, gantries, cranes, landscape features, open spaces and other key features to inform "recommended" and "not recommended" actions including Treatments to historic buildings and other actions pertaining to key features. This includes protection of Morton Field as a key feature. In contrast, "diversity" and the "ad-hoc development" arguments used in the Historic Guidelines are used to justify massive demolition in order to accommodate new construction. The argument is that the historic buildings targeted for demolition are just not important enough. There is no analysis of District characteristics. Contributors to NRHP District, unlisted support buildings associated with NHL Landmarks and "repetitive" resources are specifically targeted. On military bases, repetition is often a character-defining feature. Groups of nearly identical warehouses form unified, functionally related elements that, together, are more important than they are individually. Some of the Repetitive Resources are small garages and out buildings related to the Officer's Mansions. Each grouping of resources is important.

H.21

The Design Guidelines include methods for determining the project site for each resource or group of resources as required by the Ordinance Section 16.38.036. The methods are congruent with the Secretary of the Interior's guidance; however, the Commission disagrees with definitions of alternative project site examples shown for the Officer's Mansions. The Design Guidelines suggest that the site could be either the area from Walnut Avenue to the alley including the kitchen gardens or be limited to the formally landscaped areas. Since the

H.22



Commission and earlier public outcry objected to townhouses planned in the backyards of the Mansions as included in this Specific Plan, it should be clear that the site of the Mansion's includes all of the area used historically for each dwelling. In contrast, the Specific Plan shifts the responsibility for determining site to the Planning Manager.

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These Design Guidelines, prepared with the full involvement of the Commission with citizen input, meet the stated requirements for Project Guidelines outlined in the City's Ordinance Section 16.38.036. Since the Design Guidelines are the best tool to guide development on Mare Island and protect the integrity of the historic resources, it is unclear how the Commission will be allowed to use the Design Guidelines. If the Specific Plan and Appendix B-1 and B-3 are adopted, it appears that the Commission's role in decision-making will be more limited than it is today.

H.23

- 7. *The Discussion of Alternatives is incomplete.* The Preferred Alternative has changed very little from the earlier Specific Plan. The 1998 FEIR notes that there may be "some" demolition and "some" new construction even though it is clear that massive demolition of historic resources would be required. The supporting documents for this iteration of the Project attempt to circumvent CEQA by calling the demolition plan "Project Guidelines" and attempting to get the Commission to issue a blanket Certificate of Appropriateness that, under the MOA, would negate the need for CEQA review.

H.24

At the request of the Commission and the National Trust for Historic Preservation, an Historic Preservation Alternative was developed for comparison. The Planning Manager and City staff formulated this Alternative without allowing the Commission to provide input despite the Commissioners repeated requests to participate. This Alternative retains more of the historic resources by allowing larger historic buildings to be rezoned Residential. The Historic Preservation Alternative still requires demolition of 140 contributors and does not remove the "feasibility" and "deterrent" tests. Even so, the DSEIR states:

"D. Environmentally Superior Alternative

An EIR is required to identify the environmentally superior alternative from among the range of reasonable alternatives that are evaluated. The CEQA Guidelines require that an environmentally superior alternative be designated and states that "if the environmentally superior alternative is the "no project" alternative, the EIR shall also identify and environmentally superior alternative among the other alternatives.

H.25

Based on the review of the alternatives evaluated in this chapter, the Historic Preservation Alternative would be considered environmentally superior to the proposed project due to the reduction in significant impacts to cultural resources."

The City's Request for Developer Proposals limited the developer to 1,400 housing units, the number at the time of the transfer, and provision of 10,000 jobs in heavy industry to replace those lost by closure of the shipyard. The type of housing was not specified. So under the Agreements with Lennar Mare Island, most of the smaller units in the broad range of Federal

H.26

housing options available prior to the Transfer have already been demolished to allow construction of larger units targeted to the high-end market.

But the provision of a specific range of industrial jobs does not allow for a market driven response to identify the "highest and best" use for historic buildings that would justify rehabilitation. The URM brick shop buildings along the waterfront within the Shipyard NHL are particularly vulnerable. If these buildings remain zoned for Heavy Industry, they will be the first victims of the "feasibility" and "deterrent" criteria established in Appendix B-1 coupled with the special legislation allowing establishment of the Mare Island Redevelopment Area for economic reasons alone. If zoned for Mixed Use that allowed Residential, Live-Work or Tourist Serving Commercial, extensive seismic upgrades could be justified and the Shipyard would transition to a lively, trendy historic district that would draw tourism and create a cascade of economic opportunities.

H.26  
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A true Preservation Alternative would place the highest priority on preserving those historic elements that characterize each group of historic resources while allowing changes to occur in accordance with the Secretary of the Interior's Standards. Land Uses should be allowed to shift accepting that the type of jobs resulting might not be the same heavy industrial jobs as those when the shipyard was operating but cleaner Creative Class jobs. Mare Island will never again be a U. S. Navy shipyard. But it could be model for future base closures. The Design Guidelines prepared by Winter and Company dated June 2005 meet, with slight adjustments, all of the requirements of the Ordinance for Project Guidelines. The Design Guidelines require slight changes to make them stronger and more inclusive. Guidelines should be included for the removal of recently constructed, non-historic buildings that intrude on the historic scene and Recommended Actions modified to conform to the Commission's guidance not the City and the Developer's agendas. The Alternative implicit in the Design Guidelines must be included in the analysis of Alternatives.

H.27

Sincerely,



Judy Irwin, Architect

cc: Wayne Donaldson, FAIA, California Office of Historic Preservation  
David W. Look, FAIA, Deputy Lead of Cultural Resources, National Park Service  
Anthea Hartig, Regional Director, National Trust for Historic Preservation  
Cindy Heitzman, Executive Director, California Preservation Foundation  
Dave Manning, Vallejo Architectural Heritage Commission Chair

13 of 13

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## **RESPONSES TO LETTER H: JUDY IRVIN**

### **Response to Comment H.1**

The comment asserts that the proposed project requires a combined Environmental Impact Report (EIR), under the California Environmental Quality Act (CEQA), with an Environmental Impact Statement (EIS) under the National Environmental Policy Act (NEPA). Although the Mare Island National Historic Landmark and National Register Historic District are resources with National significance, the proposed project does not require review under NEPA, as noted in the SEIR (p. Intro.6). As stated on p. Intro.6, “implementation of the Mare Island Specific Plan would not entail any additional federal action requiring preparation of an Environmental Impact Statement (EIS) under NEPA that is not already covered by the 1998 EIS/EIR.” NEPA applies to actions by Federal agencies. Because no Federal agencies have jurisdiction to approve or disapprove the Specific Plan, NEPA is not applicable to the proposed project. Consultation with the National Park Service regarding the Historic Project Guidelines does not involve any formal approval action and therefore does not require preparation of an EIS. See also Response to Comment H.2.

### **Response to Comment H.2**

This comment relates to project compliance with the terms of the Memorandum of Agreement (MOA). It does not raise environmental issues under CEQA that require a response in this SEIR, however, a response is provided here for clarification.

The United States Navy, the Advisory Council on Historic Preservation and the California State Historical Preservation Officer entered into a Memorandum of Agreement regarding the Layaway, Caretaker Maintenance, Leasing and Disposal of Historic Properties on the former Mare Island Naval Shipyard, Vallejo, California on April 1, 1997 (MOA), as discussed in the Draft SEIR (p. Intro.3). Among other stipulations, the MOA provided that “when title to property located within the Mare Island Naval Shipyard Historic District is transferred from the Navy to a non-federal entity all undertakings affecting these properties will be administered exclusively in accordance with City codes and ordinances” (Stipulation 7.c).

The MOA was amended on May 18, 2000 to, among other matters, confirm that “the Navy has afforded the Council a reasonable opportunity to comment on the Undertaking, that the Navy has taken into account the Undertaking on historic properties, and that the Navy has satisfied its responsibilities under Section 106 of the National Historic Preservation Act, as amended, and applicable implementing regulations” (MOA Amendment). The MOA Amendment also provided that the City had complied with all of its obligations under the MOA such that the requirements

of the MOA “have also been completed.” Therefore, Section 106 requirements of the MOA have been completed and Federal involvement ceased as of 2000.

As required by the MOA, Project Guidelines are required to function as the development plan for Mare Island. The proposed Specific Plan, which includes the Historic Project Guidelines as an appendix and the Historic District Design Guidelines as an implementation document combine to serve this function. Copies of the MOA and MOA Amendment are available for review at the City of Vallejo Development Services Department, Planning Division office.

The MOA Amendment states:

The City has complied with paragraphs a., b., d., and f., of Stipulation 7 of the Underlying MOA to the satisfaction of the Navy, the Council, and the SHPO, and will continue to comply with paragraph e. of Stipulation 7.”

Paragraph e of Stipulation 7 Long Term Preservation Planning states:

The City shall apprise prospective Mare Island tenants and property owners of the financial tools and economic incentives that are available, including but not limited to the State Historic Building Code and federal and state tax incentives, for the preservation and adaptive rehabilitation of historic properties.

The Master Developer complies with this requirement through its leasing provisions. The MOA has been complied with to the satisfaction of all parties and the proposed project does not require preparation of an EIS.

### **Response to Comment H.3**

The bulleted points in this comment appear to be intended as comments on the proposed project itself, rather than on the adequacy of the SEIR. However, to the extent that these may be construed to offer additional alternatives and mitigation, each is treated as comment on the SEIR and is responded to below.

- a. Under the proposed project, the historic setting of the Officer’s Mansions along Walnut Avenue would be preserved. They would occupy deep lots (about 270 feet deep) to preserve the historic setting of their associated yards, landscaping and accessory structures, and to maintain physical and visual separation with new residential construction to the west.
- b. The proposed Specific Plan, Chapter 5.1 Transportation, states that “the transportation system should reflect the historic nature of Mare Island...Roadways should respond to right-of way constraints at historic buildings and should retain mature street trees where feasible. Roadways should be modestly scaled to encourage lower travel speeds and

pedestrian, bicycle and transit activity.” The proposed Street Cross-Sections in Appendix D to the proposed Specific Plan conform to this policy intent. Street and alleyway improvements in the historic core, including provision of sidewalks and curbs, are necessary to improve pedestrian safety and comfort. However, these would comply with the Historic District Design Guidelines to preserve the historic industrial character of the historic core. (See SEIR p. III.A.44.)

- c. Under the proposed project the primary rail and truck routes would continue to be Railroad Avenue, along historic and existing freight routes. Continued use of Railroad Avenue as the primary freight route was also envisioned under the 1999 Specific Plan. This street has traditionally carried train traffic and much of the heavy truck traffic on Mare Island. Streetscape improvements in the historic core would calm traffic, provide protections at railway crossings, and improve pedestrian safety and comfort, as suggested in the comment, while preserving the historic industrial character of the historic core east of Railroad Avenue. The comment offers no evidence that increased traffic under the proposed project would cause vibrations so much greater than occurred during the naval use of Mare Island that they would result in damage to unreinforced masonry buildings of the historic core. In any case, such buildings would be stabilized and reinforced as part of their rehabilitation and reuse under the proposed project. Recent vibration measurements indicate that nearby construction is not causing damage to the structure, as discussed in Response to Comment A.9.
- d. Construction of new roadways, where platted but not constructed, would not result in a significant impact to the District under CEQA. New roadways in the historic district are generally intended to continue the established street grid pattern, consistent with urban design policies of the proposed Specific Plan to enhance the visual and physical connectivity of the historic core with the rest of the island. These roadway improvements would be simple and functional in design and would not contribute to a false sense of historical development by addition of false historicizing elements and conjectural features.
- e. Traffic in the vicinity of St. Peter’s Chapel would increase under the proposed project. This comment presents no evidence that St. Peter’s Chapel or the Chapel Park Historic resources could be “materially impaired” by such increased traffic to cause a “substantial adverse change in the significance of an historical resource” as defined under *CEQA Guidelines* Section 15064.5. Street improvements around Chapel Park have been approved under the 1999 Specific Plan and are currently under construction. These improvements retain existing mature trees at the street perimeter of Chapel Park to preserve the historic setting of the Chapel. They also include a traffic roundabout at the intersection of Walnut Avenue and Azuar Drive to calm traffic and discourage truck traffic from using Walnut Avenue and Azuar Drive.



- f. Morton Field is not identified as a Contributing Resource under the National Register Historic District. The Mixed-Use land use designation, within Reuse Areas 2A, 2B, 3A, 3B, 4 and 8, under the proposed Specific Plan would allow neighborhood-serving commercial uses within convenient walking distance to new residential development.
- g. The proposed project includes demolition of some existing non-contributing buildings in the Historic District, and retention and reuse of others. As the comment notes, certain non-contributing buildings may detract from the historic character of the District, and their removal would be beneficial to the District resource. However, these intrusions are not the result of the proposed project. Their retention and reuse would not cause any new adverse impacts to the District resource, nor preclude their removal in the future.

#### **Response to Comment H.4**

This comment relates to the process by which projects have been approved under the 1999 Specific Plan and the 1999 CEQA Documents. It does not raise environmental issues about the proposed project under CEQA that require a response in this SEIR.

#### **Response to Comments H.5**

This comment relates to project compliance with the terms of the Memorandum of Agreement (MOA). It does not raise environmental issues about the proposed project under CEQA that require a response in this SEIR; however, a response to this comment is provided in Response to Comment H.2.

#### **Response to Comment H.6**

The comment states that the project requires consultation with the State Office of Historic Preservation and the National Park Service under the terms of the MOA. This comment does not raise environmental issues under CEQA that require a response in this SEIR. However, it should be clarified that consultation with the State Office of Historic Preservation and the National Park Service, regarding compliance with the MOA, is complete. See Response to Comment A.5.

#### **Response to Comment H.7**

This comment relates to the process by which roadway projects, currently under construction, have been approved under the 1999 Specific Plan and the 1999 CEQA Documents. The comment suggests that because the 1998 EIS/EIR provided review at a programmatic level, it cannot be used as the environmental information basis for recent decisions made pursuant to the existing 1999 Specific Plan. CEQA Section 21083.8.1(b)(2) and the *CEQA Guidelines* Section 15229(c) are special provisions, intended to streamline environmental review of base reuse projects. They

establish a presumption that actions implementing a reuse plan for which an EIR was certified are covered under the reuse plan EIR as part of a single base reuse project.

All public and private activities taken pursuant to or in furtherance of a reuse plan for which an EIR was prepared and certified pursuant to this section shall be deemed to be a single project. A subsequent or supplemental EIR shall be required only if the lead agency determines that any of the circumstances described in Section 15162 or 15163 exist.<sup>10</sup>

This provision generally allows base reuse implementation actions to proceed under a certified EIR for a reuse plan, avoiding additional project-level environmental review, provided that substantial revisions to the existing EIR would not be required. The provision also presumes the use of a Subsequent EIR, as has been prepared, to analyze changed circumstances and impacts of changes to a reuse plan.

To the extent that this comment may raise issues regarding project impacts of the proposed street framework and proposed roadway improvements on historical resources, this environmental issue is analyzed in the SEIR under Impact A.6, pp. III.A.44-48. This issue is also addressed in Response to Comment A.8. See also Response to Comment H.3b-H3f. Other issues raised in this comment are clarified below.

The comment asserts that the ongoing construction of these approved projects is damaging the Tiffany stained-glass windows of St. Peter's Chapel. A response to this comment is found in Response to Comment A.9.

The comment asserts that headlights from vehicles traveling around the traffic circle would "pan across the Tiffany windows during evening and night services destroying the contemplative feeling with strobe light effects." To the extent that this effect could occur, the comment offers no substantial evidence that it would result in a material impairment of the resource to constitute a "substantial adverse change" under *CEQA Guidelines* Section 15064.5(b).

### **Response to Comment H.8**

This comment relates to public notice and opportunity to comment on the proposed Specific Plan. It does not raise environmental issues about the proposed project under CEQA that require a response in this SEIR. However, it should be clarified that the proposed Specific Plan was released for public review in early June 2005, two months prior to the release of the Draft SEIR. Notices of the release of the proposed Specific Plan were placed in the *Vallejo Times Herald* and on the City's web site, and mailed to interested parties and neighborhood organizations.

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<sup>10</sup> *CEQA Guidelines* Section 15229(c).

**Response to Comment H.9**

Environmental review for the proposed project has met and exceeded the public notice requirements in CEQA and has proceeded according to the procedures of the Development Services Department.

A Notice of Preparation was prepared by City of Vallejo Planning Division, was posted on September 18, 2003, and was mailed to a list of interested persons. This Notice provided public notice that a Subsequent EIR was going to be prepared on the proposed Mare Island Specific Plan Amended and Restated, and notice of the date and location of a formal public scoping meeting. The public scoping meeting was held on October 2, 2003, attended by members of the public, including the author of this comment letter.

A Notice of Completion and Availability of the Draft Subsequent EIR was posted on the City's Website on August 10, 2005, and copies of the Notice were mailed by City staff to a list of interested persons and citywide neighborhood organizations. A public hearing was held by the Planning Commission on September 12, 2005 to receive oral comments on the Draft SEIR; notice of this public hearing was included in the Notice of Completion and Availability that was posted and was mailed to a list of interested persons.

Copies of these public notices and the lists of persons receiving mailed notice are available for public inspection in the Vallejo Planning Division offices at Vallejo City Hall.

**Response to Comment H.10**

There is no requirement that Draft EIRs be available for public review only during the typical school year. The public comment period extended through September 26, well beyond the standard summer vacation period. All appendices to the proposed Specific Plan, including the Historic District Design Guidelines by Winter and Co., were available for public review at the offices of the Development Services Department as part of the project file beginning in June 2005. Notices of the availability of the Specific Plan were mailed to a list of interested persons and citywide neighborhood organizations, including the author of this comment letter. In addition, a copy of the review draft of the Specific Plan document, without Appendices, was available on the City's Website beginning in June 2005. Due to the temporary closure of the Library, all documents, including the Appendices, were available for review at the Development Services Planning Division office. Copies of documents were loaned to the author of this letter.

**Response to Comment H.11**

See Response to Comment H.3a for a discussion of impacts to the Officer's Mansions.



**Response to Comment H.12**

As discussed above in Response to Comment H.9, environmental review of this project has met and exceeded public noticing requirements under CEQA.

**Response to Comment H.13**

As discussed in the SEIR (pp. III.A.21-29), Historical Resources under *CEQA Guidelines* Section 15064.5(a) include the National Historic Landmark and the National Register Historic District. They may also include individual Contributing Resources included in a local register of historical resources (Landmarks) under *CEQA Guidelines* Section 15064.5(a)(2), and individual resources considered by the lead agency to be “historically significant” (Notable Resources) under *CEQA Guidelines* Section 15064.5(a)(3). Both the historic districts and individual resources are assessed in the SEIR. See also Responses to Comments A.1, A.2 and A.4.

**Response to Comment H.14**

Detailed plans showing existing and proposed roadway conditions are included as Appendix D to the proposed Specific Plan. They are available for public review at the Development Services Department, Planning Division office, as part of the project file.

**Response to Comment H.15**

The comment asserts that the “DSEIR cites CPUC regulations as requiring setbacks from operational railroads as requiring demolition of adjacent historic buildings.” The SEIR makes no such statement. (See SEIR p. III.B.7-8. See also Appendix D, Table D-3.) Demolition of buildings is not among the needed railroad repairs identified for Mare Island in the proposed Specific Plan, Section 5.9.

As stated in the proposed Specific Plan (p. 83) the Historic Core, which encompasses the National Historic Landmark (NHL), is envisioned as a “visitor-oriented mixed use zone that celebrates Mare Island’s history through reuse of some of its most historic and attractive buildings.” As shown on SEIR p. III.A.20, no Landmarks within the NHL would be demolished under the proposed project.

**Response to Comment H.16**

The comment appears to refer specifically to the proposed extension of 7<sup>th</sup> Street between Railroad Avenue and Walnut Avenue. Building 103, a Notable Resource, is located within the proposed roadway. Building 103 would be relocated and reused for civic purposes. The

relocation of this Notable Resource would be subject to Architectural and Historic Landmarks Commission review and approval.

See Responses to Comments A.8 and H.3d regarding platted roads that were not constructed.

**Response to Comment H.17**

The City of Vallejo prepared a Citywide travel demand model after the 1998 EIR/EIS was finalized that includes intersections at I-80 ramps. The development program analyzed in the SEIR has about 2.9 million more square feet of non-residential development proposed than was analyzed in the 1998 EIR/EIS. Therefore, it is possible to have new traffic impacts at new locations compared to the 1998 EIR/EIS.

Pages III.B.13-14 of the Draft SEIR state that the 1999 Specific Plan included a southern crossing bridge, while the proposed Specific Plan does not include a new bridge. The southern crossing bridge included in the 1999 Specific Plan would have diverted traffic away from several of the locations where off-site impacts are currently identified. Page III.B.21 of the Draft SEIR states that the Future 2020 Baseline Plus Project scenario would generate approximately 43 percent more p.m. peak hour trips than the 1999 Specific Plan. These additional p.m. peak hour trips would contribute to additional off-site traffic impacts.

**Response to Comment H.18**

The comment asserts that the continued use of Railroad Avenue as the primary freight route under the proposed project would sever the historic core, present a hazard to pedestrians, and damage historic buildings. See Response to Comment H.3c.

The comment suggests particular uses for certain buildings in the Historic Core, including a hotel, a conference center and a performing arts center. Each of these uses would be consistent with the visitor-oriented destination envisioned for the Historic Core by the proposed Specific Plan. Although no such uses are currently proposed, the proposed Specific Plan would allow them as Conditional Uses, under the Mixed-Use land use category, if they are proposed in the future.

**Response to Comment H.19**

As discussed in the Initial Study (Appendix A to the SEIR, p. 22), the proposed Specific Plan includes a *Revised Predictive Archaeological Model* and an *Archaeological Treatment Plan* for Mare Island. The Revised Predictive Model identifies the location of, and describes the archaeological features that occur, or are likely to occur on Mare Island. The Initial Study found that implementation of the treatment measures called for under the Treatment Plan would reduce

potentially significant impacts of reuse and development under the proposed Specific Plan to a less-than-significant level under CEQA.

**Response to Comment H.20**

The Historic District Design Guidelines are proposed as part of the project. See Response to Comment A.7, which clarifies the purpose of the Historic District Design Guidelines.

**Response to Comment H.21**

This comment expresses concern for the proposed demolition under the proposed project. See Response to Comment C.2.

**Response to Comment H.22**

See Response to Comment H.3a for a discussion of impacts to the Officer's Mansions.

**Response to Comment H.23**

The Historic District Design Guidelines are proposed as part of the project. See Response to Comment A.7, which clarifies the purpose of the Historic District Design Guidelines.

**Response to Comment H.24**

The comment asserts that the proposed demolition under the project circumvents CEQA. The proposed demolitions of Contributing Resources under the proposed project are identified in the SEIR (pp. III.A.19-29) and their impacts are assessed under CEQA (pp. III.A.29-41). Any approval actions taken by City of Vallejo decision-makers will be based in part on the information in the SEIR.

**Response to Comment H.25**

There is no requirement in CEQA that public comment be offered on the features of alternatives established for review in an EIR prior to publication of a Draft EIR for public review. This comment correctly notes that the Preservation Alternative is identified in the SEIR as the Environmentally Superior Alternative. See Response to Comment C.5, which addresses the adequacy of the SEIR's analysis of alternatives.

**Response to Comment H.26**

This comment concerns the proposed redevelopment program. It does not raise environmental issues under CEQA that require a response in this SEIR. However, it should be clarified that the



brick shop buildings within the National Historic Landmark are within an area designated Mixed-Use to allow for a wide and flexible mix of residential, employment and visitor-oriented uses.

**Response to Comment H.27**

The comment offers a framework for a different Preservation Alternative than that analyzed in the SEIR. Although the SEIR Preservation Alternative is less protective of Contributing Resources than the scheme suggested by the comment, the Preservation Alternative analyzed in the SEIR satisfies the requirements of CEQA. As discussed in the SEIR, and in Response to Comment C.6, the SEIR analyzes a Preservation Alternative that would reduce significant impacts to historical resources to a less-than-significant level under CEQA, while attaining most of the City's reuse objectives.



**LETTER I**

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September 26, 2005

Brian Dolan, Planning Manager  
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**SUBJECT:** Mare Island Amended and Restated Specific Plan Project, Draft Subsequent Environmental Impact Report and Appendices.

As the Community Co-Chair of the Mare Island Restoration Advisory Board since May of 1994, I have taken a keen interest in all facets of the closure and reuse process for Mare Island Naval Shipyard, including the fate of the extensive and significant historical resources.

As the owner of a Colonial Revival home built in 1908 as housing for a shipyard worker's family, I am sensitive to the issues of preservation and committed to protecting the historical tie my home represents for the Island. My home is one of several hundred recently included in a National Register of Historic Places District.

After review of the current documents, I note that much of what I wrote in March of 1996, just before the completion of the 1996 FEIS/EIR to concerned members of our community, is still true today. At that time the City of Vallejo argued that they didn't want anything in the historic district that wasn't identified within the specific city designated "historic district" in the reuse plan. The city also argued that it did not want to consider the reuse of all historic properties that contribute to the National Historic Landmark which were subject to the national historic preservation act while under federal agency ownership. It resisted development of a local ordinance comparable to federal protective guidelines even while the Navy was charged with helping the city develop such an ordinance for the historic properties to form the basis of the programmatic agreement by the SHPO, City, Navy, National Park Service and the National Advisory Council. This Agreement with the City of Vallejo, was intended to establish adequate and legally enforceable restrictions and conditions to ensure long-term preservation of Mare Island's historic significance.

In 1996, the record of decision for the environmental documents was due to be signed, but the Naval Facilities Command was prevented from signing the transfer document without the Section 106 of the national historic preservation act process completed. That process



was stalled by two things: the city argued that it didn't have the staff or the money to consider historic properties in the reuse plan upon which the environmental documents were based and that it viewed the historic resources as an impediment to reuse.

At that time I wrote members of the community requesting letters from organizations and individuals stating their concern for the future of the National Historic Landmark properties, expressing their support for the historic district as described in the reuse plan plus the expanded boundaries of new national register district additions which the Navy had identified prior to closure, and stating their support for changes to the city's ordinance that would protect historic resources on Mare Island. To quote from that letter:

*"...Yet, this resource is in serious jeopardy. Why? Very simply put, because the City of Vallejo is not yet willing to apply the same city ordinance to Mare Island's historical resources that it has used to protect the two current historical residential districts in Vallejo. Why, you ask, again? Two reasons are given, as far as we can tell. One, is that they don't have the staff to implement the ordinance.*

*The second is that they don't want to consider any of the historical properties that aren't specifically spelled-out in the "historical district" developed as part of the conceptual reuse plan. The City does not believe that it is important that we look at all buildings listed to see if they can be reused, or that if they need to be destroyed, that we need assurances of good planning so that replacements are in keeping with rest of district. In fact, in the City's publication "The Mare Island News, dated Jan-Feb 1996 the City states "**... it is estimated that a significant percentage of the structures will be torn down because they are either not usable or are incompatible with the land use zones.**" (emphasis added)*

This same reticence to embrace the historic resources of Mare Island as an asset, but to rather view them largely as an impediment to a particular direction of development, is still apparent in the document(s) currently available for review.

The documents do not sufficiently evaluate the economic benefits of preservation, but, rather focus on the economic benefits of assimilation of the Island into the mainstream development look and feel of the greater Vallejo. Rather than recognizing and treasuring the charm, character and scale of the past uses, it seeks to obliterate in a planned action of demolition and dismissal—with the broad brush of public safety, job creation and economic recovery or stimulation as its basis without substantiating evidence that the plan will achieve those purposes.

As a certified tour planner and guide, I develop tour packages for visitors to the Bay Area from all over the world. I co-founded and coordinate the San Francisco Bay Flyway Festival now planning its 10<sup>th</sup> anniversary on Mare Island. For the 7,000 people who attend each year, some of the most popular features of the Festival are Mare Island's countless cultural and historic resources, many of which lie well outside the boundaries of the "historic district" of the reuse plan.



Unfortunately, although Mare Island is ranked well with all other historic military locations in the region as an attraction, it is significantly under-visited and will continue to be if the plans for demolition as described in this document are realized. Seventy percent of all travelers visit a combined natural and historic site. They actually are attracted to many of the features of Mare Island, which this document proposes to erase and sanitize. It is the whole of the historic place, its buildings—including latrines and bomb shelters—even if they are not actively used for their historic purpose; landscape—including trees—even if they are not the lollipop style trees of much of today’s developments; and plantings and other structures including sidewalks, railings and equipment such as retired cranes; that most tourists, recreationalists, and military and heritage enthusiasts are drawn to.

My comments are not made purely from the perspective of saving old buildings, but rather of protecting the integrity of an irreplaceable economic engine (to use an image of yesteryear) that has been woven into the social fabric of this community and region for 151 years and longer. We have received an inheritance that it is our duty to honor and develop in a way that benefits not just the development drivers of the moment, but for this generation and for those who visit, live, work and walk on Mare Island, after us. That is the purpose for my dedication to seeing the environmental cleanup of Mare Island proceed. Against all arguments to the contrary, I still believe that Mare Island has a bright future free of health threats from environmental contaminants and attractive on its own merit as the first Naval installation in the Pacific. Environmental cleanup, like historic preservation, makes reuse of what might otherwise be viewed as an unusable and unsightly blight possible.

It is because of my long-time commitment to Mare Island’s reuse by the broadest range of users, that I guard so religiously what is special about Mare Island, and abhor so, the short-term, short-sighted gain for a few. Even through useless and expensive demolition, which in a world all too familiar with shortages of many resources including building materials, doesn’t make good economic sense, either. If a building doesn’t have an immediately foreseeable use, using the limited business model on which this Project and its DEIR are predicated, then, land-banking should be considered as an option. The place we know as Mare Island, grew over time, and as needs changed, a plan was developed to accommodate them. So, reuse of this gold mine might take place. Sometimes resources are there, but there may not be the tools or technology, or it may not be the economic or social time to harvest the resource. Rather than apply this strategy to historic resources on Mare Island, for some odd reason, Vallejo and its developer seem to be stuck on “destroy it and they will come”. The city has tied the hands of the Commission that it has designated to take a lead role in preservation planning and enforcement necessary to protect the National historic asset.

The National Historic Preservation Act of 1966 was enacted to assure the protection of America’s historic heritage. Mare Island is an irreplaceable National treasure and, although the Standards promulgated in the Preservation Act allow for changes, demolition always has a negative impact and is certainly a consideration of last resort with only limited use. When the proposed Project is viewed in the context of the 1996 statements and actions of the City, as I described earlier in my letter, the proposed Project combined with the actions already



taken through the questionable use of the Programmatic EIR/EIS to move forward with significant infrastructure and redevelopment of portions of Mare Island in the absence of a guidance documents and procedures and without the substantial and substantive oversight by the Architectural Heritage and Landmarks Commission, represent what appears to be a concerted effort by the city and its developer to circumvent the intent and spirit of the Memorandum of Understanding the city entered into with the state and federal agencies in 1996 to protect the Mare Island National Historic Landmark and its national register districts, both designated and nominated.

1. ***The proposed Project requires a combined DEIR/DEIS.*** The current documents describe the importance of Mare Island as an historic resource. In 1975, portions of the Island were listed as a National Historic Landmark and, in 1997; the larger Mare Island Historic District was listed in the National Register of Historic Places. National Historic Landmarks are, by definition, the most significant places in American History. They illustrate and commemorate our collective past and help us to understand our national identity. NHL’s outstandingly represent and interpret the best and brightest facets of American history. Through these special places, Americans can better understand and appreciate the broad trends and events, great ideas and ideals and valuable accomplishments that are truly significant in American History. Mare Island is the first permanent U.S. Navy installation in the Pacific.

I.1

The National Register is a component of the National Historic Preservation Act of 1966. Guidance codified in 36CFR800 for the expressed goal to “identify historic properties potentially affected by (a Federal) undertaking, assess its effects and seek ways to avoid, minimize or mitigate any adverse effects”. Under Section 800.5 a 2, Adverse Effects include “transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property’s historic significance”. When Mare Island was transferred out of Federal ownership, the U.S. Navy, the President’s Council on Historic Preservation, the City of Vallejo, the State Office of Historic Preservation and the National Park Service entered into a Memorandum of Agreement to “establish adequate and legally enforceable restrictions or conditions to ensure long-term preservation” of the aspects of Mare Island’s historic significance in compliance with 36 CFR 800.

As a Certified Local Government under Section 101 c of the National Historical Preservation Act (NHPA) the City of Vallejo was required to amend its Architectural Heritage and Historic Preservation ordinance to ensure that the Vallejo Architectural Heritage and Landmarks Commission (AHLC) “continue in its role... increasing its area of responsibility” to listed historic resources on Mare Island. A requirement to prepare Project Guidelines is not a part of the MOA as stated in Appendix B-1 on page 2. The First Amendment, executed in 2000, accepted that the City’s Ordinance had been revised to the satisfaction of all signatories to the MOA.

I.2

The City of Vallejo's Ordinance describes the requirements and the process for the AHLC to fulfill their obligation under the MOA as follows.

**"Section 16.38.036 Project Guidelines**

- A. ***The Planning Manager shall develop Project Guidelines in consultation with the Commission.*** These Project Guidelines shall function as the development plan for the City of Vallejo Mare Island Historic District and shall provide specific and detailed standards for each contributing resource by providing recommended and not recommended actions in terms of alteration, new construction, demolition and relocation based on the Standards for Treatment and determine the project site for each resource or group of resources. These Project Guidelines shall include the existing designation status for each resource, including identification of those resources designated as City Landmarks. These Project Guidelines shall be developed in consultation with the Office of Historic Preservation and the National Park Service.
- B. The Project Manager shall complete the Project Guidelines within eighteen (18) months from the effective date of this Amendment (May 25, 2000). Upon completion, the Project Guidelines shall be reviewed programmatically as required by CEQA, and considered by the Commission for recommendation to the City Council as an amendment to the Mare Island Specific Plan.
- C. The Project Guidelines shall be used by the Planning Manager, Commission and other interested persons in the evaluation of projects involving contributing resources. The adoption of these Project Guidelines does not preclude the need for additional environmental review pursuant to CEQA for individual projects."

(Under Definitions (Section 16.38.032) "Project," means the "whole of any action related to new construction, alteration, relocation or demolition of a contributing resource or group of contributing resources".)

**"Section 16.38.040 Process**

- A. Environmental Review.

All projects are subject to environmental review to the extent required by CEQA prior to a decision being made on the Project. The Commission shall be consulted during the environmental review process for projects that have the potential for substantial adverse changes to contributing resources."

Appendix B-1: Historic Project Guidelines and Appendix B-3 do not meet the minimum requirements for Project Guidelines set forth in Section 16.38.036. These

I.2  
cont'd.



documents do not address all of the elements of the “Project”, provide specific and detailed standards for each contributing resource...by providing recommended and not recommended actions, nor does it define the project site for each resource or group of resources. Appendix B-1 page 2 omits the responsibilities established in the first and last lines of paragraph 1, Section 16.38.036 A.

Appendix B-1, called Historic Project Guidelines, focuses primarily on demolition and shifting the Commissions’ authority to the Planning Manager. If adopted, it would allow demolition of over 36% of the contributing buildings in the NRHP Historic District including 28 individually significant buildings through “mandatory” demolition permits issued by the Planning Manager alone without any further review by the Commission, the State Office of Historic Preservation or the National Park Service. In addition, special criteria are outlined on pages 75 and 76 that would allow a National Historic Landmark to be demolished if “it is not ‘feasible’ to preserve or restore it”. Individually significant historic buildings could be demolished if they are a “deterrent” to the successful reuse of Mare Island. These provisions, coupled with land uses for areas of the highly sensitive Shipyard NHL that focus on Industrial categories, without consideration of more suitable, fundable or compatible land uses, now that we have had 10 years to “test the viability” of the Industrial use scenario, almost assures additional demolition that will cause “substantial adverse changes” to the resource.

I.2  
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The Heritage and Landmarks Commission has been hampered in its ability to enforce the provisions of the 1996 MOA and the city’s Ordinance through a number of means. One clear example I am intimately familiar with has been the city’s overall coordinated oversight and the Commission’s oversight, specifically, of impacts to of one of the most significant and highly visible of the historic resources on Mare Island–St. Peter’s Chapel. Quoted below are excerpts from our July 2005 report: **St. Peter’s Chapel: A Historic Landmark in Jeopardy of Being Lost**

“The fate of the twenty-nine figurative stained glass windows is the most pressing concern we have at this moment. You will read in the reports that follow that the condition of the Chapel and its grounds directly and profoundly affect the health of its windows. Moisture, shade, drainage, age, structural materials, insufficient maintenance each play a part in determining the overall health of the Chapel and its windows. *Redevelopment must now be added to the list of dangers, because its effects will contribute significantly to the problems and deficiencies already suffered by the Chapel.* Building demolition, tree removal, road realignment and construction, building construction and truck traffic in proximity to the Chapel will all have impacts on it.

Because of their design, age, frequently poor maintenance, construction techniques and building materials used at the time they were built, historic buildings are especially susceptible to ground borne vibration resulting from demolition and construction activities. In a November 2003 letter to the City of Vallejo, the Western Office of the National Trust for Historic Preservation wrote in comments concerning environmental impacts of planned work on Mare Island, “ Located just feet away from truck traffic along Azuar Ave, St.

I.3



Peter's Chapel is one example of a historic resource potentially vulnerable to vibration damage, as evidenced by the recent discovery of cracks in the Tiffany stained glass windows." (Appendix 2) Yet, no specific steps have been developed to protect the windows during these activities. Who is responsible to see that the work is done with sensitivity to the Chapel and especially its windows? Who will be liable if damage does occur?

In addition to the play of factors described above and building movement resulting from natural causes, nearby redevelopment projects threaten the Chapel. Vibration from heavy trucks running on nearby Azuar Drive (the former Cedar Ave.) has surely added to the stress placed on the windows. As base-wide environmental cleanup, redevelopment related construction and heavy industrial operations proceed on Mare Island, truck traffic in proximity to the Chapel, will continue and even increase. Vibration from planned deconstruction of large nearby buildings will also put the windows at risk, the severity of which will depend on the methods of demolition employed. (See Appendix 2) Specific plans include the removal of large trees located near the Chapel for planned road realignment and substantial road re-construction surrounding the Chapel grounds and nearby intersections. A planned traffic roundabout near the Chapel, which will cause car lights to flash like strobe lights into the Chapel at night, redirection of one-way traffic and use of the alley on the northern perimeter of the Chapel grounds for significant traffic re-routing are examples of the heavy hand of the City's public works department in plans that seriously impact the Chapel, yet are not even brought to the oversight Commission for review.

Our concern is that the full impact of this heavy construction on St. Peter's Chapel has not been duly considered by the City's Commission that has oversight of Mare Island redevelopment. Plans for roadwork and demolition are brought before the City Commission without identification of specific potential impacts to the Chapel and descriptions of suitable alternatives or mitigation plans. In fact, it is our observation that alternatives are virtually never put forth. No public works components of the projects are reviewed or commented on by the Architectural Commission and they have no binding jurisdiction over this component of the Island redevelopment plans.

In our view, given this lack of sufficient oversight, the windows are threatened due to lack of coordinated consideration of the threats. We are not familiar with any special requirements or provisions to avoid or ameliorate these risks. We can only speculate how this impending crisis has come to be; it may be the result of the process of environmental impact review for the transfer of the Shipyard, in which a Programmatic Environmental Impact Report and Environmental Impact Statement was promulgated by the City of Vallejo and the U.S. Navy and approved with the provision for more specific project-by-project environmental evaluations or development guidance that have not adequately or fully come to fruition. For instance, there are no Project Guidelines that are required to be prepared with the consultation of the National Park Service and the State Historic Preservation Office. These guidelines would provide uniform planning parameters through which every project would be analyzed. As a result, the level of detail regarding impacts is not commensurate with the value of the historic resource.

The threat to the windows appears to be the result of uncoordinated environmental review, coupled with a lack of regular inspections by qualified specialists through either the City of Vallejo or its managing entity, the Mare Island Historic Park Foundation. The flaws appear to be in the overall process. The responsibility for protecting the Chapel and other historic resources is unclear. The developer owns the Chapel property, which is managed by the

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cont'd.



Historic Park Foundation under a long-term lease arrangement with the City, although the City doesn't currently own the property.

There is no pro-active plan to prevent damage to the windows or other elements of the building and there is apparently no mechanism in place to address any concerns as they develop. There is no published timeline of construction plans and the Foundation Board is given occasional, vague and generally dismissive reports by its officers when concerns are raised at its meetings. Members of the general public are even less informed concerning the plans of the City and its Master Developer partner, which may potentially cause significant and preventable impacts to the Chapel. No inspection program is in place; regular building inspections by the City no longer occur—a fact that was confirmed by City staff in December 2003.

Although the City of Vallejo promised to provide significant oversight in the terms of the 1996 Memorandum of Agreement(MOA) (Appendix 6) through its Architectural Heritage and Landmarks Commission, in fact, there seems to be no identified point of contact at the City and nobody who seems to be in charge of all activities related to the Chapel and there is no chain of responsibility in place. While there seem to be well-intended individuals serving on the Architectural Heritage and Landmarks Commission, it appears fairly lackluster in terms of its knowledge of or commitment to the protection of overall historic resources on Mare Island and the Chapel in particular. Many departments within the City share a role in decisions that directly impact the Chapel, yet, it is our experience that there is no coordination among departments. The Mare Island Conversion program in Economic Development manages the lease with the Foundation, while the Planning Department oversees redevelopment activities by the Master Developer and provides staff support for the Landmarks Commission. As noted earlier, regular inspections by the Building Department by qualified inspectors familiar with historic building codes, do not take place. The Public Works Department is responsible for new road design and construction and has no apparent accountability to the other departments. Now that Mare Island has a special services district, a component of which is a Landscape Maintenance District, even that office should be part of an overall City driven coordination effort. It is this lack of coordination by the City departments coupled with a lack of political will on the part of elected representatives and Foundation Board members to mandate preservation strategies for the Chapel, that poses the greatest threat to the Chapel at this time.”

I.3  
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On August 4, 2005, upon the recommendation of a sitting Commissioner, after having presented our report and expressed our concerns about continued appearance of new cracks in the Tiffany windows and the experience of the construction use of compaction equipment with vibration that we could feel inside the Chapel, several representatives of the Board of the Daffodil Tea Committee, a local non-profit organization which fundraises for and advocates the preservation of and restoration of St. Peter's Chapel, came before the Commission to express our concerns about the fate of the Chapel. While we were welcomed by the Commissioners, it appeared that our brief statement might not even be able to be heard by the Commission due to procedural issues raised by the staff, but eventually the Planning staff told the Chair that it was his call. After one individual made a brief statement and a Commissioner made a motion to agendize the topic, we expected that the topic would be agendized for the Commission's next meeting in two weeks time and that we would be able to

I.4



bring our concerns formally to the Commission. We have never been allowed to and now, nearly two months later, we have still not been allowed to give a presentation to the Commission, rather, the developer is only allowed to under the “Mare Island Update” section of the regular agenda. There is no mechanism for the public to bring up our concerns even during a public comment period, as that is only for issues not already agendized and since the Mare Island Update is a regular item on the agenda, we cannot bring anything related to Mare Island up again at the public comment period, yet, we are not allowed to give a presentation during the agenda.

At a previous Commission meeting, I, as a member of the public attended and was questioned about the purpose of my attendance by a representative of the developer. Although I did not speak, a number of Vallejo Chamber of Commerce members who had prior briefings by the developer, spoke out against the Commissioners, indicating that the Commission was obstructing development and seeking to undermine the Commission’s authority to oversee the historic resources on Mare Island. On the number of occasions that I have had to attend the Commission meetings, this has been the tone of both the developer and the Planning Department. I have observed that members of the Commission’s oft expressed concerns are summarily dismissed by the Planning Manager. For example, the development of Project Guidelines– which were to have been prepared and approved by the Commission as early as 1998 and are used to provide quite detailed guidance for the treatment of listed resources– although intended to be prepared under a grant from the SHPO with a specific SHPO staff liaison approved workplan, was later significantly changed when a consultant selected by the City of Vallejo prepared the document without input from the Commission. The Project Guidelines drawn up by this consultant have been brought to the Commission three times with City staff recommendations to approve the Certification.

The first version of the Project Guidelines listed demolition of a historic resource as a “treatment”. Demolition is never a treatment under the Secretary of the Interior’s Standards, yet, this consultant with apparent historic preservation credentials had inserted such language. In each case, the Commission denied Certification because extensive demolition of historic resources would result in “substantial adverse changes” with the finding that further analysis under CEQA would be required. So, not only is the Commission required to conduct its business without the full suite of documents that should have been in place by now, to underpin their decisions, it is receiving specious materials cloaked in credible format from the Planning Department and its consultants.

Staff recommendations to the Commission for Certificates of Appropriateness for demolition are based on programmatic environmental documents that intended a more specific Project detailed analysis. Construction schedules do not appear to be included in the Permits granted by the City. Rarely are mitigation scenarios presented to the Commission regarding construction activities and impacts, roadway and

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infrastructure realignments that destroy resources including trees and grounds, nor are alternatives or best construction management practices routinely, if ever, included for the Commission's discussion and decisions. Apparently, Certificates of Appropriateness approved by the Commission are not a part of the Building Permits so inspections do not include conformance to the Commission's conditions of approvals.

Using St. Peter's Chapel as an example, it is clear that the Commission has jurisdiction over the specific historic resources intended to be returned to the City of Vallejo upon completion of environmental cleanup, and which are managed for the city by its designee, but, changes made to the interior of the Chapel have not been brought before the Commission for Certificates of Appropriateness. Although the city has a long-term MOU with the managing entity, for 9 properties that contribute to the Landmark, none are routinely inspected by the Building Department or any other city representative to ensure compliance with the MOA of the city's own historic properties, nor are any status reports given to the Commission on a regular basis.

In the absence of Project Guidelines and instead, using the Programmatic environmental documents to broadly assess impacts to the historic resource, many activities have taken place on Mare Island that have or may contribute significant impacts to the resource with no mitigation or mechanisms even contemplated to avoid impacts even considered or brought before the Commission or the public bodies for which it has advisory authority. There are significant new roadways and roadway improvements and extensive new construction based on land use and economic decisions that do not take into account the legal requirements to protect the integrity of the historic resource. In addition, the Commission has not been allowed to participate in a decision-making role or provide guidance as required in the MOA and the Ordinance. Thus, "adequate and legally enforceable restrictions or conditions to ensure long-term preservation" for the aspects of Mare Island's historic significance have not been established. Consequently, the terms and conditions for the transfer of Mare Island from the U.S. Navy have not been completed and the U.S. Navy's continuing interest must be addressed through a combination DEIR/DEIS under NEPA.

2. ***The proposed Project requires consultation with the State Office of Historic Preservation and the National Park Service under NHPA Section 106.*** Compliance with the terms and conditions of the City's Certified Local Government Agreement is pivotal to the Mare Island MOA. One of the key findings of the MOA is that the City of Vallejo is a Certified Local Government (CLG) established under the authority of the NHPA. The CLG Agreement extends to all City Departments and affects all Federal Permits, Grants, Programs and entitlements including HUD Section 8 vouchers and Federal Highway monies. The City's Public Works Department has imposed roadway standards on Mare Island that affect the overall integrity of the historic resource. Despite continued requests from the Commission, the

I.4  
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I.5

I.6



transportation plan and roadway sections that require demolition of historic resources and modifications to the setting were never reviewed or approved by the Commission. Roadway and infrastructure improvements, including removal of massive trees that are part of the historic landscape are currently underway that are likely contributing to new and documented cracks in the Tiffany stained glass windows in St. Peter's Chapel. Even though the Commission has attempted to address concerns about the impacts of these activities to St. Peter's Chapel, its collection of Tiffany glass and the grounds—as have members of the public—including myself and numerous other members of the Daffodil Tea Committee, no discussion about possible traffic rerouting or roadway improvements in order to protect historic resources was allowed to take place. The Public Works Department's position is that the Commission does not have jurisdiction over roadways or infrastructure within the historic districts. As a result of what appears to be a poorly thought out or inadequate workplan, construction work that has taken place within a few feet of the Chapel grounds has not taken advantage of best construction management practices nor have any mitigations been contemplated or conditioned.

Since the Commission's authority and responsibility for the protection of historic resources have been circumvented, the terms and conditions for the transfer of Mare Island from the U.S. Navy have not been completed, NHPA Section 106 still applies. This requires consultation with both the State Office of Historic Preservation and the National Park Service for those actions that impact National Historic Landmarks.

Since the analysis of infrastructure improvements was undertaken programmatically and the Commission has not been afforded the opportunity to comment or review specific elements except to issue Certificates of Appropriateness for demolition or destruction of historic resources necessitated by specific alignments, all of the undertakings that are a part of this Project including new roads including roads planned historically but never constructed, parking lots, widening of historic roads, removal or alteration of historic landscaping, new sidewalk and bikeways, traffic lights, traffic noise, ground borne vibrations and traffic routing plans must be analyzed in this Amended and Restated Mare Island Specific Plan DEIR.

The construction of a major traffic circle immediately south of St. Peter's Chapel now underway are causing ground borne vibrations that are damaging the chapel and its priceless collection of Tiffany windows. The Chapel setting has been damaged by roadway and infrastructure "improvements" completely surrounding Chapel Park. Lights from vehicles traveling north around the traffic circle will pan across the Tiffany windows during evening and night services destroying the contemplative feeling with strobe light effects. Mitigation measures are required.

One of the stated Changed Circumstances in the Amended and Restated Mare Island Specific Plan is that Land Use on Reuse Area 10 from Residential to Industrial is required due to the Public Trust uses which comply with the State Lands

I.6  
cont'd.



Commission’s policy on suitable public trust uses of land under their purview. The sensitivity of National Historic Landmark elements in and adjacent to this parcel should elicit a similar protective response. Yet, there is no discussion of the impacts to the historic resources of this land use change.

I.6  
cont'd.

Since extensive demolition of historic resources is being justified by Land Use and Transportation decisions analyzed only on a Programmatic level in the 1998/1999 FEIS/EIR, “Project Guidelines” meeting the requirements of the City’s Ordinance have not been prepared and the responsibility of the Commission has been thwarted by the Planning Department, these elements must be further analyzed at a Project level in this document.

3. **The data sets included in the DSEIR are incomplete.** Historic resources are not specific buildings, as indicated in the Appendix B-1: Project Guidelines, but two types of historic districts. Everything within the Districts that contributes or does not contribute to the integrity of the setting must be factored.

I.7

The roadway sections in the DSEIR do not show the historic roadway and existing historic landscaping profiles. The DSEIR cites CPUC regulations as requiring setbacks from operational railroads as requiring demolition of adjacent historic buildings. The DSEIR should take into account protection of key historic buildings within the Shipyard NHL as a first priority and adjust service, gauge, operation or land use as necessary.

I.8

I.9

One of the key policies of the Reuse Program is to “Protect and enhance Mare Island’s attraction to tourism and thereby economic development. Yet the Shipyard NHL historic core is severed by an arterial carrying heavy truck traffic and an improved railroad from the heavy industrial areas to the south. The Historic Core was identified early on for rehabilitation of historic buildings to foster tourism and increase visitation to the City of Vallejo. It was envisioned as a pedestrian oriented promenade. In addition to having the potential to damage sensitive brick shipyard buildings, heavy truck and rail traffic would be dangerous to pedestrians. Since the Residential Parkway has been constructed only to accommodate cars, land uses in Area 5 should be adjusted from Heavy Industry to Research and Development or another less intensive use so that the historic core transition into a tourist serving area.

I.10

4. **The Discussion of Alternatives is incomplete.** The Preferred Alternative has changed very little from the earlier Specific Plan. The 1998 FEIR notes that there may be “some” demolition and “some” new construction even though it is clear that massive demolition of historic resources would be required.

I.11

Now that the former military base with its industrial component, has closed and nearly 10 years of a test of the industrial model has had an opportunity to be considered, this document should have analyzed other possible land use designations and provided justifications for the current preferred alternative based on actual demand for that use. The provision of a specific range of industrial jobs does not allow for a market driven response to identify the “highest and best” use for historic buildings that would justify rehabilitation. The brick buildings along the waterfront within the Shipyard NHL are particularly vulnerable. If these buildings remain zoned for Heavy Industry, they will be the first victims of the “feasibility” and “deterrent” criteria established in Appendix B-1. If zoned for Mixed Use that allowed Residential, Live-Work or Tourist Serving Commercial, extensive seismic upgrades could be justified and the Shipyard would more likely transition to a historic district that would draw tourism and create a sound and diverse business base of economic opportunities.

I.11  
cont'd.

A true Preservation Alternative would place the highest priority on preserving those historic elements that characterize each group of historic resources while allowing changes to occur in accordance with the Secretary of the Interior’s Standards. Land Uses should be allowed to shift accepting that the type of jobs resulting might not be the same heavy industrial jobs as those when the shipyard was operating but allow for the creation of other non-industrial model jobs. Recommended Actions should be modified to conform to the Commission’s guidance and to reconsider land uses on which the Restated and Amended Specific Plan is based.

I.12

Thank you for the opportunity to review and comment on this document.

Sincerely,

Myrna Hayes

cc: Wayne Donaldson, FAIA, California Office of Historic Preservation  
David W. Look, FAIA, Deputy Lead of Cultural Resources, National Park Service  
Dave Manning, Vallejo Architectural Heritage Commission Chair

## **RESPONSES TO LETTER I: MYRNA HAYES**

### **Response to Comment I.1**

This comment asserts that the proposed project requires a combined DEIR/DEIS. A response to this comment is found in Response to Comment H.1.

### **Response to Comment I.2**

This comment relates to project compliance with the terms of the Memorandum of Agreement (MOA). It does not raise environmental issues about the proposed project under CEQA that require a response in this SEIR.

### **Response to Comment I.3**

This comment expresses concern for the Tiffany stained-glass windows of St. Peter's Chapel. See Response to Comment A.9.

### **Response to Comment I.4**

This comment relates to project compliance with the terms of the Memorandum of Agreement, the process by which projects have been approved under the 1999 Specific Plan and the 1999 CEQA Documents, and the public review process for earlier drafts of the Historic Project Guidelines. It does not raise environmental issues about the proposed project under CEQA that require a response in this SEIR.

### **Response to Comment I.5**

The comment states that the project requires consultation with the State Office of Historic Preservation and the National Park Service under the terms of the MOA. This comment does not raise environmental issues under CEQA that require a response in this SEIR. However, it should be clarified that consultation with the State Office of Historic Preservation and the National Park Service has been ongoing. See also Responses to Comments A.5 and H.2.

### **Response to Comment I.6**

See Responses to Comments A.9 and H.7.

### **Response to Comment I.7**

See Response to Comment H.13.



**Response to Comment I.8**

See Response to Comment H.14.

**Response to Comment I.9**

See Response to Comment H.15.

**Response to Comment I.10**

The comment asserts that the continued use of Railroad Avenue as the primary freight route under the proposed project would sever the historic core, present a hazard to pedestrians, and damage historic buildings. See Responses to Comments H.3c and H.18.

**Response to Comment I.11**

See Responses to Comments H.24 and H.26.

**Response to Comment I.12**

See Response to Comment H.27.



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LETTER J

Sept. 2, 2005

City of Vallejo  
Development Services Department, Planning Division  
555 Santa Clara Street- PO Box 3068  
Vallejo, CA 94590

Re: Mare Island Amended and Restated Specific Plan Project  
*Draft Subsequent Environmental Impact Report*

When I attended meetings on this project, I was assured that the truck route will remain on Sacramento Street. On page III.B.9-10, Mare Island Way is listed before Sacramento Street. I assume that relates to traffic heading to Curtola Parkway, but Curtola Parkway is not listed. Why? As Hwy 37 nears completion of the present phase, and "Sacramento Street between Tennessee Street and SR 37" is listed for freight, why are there such huge potholes on Sacramento St. near Gordon, Redwood, and nearby?

J.1

Why is "Wilson Ave. N. of Tennessee" in Table III.B-2, but not Sacramento Street North of Tennessee.? It looks as if Sacramento Street belongs there, but was left out of the study because you expect the traffic to use Wilson Ave, including freight. Will there be a weight limit on Wilson Ave?

J.2

On table III.B-6, again, clearly missing are intersections on Sacramento St, especially between Tennessee and SR 37. Is that because you do not plan to route freight traffic there? It is scary to see that the first Off-Island intersection is "6. Wilson St. & SR37 EB ramps, and I notice the LOS is F and delay is 764 for existing plus project. This is unacceptable.

J.3

Noise is not completely evaluated because of omissions related to Sacramento Street; however they appear to be above tolerance for River Park Area. How do you back up the statement on III.D.12 "This would be a significant impact warranting additional mitigation. Increased noise levels in River Park north of the Causeway would only occur within 50 feet of the roadway, and would not significantly affect the majority of the Park."? *What about noise from Mare Island and along Wilson affecting the Park and residents of Vallejo Heights?*

J.4

In Table I.1: Summary of Impacts and Mitigation Measures [relation to use of water sources], it is stated that "The City will study effects of the pipeline alternative in more detail as part of its environmental review of use of Lake Curry water." *I would expect such a major water plan would be more carefully studied at this stage.*

J.5

*I am very concerned about the implications of re-zoning the entire southern portion to allow for the possibility of dredging or other heavy industrial uses in a small portion. Leave the existing zoning and only re-zone if a specific portion is needed for heavy industry in the Southern Portion.*

J.6



Karen Wilson pg. 2  
Mare Island amended and Restated Specific Plan Proj  
DSEIR

The mitigation measure of expanding Napa River Bridge from 4 to 6 lanes will not necessarily bring significant impacts of traffic, noise, and air quality to acceptable levels. I believe you need to re-evaluate transportation in a realistic way and then assess related impacts.

J.7

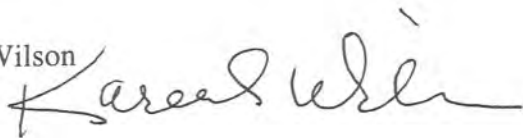
On-island, this project invites futuristic ideas such as de-salinization, alternative energy, non-petroleum transportation due to its geographical compactness. It certainly appears to have a high wind resource. It is surrounded by water, yet a giant pipeline is proposed to supply water. It is long and narrow and seems to lend itself well to an easily designed transportation system. Even if freight does not arrive by rail, could containers be placed on rail once on the island? The rails are already in place.

J.8

Please add me to your list regarding further developments.

Sincerely,

Karen S. Wilson



## RESPONSES TO LETTER J: KAREN WILSON

### Response to Comment J.1

Curtola Parkway is also a designated truck route in the City of Vallejo. The Draft SEIR inadvertently omitted Curtola Parkway from the list of streets. The list on pp. III.B.9-10 is revised to add Curtola Parkway, as shown below (revisions are underlined):

The City of Vallejo designates truck routes on the following roads:

- Interstate 80
- Interstate 780
- State Route 37
- Mare Island Way
- Sacramento Street between Tennessee Street and SR 37
- Sonoma Boulevard
- Broadway between Tennessee Street and SR 37
- Columbus Parkway
- Curtola Parkway
- Lemon Street southwest of Curtola Parkway
- Benicia Road
- Tennessee Street west of Admiral Callaghan Lane
- Railroad Avenue
- G Street
- Azuar (formerly Cedar) Street north of G Street

### Response to Comment J.2

The City of Vallejo selected specific street segments for analysis based on the results of prior studies of Mare Island access. Wilson Avenue was identified as a potential impact area for automobile traffic, but with a 3-ton limit, it is not designated as a freight route. Freight traffic to and from Mare Island would be expected to primarily use SR 37, with possible local use of Tennessee Street or Mare Island Way, depending on potential truck traffic restrictions on the Mare Island Causeway. Sacramento Street was not identified as and is not expected to be a primary through route for traffic to and from Mare Island. The Draft EIR for the Draft Downtown Specific Plan and Virginia Street Development (City of Vallejo, May 13, 2005) evaluated 2020 cumulative traffic conditions with future traffic growth including the Waterfront Plan, other potential development to 2020 under the City of Vallejo General Plan, and the proposed Mare Island Specific Plan, plus potential additional traffic generated by the Reuse Area 1A Increased Development Alternative (Alternative C in the Mare Island Draft SEIR). The Downtown Plan DEIR evaluated traffic impacts at the intersections of Sacramento Street with Tennessee Street, Capitol Street, Virginia Street, York Street and Maine Street (Downtown Plan DEIR, Table 4.3-14, p. 196). The intersection of Sacramento Street and Tennessee Street would

operate at LOS B with 2020 cumulative traffic. This indicates that the Mare Island project would not contribute to significant traffic impacts on Sacramento Street north of Tennessee Street.

**Response to Comment J.3**

The LOS F conditions would only exist with the current unsignalized intersection. Page III.B.15 of the Draft SEIR states that the City of Vallejo is implementing a Transportation Impact Mitigation Fee which will provide a funding mechanism for the installation of a traffic signal. Table III.B-8 on p. III.B.34 indicates that, with 2020 future baseline traffic growth plus the Mare Island project and installation of a traffic signal, the intersection of Wilson Street and SR 37 EB Ramps will operate at LOS B during the a.m. peak hour and LOS D during the p.m. peak hour.

**Response to Comment J.4**

Because significant traffic noise increases would not occur throughout River Park, and passive recreational activities that would be most sensitive to increased noise are less likely to occur immediately adjacent to the Mare Island Causeway roadway, the substantial noise increase was not identified as affecting the entire park or the usability of the park. Traffic-generated noise was not quantified along Wilson Avenue because the increase in numbers of vehicles using Wilson Avenue with the proposed project and cumulative growth would be less than 50 percent, which would not result in a noticeable increase in noise. Traffic volumes must double (increase by 100 percent) to cause a noticeable increase in noise levels of about 3 dBA.

Noise from industrial activities on Mare Island is expected to occur mainly in Reuse Area 10A, with some potential increase in Reuse Area 5; this noise is not likely to be greater than the industrial noise that was generated by Navy activities when the military installation was in full operation. Increased noise from industrial activities is more likely to affect existing and potential residential and educational uses on Mare Island, as identified in Impact D.4 on pp. III.D.8 and III.D.9 of the Draft SEIR, because those uses would be closer to the noise source than uses across the Mare Island Straits.

**Response to Comment J.5**

As explained in the Draft SEIR main text on pp. III.E.7-11, the Water Supply Assessment for Mare Island (provided in Appendix E) shows that the City has sufficient water supply for future growth throughout Vallejo, including that expected on Mare Island, in normal and single dry years. In multiple dry years, if a shortfall were to develop, conservation measures would provide mitigation without the use of water from Lake Curry (see Mitigation Measure E.3a on p. III.E.9). Therefore, there is sufficient time for the City to more fully explore options for using Lake Curry water without a detailed analysis in the Mare Island and Restated Specific Plan Project SEIR. In



light of the City's obligation to adopt conservation measures consistent with those set forth in the draft Water Contingency Plan, Lake Curry water supplies are not required to assure a sufficient water supply for the project and, therefore, construction of the Lake Curry pipeline need not be analyzed in the SEIR. However, impacts associated with such construction are considered on a programmatic basis on pp. III.E.10 and III.E.11 of the Draft SEIR.

**Response to Comment J.6**

No areas are proposed for rezoning in the proposed Specific Plan, and therefore no rezoning was analyzed in the Draft SEIR. As noted in the proposed Specific Plan text on p. 17 "...the Specific Plan Area is zoned MUPD (Mixed Use Planned Development) and RC (Resource Conservation in the City of Vallejo Zoning Ordinance." These designations are not proposed to be changed. Figure 1.6 in the Specific Plan may have been confusing to some readers, as it indicates that a Zoning Map Amendment is proposed; no amendment is proposed, and this figure in the Specific Plan will be revised.

**Response to Comment J.7**

Expanding the Napa River Bridge is listed as a mitigation measure for impacts to the eastbound segment of State Route 37 east of Mare Island (see p. III.B.39). This expansion is not assumed to occur in the analysis of traffic impacts on roadway segments discussed on p. III.B.39 and shown in Table III.B.9 on p. III.B.40 that reports the results of the analysis of cumulative traffic impacts. As stated on p. III.B.39, no funding source has been identified for Mitigation Measure B.10, and therefore the impact to the roadway segment is found to be significant and unavoidable.

**Response to Comment J.8**

Desalinization of Bay water was not identified as a potential mitigation measure for water supply because there would not be a shortage of water in normal or single dry years, and therefore there was no need for an increase in the daily supply of potable water, and because more energy-efficient mitigation measures were identified to resolve potential water supply shortfalls if they occur in multiple dry years in the future. Any new water supply pipeline to Mare Island would result in less long-term energy consumption than would operation of a desalinization facility. Conservation would mitigate water supply shortfalls in multiple dry years without the need for a pipeline from Lake Curry to the City's main water treatment facility, if the comment is referring to that potential pipeline rather than a water supply pipeline from the Mainland to Mare Island.

Because the project would not be expected to result in unusual demands for power or energy, or to use energy in a wasteful manner, no mitigation measures such as windmills were identified. If

a developer wished to install wind generators, the information in the Draft SEIR would not preclude this use, but additional feasibility studies and CEQA review would be necessary.

The proposed Mare Island Specific Plan includes alternative transportation options (see pp. III.B.31-32). Bicycle paths would be added, pedestrian-friendly improvements are proposed, and mixed residential/commercial/office uses are encouraged in the Historic Core, enabling residents and employees to walk rather than drive to services.

Rail freight service is still available on Mare Island. The SEIR identifies improvements needed in the rail right-of-way for it to continue to be used (see p. III.B.33).

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**LETTER K**

Sept. 6, 2005

City of Vallejo  
Development Services Department, Planning Division  
555 Santa Clara Street- PO Box 3068  
Vallejo, CA 94590

Re: Mare Island Amended and Restated Specific Plan Project  
Draft Subsequent Environmental Impact Report

I wrote another letter regarding some of my specific concerns, but feel compelled to add this important overall comment.

The purpose of an Environmental Impact Report is to report on the evaluation of various alternatives. It seems the only alternatives presented were the required "no action" and an alternative that has to do with historical buildings.

What about comparing a de-salinization plant to piping water from Lake Curry? The Report does not reflect enough analysis of the chosen alternative that it does propose of piping water from Lake Curry, stating, "The City will study effects of the pipeline alternative in more detail as part of its environmental review of use of Lake Curry water." This does not provide assurance that the water supply will be available for the project and it cannot be done without water.

What about evaluating alternatives to lower noise and increase air quality? Alternatives to traffic routes, especially the use of Sacramento Street, is not properly evaluated (please see my letter dated Sept. 2, 2005).

Also I would like to see alternatives that provide the least amount of light reflection on various Off-island sites.

What about various zoning proposals, rather than a blanket change for the Southern portion, with alternatives of only certain portions changed to allow for heavy industrial uses. The proposed change is not justified or necessary or acceptable.

Please provide evidence that more alternatives were considered. Comply with CEQA and its purpose.

*Also, we need assurance that more Tiffany windows do not break due to construction near St. Peter's Chapel.*

Sincerely,  


Karen S. Wilson

K.1

K.2



**RESPONSES TO LETTER K: KAREN WILSON**

**Response to Comment K.1**

The “alternatives” suggested in this comment generally relate to single issues such as water supply or noise impacts and are more appropriately characterized as potential mitigation measures than substantial changes to the proposed Specific Plan and development program analyzed in the Draft SEIR as the proposed project. The SEIR alternatives include implementing the existing 1999 Specific Plan, resulting in development of substantially less residential space and reducing traffic impacts; and revising the proposed project to retain considerably more historic buildings, reducing impacts on cultural resources. CEQA does not require that alternatives be presented that reduce all identified significant impacts. See also Responses to Letter J regarding noise, water supply, rezoning, and alternative transportation modes.

**Response to Comment K.2**

See Response to Comment A.9 regarding the Tiffany windows in the chapel.

## **PUBLIC HEARING COMMENTS AND RESPONSES**

A public hearing on the *Mare Island Amended and Restated Specific Plan Project Draft Subsequent EIR* was held on September 12, 2005. Two commentors spoke, and their remarks, shown below, are excerpted from the City of Vallejo Planning Commission Special Meeting Minutes from the hearing. The entire Special Meeting Minutes can be reviewed at the Planning Division offices in City Hall, 2<sup>nd</sup> floor. Responses to these comments begin on p. III-105.

### **L. Ken Brown, Sierra Club**

“I was wondering why the EIR did not address zoning changes within the Regional Park, and the impacts associated with that. . .

“In the Specific Plan it states that Regional Park will be changed to a MUPD. It is in the Amended and Restated Plan. . .

“I have written comments which I will submit in response to that. I don’t know if you want to hear them tonight or have them submitted. I would like to say that if the Regional Park zoning is changed to MUPD that will allow dredging operations along Pier 34 which will impact nesting sites to Osprey and Great Blue Heron during their nesting season. Sierra Club is proposing that instead of changing the zoning to MUPD to keep is zoned for regional park/open space and to consider a zoning variance to allow for the dredging operations there. I think those impacts need to be addressed in the Final EIR as well as possible impacts to historic buildings A1, which is the building that is right next to Pier 34. Also how the commercial dredge operations may impact these structures. If the Planning Commission is interested Sierra Club is leading a hike there this Sunday at 1:00 pm if you would like to come out and see that area. We will submit comments to the EIR by the deadline. Is the deadline for comments to the Specific Plan different from this deadline? . . .

“These comments are more in relation to the Specific Plan. I am going to address some specifically to the EIR. . . .”

### **M. Commissioner McConnell, City of Vallejo Planning Commission**

“I think we are all in favor of seeing Mare Island developed and opened for jobs. The economy in this City needs it. When I listen to this report it kind of depresses me. It scares me. We are talking about a considerable escalation in the number of houses, the amount of space being developed, employment pursuits; a considerable impact over what we had before. I am concerned that maybe we are surpassing the ability of the City and the land to accommodate all of these desires. When I look at the impact on traffic I am concerned about evacuation. I am

concerned about the increased noise which was already a consideration as it impacted on Parcel A on the Waterfront. I am concerned about the air pollution that is going to be increased and its impact on asthma. I hear demolition, demolition, demolition and I am concerned about the criteria that we are going to be utilizing or establishing beforehand that will decide what demolition will take place. I hear cultural resources but I do not see anything in here about the Rodman Theater. It interacts with the rest of the City of Vallejo which is considering a performing arts center, the Empress Theater, the Vallejo Music Theater and Mira. There are four theaters on the mainland, if you will, and the Rodman could become a culturally significant resource as well. I am not sure a City of this size can support five theatrical venues. I am concerned about the energy impact we might have as we are past the breaking point on foreign oil and how that related to heating the buildings and windows and energy conservation. I think these need to be addressed more carefully, maybe, than we have already. Those are my thoughts. Those are the issues that I would like to see included, especially I am concerned with the evacuation routes. This is not a new issue but maybe we are supposing what we can handle with this added girth we are adding. I am wondering how much is maybe too much. When I look out at the room tonight it is like Wednesday night prayer meeting. There is nobody here except the choir members. This issue has not been raised to the level of public awareness yet, that I can see. Yet we are closing public comments on September 26, 2005. This is right around the corner. We are going to have to look to you as the experts to make certain this is all addressed. One of the things that concerned me on the Specific Plan was the lack of addressing bicycle routes across the causeway. I know you can ride your bicycle out there but if we want to encourage pedestrian traffic and non-vehicular use I think we need to give thought to maybe a better bicycle route. Those are my observations. Thank you.”



**Response to Comments L.1: Ken Brown, Sierra Club**

The Draft SEIR does not address any zoning changes because none are proposed. As explained in Response to Comment J.6, the zoning map in the Mare Island Specific Plan may have been confusing to some readers, but it was not intended to identify proposed changes in zoning on Mare Island.

Building A1 and Pier 34 referred to in the comment are not part of the proposed development project addressed in the Draft SEIR; they are part of the *Reuse of the Mare Island Dredged Material Disposal Ponds as a Confined Upland Dredged Material Disposal Facility EIS/EIR*.

No further comments were received from Mr. Brown or other Sierra Club representatives on the Draft SEIR.

**Response to Comments M.1: Commissioner McConnell, City of Vallejo Planning Commission**

The proposed Mare Island Specific Plan that is analyzed in the Draft SEIR does not include any increase in the number of dwelling units compared to the 1999 Specific Plan. Both include 1,400 residential units, which would not result in an increase in the on-island resident population.

The Draft SEIR Section on Transportation identifies considerable congestion at several intersections on Mare Island and on the Mainland as a result of growth both on Mare Island and throughout Vallejo and the region. The Draft SEIR also identifies mitigation measures for many of those congested intersections. Evacuation of all or part of the Island would be a very unusual circumstance that would certainly not be a typical scenario analyzed in an environmental impact report. It is not clear that a disaster such as an earthquake would require evacuation. If evacuation were necessary, many employees and/or residents would likely be transported by water rather than by car, since water access would be readily available in an emergency situation.

Traffic-generated noise impacts to parcels near the Mare Island Causeway are discussed on pp. III.D.10-14 in the SEIR. Mitigation Measure D.5.d.1 in the SEIR is similar to that identified in the Waterfront EIR to reduce potential noise impacts at the planned residential development south of the causeway.

Increases in air emissions are discussed in the Draft SEIR on pp. III.C.10-15. No significant increases in carbon monoxide emissions are identified. Mitigation measures are listed for diesel emissions from industrial uses. Traffic-related emissions from increased development are described on pp. III.C.10-13, and are identified as significant and unavoidable. As noted on p. III.C.11, emissions when the shipyard was in operation were substantially higher than those predicted to result from development under the Mare Island Specific Plan.

Impacts to historic architectural resources are discussed in SEIR Section III.A, Historical Resources. The Rodman Center (Building 545) would be retained and reused for Civic/Educational use under the proposed project. The question of whether Vallejo can support five theatrical venues is an economic issue; CEQA does not require that economic issues be addressed in an EIR.

There is no evidence that excessive energy use would occur with development on Mare Island. Title 24 of the California Code of Regulations includes insulation standards for new buildings to reduce energy demand, and new buildings on Mare Island would be required to meet these standards.

See Response to Comment H.9 for information about public notices of the availability of the Draft SEIR and the public hearing held on the Draft SEIR by the Planning Commission. The public comment period was 47 days, meeting the requirement in CEQA for a 45-day public comment period.

As discussed on pp. III.B.22-23, the Mare Island Specific Plan includes provisions for new bicycle paths and would encourage bicycle use. There is bicycle access to the Mainland on the Mare Island Causeway. No significant impacts to bicycle use were identified in the SEIR.

The Draft SEIR includes analysis of alternatives with less development, including implementation of the existing 1999 Specific Plan and a Preservation Alternative. These alternatives may address some of the Commissioner's concern regarding the added development on Mare Island.

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## IV. STAFF-INITIATED TEXT CHANGES AND ERRATA

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The following text changes are identified for the Draft SEIR. These text changes are called for to clarify, update, or correct information presented in the Draft SEIR. These text changes do not change the analysis or conclusions of the SEIR. Changes are presented by chapter, with existing text ~~struck through~~ and new text underlined. Revisions to mitigation measures described below are also made to Table V.1, Summary of Impacts and Mitigation Measures, on pp. V-7-V-29 of this Final SEIR document.

### Introduction

The second sentence of the paragraph under the heading “1975 National Historic Landmark Designation” on p. Intro.2 is revised as follows:

The NHL listing consists of four distinct areas with a combined area of about 150 acres, and encompassed ~~50~~ 53 buildings and features (of which ~~42~~ 50 are still extant, and 42 of which are in Master Developer Reuse Areas 1B-10A).

### Chapter I, Summary

Several changes are made to the “Level of Significance After Mitigation” column for Impact D.5 mitigation measures on pp. I.24-I.25 of Table I.1, Summary of Impacts and Mitigation Measures, in the Draft SEIR, to clarify significance with mitigation of each of the measures under D.5. “SU” is deleted from this column, and “LS” is added for Mitigation Measures D.5.a, D.5.b and D.5.c, and “SU” is added in this column for Mitigation Measures D.5.d.1 and D.5.d.2.

The complete revised Summary table, with these changes and others, is shown as Table V.1 on pp. V-7-V-29 of this Final SEIR document.

### Chapter II, Project Description

The second sentence of the second paragraph under the heading “Land Use Program” on p. II.8 is revised as follows:

Compared with the 1999 Specific Plan, non-residential development under the Mare Island Specific Plan would amount to a total increase of approximately 2.7 million square feet. The Initial Study (Appendix A to the SEIR, p. A-29) projected that the proposed increase in non-residential development under the Specific Plan would create about 5,450 additional jobs.



**Section III.A, Historical Resources**

The second sentence of the paragraph that follows the bulleted item under the heading “Area D” on p. III.A.9 is revised as follows:

Therefore, the 42 50 extant individual buildings and features, and associated four groupings are listed in the National Register of Historic Places and are incorporated into the Mare Island National Register Historic District.

The first sentence of the second paragraph under the heading “City of Vallejo Mare Island Historic District” on p. III.A.10 is revised as follows:

Within the local historic district, the 42 50 extant National Historic Landmark buildings and features are each designated as individual City Landmarks.

The first sentence of the paragraph under the heading “City Landmarks (Highly Significant)” on p. III.A.12 is revised and a new sentence is added, as follows:

This group includes all 42 extant ~~structures~~ buildings and features within the ~~four~~ three National Historic Landmark groupings in Master Developer Reuse Areas 1B-10A. Note that the eight extant buildings and features, included within National Historic Landmark Area B, are not classified under the proposed Specific Plan.

The first sentence under the heading “Landmarks” on p. III.A.27 is revised as follows:

As resources included in a local register of historical resource, the 42 50 extant, individually designated local Landmarks are each presumed to be historical resources *in themselves*, under *CEQA Guidelines* 15064.5(a)(2).

Mitigation Measures A.1a and A.1b on p. III.A.39 are revised to correct an error in reference to the reuse areas to which the measures would apply, as follows:

**Mitigation A.1a:** Retain all Contributing Resources at the Northern End of the Historic District.

All Contributing Resources within Reuse Areas 2A, 2B, and 3A, ~~and 6 north of 5<sup>th</sup> Street~~ shall be retained. Retention of the resources would maintain the justification for the Mare Island Historic District boundaries in the northern portion of the District, and thereby reduce Impact A.1 to a less-than-significant level.

**Mitigation A.1b:** Landmarks Commission Review of Demolition or Relocation of Contributing Resources at the Northern End of the Historic District.

All Contributing Resources within Reuse Areas 2A, 2B, and 3A ~~and 6, north of 5<sup>th</sup> Street~~ shall be retained, except that Contributing Resources may be demolished or relocated subject to Landmarks Commission review and approval, on a case-by-case basis, based on a report by a qualified historic preservation professional, upon the following findings: that such a demolition meets the applicable District-Level Demolition Criteria in Historic Guidelines Section 6.1; that such a relocation meets the applicable criteria for Relocated

Resources in Historic Guidelines Section 5.3.2; that the Historic District boundaries would continue to be justified after such demolition or relocation.

Mitigation Measure A.6b on p. III.A.48 is revised to clarify the intended scope of the cultural landscape evaluation as follows:

**Mitigation Measure A.6b:** Cultural Landscape Evaluation.

In addition to utilizing the Secretary’s *Guidelines for Cultural Landscapes*, a cultural landscape evaluation should be completed in order to document the ~~existing landscape features, which are historically and architecturally significant to the Historic District. ten landscapes identified as “Contributing Resources” to the National Register Historic District and determined to be “Notable Resources” in the Catalogue of Historic Resources.~~ Along with the cultural landscape evaluation, a detailed map with the ~~significant landscape features~~ National Register landscapes should be provided, in order to identify and recommend an approach to preserve those features that are significant to the Historic District. the character-defining features of these historic landscapes. Currently, the *Historic Guidelines* do not provide for any specific historic landscape features or area. ~~Should this mitigation measure be pursued, *The Historic Guidelines* should be revised to clarify that the ten National Register landscapes are treated as “Notable Resources” and to incorporate the recommendations of the cultural landscape evaluation into recommended treatments for historic landscapes. The applicant will engage a qualified consultant would be required to complete the cultural landscape evaluation prior to any work within the National Register landscapes.~~

**Section III.B, Transportation**

The following change is made to the third through seventh sentences in the first full paragraph on p. III.B.38 discussing Mitigation Measure B.8:

To the extent that funding is not assured for Measure B.8d, ~~this~~ these impacts would remain significant and unavoidable. Other development projects proposed and under consideration in Vallejo would contribute to cumulative impacts at ~~this~~ these two intersections. The City will monitor ~~this~~ these intersections, and will require the project sponsor to cooperate in the formation of a funding mechanism to fund mitigation measures at ~~this~~ these two intersections. The project sponsor shall contribute a fair share of the cost of mitigation. If required, the project sponsor shall advance additional funds, subject to a reimbursement agreement with the City, to ensure completion of ~~this~~ these measures.

**Section III.D, Noise**

A sentence was inadvertently omitted from the paragraph “Summary of Traffic Noise Impacts” on p. III.D.13. The corrected paragraph, with the new sentence added, is shown below:

Summary of Traffic Noise Impacts

The following mitigation includes a revised version of the measure that was identified in the 1998 EIS/EIR. Additional on-island mitigation is identified for the specific locations

of Azuar Drive, and Walnut Avenue, where residential development exists or is planned. Implementing these mitigation measures would reduce the impact of noise from on-island traffic to a less-than-significant level. Mitigation measures are also identified for locations impacted by traffic-generated noise on the Mainland; these measures would reduce impacts but may not reduce traffic-generated noise to less-than-significant levels.

### Section III.E, Utilities

The following text change is made to the paragraph that follows Mitigation Measure E.3a on p. III.E.9:

**Mitigation Measure E.3a:** The City ~~could~~ shall implement water conservation measures that achieve the same as or similar to better water conservation figures as those included in the draft Water Shortage Contingency Plan. Implementation of these measures would offset the water deficit in the third year of consecutive dry years.

### Chapter V, Alternatives

The last paragraph on p. V.4, which continues on p. V.5, is revised as follows:

Intersection operations were evaluated for 2020 conditions with the 1999 Specific Plan (Table V.A-1). The 1999 Specific Plan would ~~cause~~ result in LOS E or F operations at three intersections, compared with ~~five~~ four with the proposed project. Figures V-1a and V-1b show the 2020 Future Baseline Plus 1999 Specific Plan Alternative peak hour volumes, lanes and mitigation for Mare Island and Vallejo, respectively. Compared to the proposed project, intersection Mitigation Measures B.8a (Walnut Avenue and G Street), B.8b (Railroad Avenue and G Street), ~~and B.8c (Mare Island Way/Wilson Avenue and Mare Island Causeway/Tennessee Street) and B.8d (Sonoma Boulevard and Curtola Parkway)~~ would not be necessary. Mitigation Measures ~~B.8d (Sonoma Boulevard and Curtola Parkway)~~, B.9a (Humboldt Street and I-80 Eastbound Ramps) and B.9b (Solano Avenue and Curtola Parkway) would still be necessary. Mitigation Measures B.8 and B.9 ~~is are~~ are presented in detail on pp. III.B.37 to III.B.39.

The sentence under the heading “Landmarks” on p. V.14 is revised as follows:

Like the proposed project, all ~~42~~ 50 Landmarks in the Plan Area would be retained under the Preservation Alternative.

The first sentence under the heading “Impact on Individual Resources” on p. V.15 is revised as follows:

A significant impact to individual historical resources would be avoided under the Preservation Alternative by retention of all ~~42~~ 50 Landmarks (like the proposed project) and retention of all 165 Notable Resources (the proposed project would retain 136 Notable Resources).



**Appendices**

A new appendix, Appendix F, Draft Water Shortage Contingency Plan, is added to the appendices in the SEIR. The new appendix is presented at the end of this document, following Chapter V, Revised Summary.



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## V. REVISED SUMMARY

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### A. OVERVIEW OF THE PROPOSED PROJECT

The proposed Mare Island Specific Plan implements and furthers the general development policies for the reuse of Mare Island established under the Reuse Plan and 1999 Specific Plan. It contains Land Use, Cultural Resources, Urban Design, Transportation, and Utility Systems elements.

#### Land Use Element

The Land Use Element envisions a diverse mix of residential, employment-generating, civic, recreational, and visitor-oriented uses. The most notable change in the proposed Mare Island Specific Plan is an increase in the non-residential land use program over that of the 1999 Specific Plan (by approximately 2.7 million square feet). The Mare Island Specific Plan Land Use Program anticipates a total of approximately 9.0 million square feet (sq. ft.) of non-residential development in the Plan Area, comprised of the following: Office/Research & Development - 1.6 million sq. ft.; Light Industrial - 2.2 million sq. ft.; Retail - 0.5 million sq. ft.; Warehouse - 1.4 million sq. ft.; Heavy Industrial - 2.1 million sq. ft.; Educational/Civic - 1.2 million sq. ft.

The locations of land uses in the Mare Island Specific Plan are generally consistent with those envisioned by the Reuse Plan and the 1999 Specific Plan, and considered in the 1999 CEQA Documents. However, in Reuse Area 10A, the Mare Island Specific Plan calls for Mixed Use Light Industrial and Heavy Industrial uses rather than the Residential and Retail uses envisioned by the Reuse Plan and 1999 Specific Plan and considered in the 1999 CEQA Documents. Residential uses have been redistributed to other areas (primarily Reuse Areas 3, 6, and 8). The boundaries of Reuse Area 7 (Open Space) have been changed from those of the 1999 Specific Plan, as a result of the residential redistribution to Reuse Areas 6 and 8. The general area encompassed by Reuse Area 2 under the Reuse Plan is changed to 2A (Town Center) and 2B (West Business Park) under the Mare Island Specific Plan. Residential uses are excluded from Reuse Area 10B and relocated to other reuse areas. As with the 1999 Specific Plan, Reuse Area 4 (the Historic Core) under the Mare Island Specific Plan is envisioned as a visitor-oriented area in an historic setting with retail and civic uses. Under the Mare Island Specific Plan, the area would also include Mixed Use Office and Light Industrial uses.

The Mare Island Specific Plan includes a Lennar Development Plan, which implements the land use program in the Lennar Reuse Areas 1B through 10A. The Lennar Development Plan specifies the location of, and projected square footages by use for, existing retained buildings (both Contributing Resources in the Mare Island Historic District, and Non-Contributing) and for new construction (both within the Mare Island Historic District and outside the District). The



Lennar Development Plan also identifies 183 Contributing Resources of a total of 502 Contributing Resources in the Mare Island Historic District that are proposed for demolition to implement the Lennar Development Plan.

### **Cultural Resources Element**

The Mare Island Specific Plan, Chapter 2, includes a new Cultural Resources Element. This element includes Historic Project Guidelines (“Historic Guidelines”) as an appendix. The purposes of the proposed Historic Guidelines are to articulate the City’s preservation and reuse goals and objectives for the Mare Island Historic District; detail the regulatory framework for preservation and reuse; establish a classification system for Contributing Resources; provide standards for treatment of historic resources; provide District and area review criteria; define a review process for alterations and new construction within the District; define key terms and concepts, including the concept of project site; provide demolition criteria for resources that are proposed to be demolished; provide a separate catalogue of the resources, their characteristics, and designation status; and provide recommended and not recommended actions for each resource.

The Cultural Resources Element of the Mare Island Specific Plan also incorporates a *Revised Predictive Archaeological Model for Mare Island* and an *Archaeological Treatment Plan for Mare Island*. The predictive model/treatment plan identifies and describes archaeological features that occur or are likely to occur on Mare Island and describes the appropriate treatment measures for archaeological resources that may be encountered in the course of construction.

### **Urban Design Element**

The new Urban Design Element, Chapter 4 of the Mare Island Specific Plan, furthers the 1999 Specific Plan’s Urban Design Policies, providing greater specificity. It is intended to preserve Mare Island’s unique historic and natural setting by establishing design guidelines and standards governing site design, landscape design, architectural design of additions and new infill buildings, site furnishings, and signage. This element also includes the Mare Island Sign Program as an appendix.

### **Transportation Element**

The Transportation Element, Chapter 5.0, articulates Mare Island Transportation policies intended to promote and enhance the movement of goods to and from Mare Island, to create a network of bicycle and pedestrian paths combined with transit service that minimizes automobile traffic, and to provide for a streetscape design that is sensitive to the historic nature of Mare

Island. Vehicular access to Mare Island would continue to be via the Causeway<sup>1</sup> from the east and the State Route 37 Interchange to the north. A southern crossing bridge, envisioned by the Reuse Plan and the 1999 Specific Plan, is no longer planned under the Mare Island Specific Plan. The Mare Island Specific Plan includes detailed criteria for the design of specific Mare Island street improvements. The proposed street and roadway system is hierarchical, ranging from four-lane boulevards to narrow historic district lanes and alleyways.

The majority of intersections on Mare Island are expected to remain unsignalized under the Mare Island Specific Plan, with stop signs on the east-west streets to control access to major north-south corridors, although traffic signals may be necessary on Railroad Avenue at “G,” “A” and Connolly (formerly 3<sup>rd</sup>) Streets, and on Azuar Drive (formerly Cedar Avenue) at “G” and “A” Streets, and at Flagship Drive.

The Mare Island Specific Plan calls for local transit service to serve Mare Island, running in a loop through the central portion of the island. It envisions an interconnected bicycle and pedestrian network. The Mare Island Specific Plan presents recommended parking ratios for various land uses, and recommends that criteria be developed for allowing reduced parking ratios for shared use of parking facilities by complementary mixed-uses to minimize the size of required parking facilities.

Chapter 6 of the proposed Mare Island Specific Plan would incorporate the *Master Utility Plans*. The Master Utility Plans would supersede the infrastructure studies adopted under the 1999 Specific Plan. They analyze utility system demand at buildout under the proposed Mare Island Specific Plan development program, and identify proposed utility system improvements and phasing.

The Mare Island Specific Plan also describes the provision of other services, including Public Safety, Education, Parks and Open Space, Solid Waste Disposal and Recycling, Cable Television, and Broadband.

## **B. ENVIRONMENTAL EFFECTS FOUND TO BE LESS-THAN-SIGNIFICANT**

On September 12, 2003, the City published and circulated an Initial Study and Notice of Preparation of a Draft Subsequent Environmental Impact Report for the Proposed Mare Island Amended and Restated Specific Plan (the “Initial Study/NOP”) for public review and comment. This document is incorporated into this Subsequent EIR as **Appendix A**.

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<sup>1</sup> The term “causeway” as used in this SEIR refers to the existing bridge that connects Mare Island to the Mainland, which includes the drawbridge segment. No new bridge would be constructed under the proposed project.

The Initial Study/NOP identifies those environmental impacts of the Mare Island Specific Plan that were already adequately addressed in the 1999 CEQA Documents, and/or could not result in any new significant environmental impact. It thereby focuses the scope of the Subsequent EIR on the potentially significant effects of the reuse of Mare Island under the Mare Island Specific Plan. The Initial Study/NOP concludes, with respect to certain Initial Study Environmental Checklist topics, that development under the Mare Island Specific Plan would not result in any new significant environmental impacts that are not already addressed in the 1998 EIS/EIR. These topics are Aesthetics, Agricultural Resources, Construction-Related Air Quality, Biological Resources, Archaeological Resources, Geology and Soils, Hazards and Hazardous Material, Hydrology and Water Quality, Land Use and Planning, Mineral Resources, Population and Housing, Public Services, Recreation, and Utilities and Service Systems (except Water Supply and Wastewater). The 1999 CEQA Documents continue to satisfy the environmental review requirements for the project with respect to these topics. Therefore, no further discussion of these topics is necessary in the Subsequent EIR.

This Subsequent EIR further assesses potential impacts relating to Historical Resources, Transportation/Traffic, Noise, Air Quality, and Water Supply and Wastewater topics. It finds that the following potential project impacts under the above topics would be less than significant and require no mitigation.

- Impact A.3: The proposed demolition of Component contributors would impact each of these Contributing Resources at the level of individual resource.
- Impact B.5: Full buildout of the proposed project would contribute to the demand for bicycle and pedestrian facilities in the project area.
- Impact C.3: Operation including occupation and use of the development would cause localized carbon monoxide hot spots.
- Impact C.5: Development of the Mare Island Specific Plan would be consistent with adopted air quality management plans.
- Impact E.1: Full buildout of the proposed project would result in an increased demand for water conveyance facilities.
- Impact E.2: Implementation of the Mare Island Specific Plan would increase the demand for water. This increase would not exceed the water supply available to the City of Vallejo in normal, single dry, or multiple dry years.
- Impact E.4: Full buildout of the proposed project would result in an increased demand for wastewater collection and transport facilities.

## C. ENVIRONMENTAL IMPACTS AND MITIGATION

Under CEQA and the *CEQA Guidelines*, a significant effect on the environment is defined as a substantial, or potentially substantial, adverse change in any of the physical conditions within the areas affected by the project, including land, air, water, minerals, flora, fauna, ambient noise, and

objects of historic or aesthetic significance. Significance criteria are based on standards identified in CEQA, the *CEQA Guidelines*, City and agency policy or regulation, and/or professional judgment. Implementation of the proposed project would result in potentially significant impacts on some of these resources.

The Initial Study and Notice of Preparation determined that the proposed project could potentially result in significant impacts related to the following topics: Historical Resources, Transportation/Traffic, Noise, Air Quality, and Water Supply. Chapter III of this Subsequent EIR, Environmental Setting, Impacts and Mitigation, describes the existing conditions with respect to each of these topics (Setting), identifies impacts of the proposed project related to these topics, and identifies mitigation measures that could be implemented by the City and/or project sponsors to reduce the identified significant impacts to a less-than-significant level.

**Table V-1, Summary of Impacts and Mitigation Measures**, presented at the end of this chapter summarizes the analyses contained in Chapter III. Environmental impacts and the degree of significance are listed, followed by mitigation measures identified in this Subsequent EIR, and the level of significance after mitigation.

## D. PROJECT ALTERNATIVES

The alternatives to the Mare Island Specific Plan analyzed in the SEIR are as follows:

- **No Project Alternative:** There are two No Project scenarios: the No Development Alternative, and Development Under the Existing 1999 Specific Plan Alternative.

The No Development Alternative creates no change to existing conditions. Under this alternative, Mare Island would remain in its existing condition. Existing land uses would continue in their current location and intensity. Buildings would remain largely vacant. No new land uses would be introduced. No buildings would be demolished and no new buildings would be constructed.

The Development Under the Existing 1999 Specific Plan Alternative assumes development of Mare Island would proceed according to the 1999 Specific Plan.

- **Historic Preservation Alternative:** This alternative would preserve a greater number of Contributing Resources in the Mare Island Historic District than under the proposed project. Retained Contributing Resources would be reused as multi-unit residential buildings if they are 2,000 square feet or larger (totaling about 500 additional dwelling units occupying approximately 900,000 square feet). Additional building area from Contributing Buildings retained for residential use (approximately 900,000 sq. ft.) would be offset by a decrease, in the same amount, of non-residential/non-civic uses, distributed proportionally across all non-residential/non-civic land use categories and all reuse areas. Full build-out under the Historic Preservation Alternative would result in a total of about 6.47 million square feet of non-residential/non-civic development in reused and new buildings in the Plan Area. The Preservation Alternative would also include a relaxed parking rate for projects that reuse Contributing Resources, which would be 70 percent of



the amount that would otherwise be required for the same use(s) under the Mare Island Specific Plan.

- Reuse Area 1A Increased Development Alternative: The Area 1A - Increased Development Alternative would increase the amount of development in Reuse Area 1A, adding a total of about 678,000 sq. ft. of non-residential development over that of the proposed project. In all other respects, the Area 1A Increased Development Alternative would resemble the proposed project. Reuse Areas 1B through 10A would have the same development program as that of the proposed project.

## **E. POTENTIAL AREAS OF CONTROVERSY**

Section 15123 of the *CEQA Guidelines* requires the agency preparing an EIR to disclose any areas of controversy about the project that became known to it during the preparation of the EIR. Members of the Architectural Heritage and Landmarks Commission and the public have expressed concern over the impact of the proposed project on the historical resources.

**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>Cultural Resources</b></p>			
<p><b>A.1</b> The proposed demolition of Contributing Resources would diminish the integrity of the Mare Island Historic District.</p>	<p>S</p>	<p><b>A.1a:</b> Retain all Contributing Resources at the Northern End of the Historic District.</p> <p>All Contributing Resources within Reuse Areas 2A, 2B, and 3A shall be retained. Retention of the resources would maintain the justification for the Mare Island Historic District boundaries in the northern portion of the District, and thereby reduce Impact A.1 to a less-than-significant level.</p> <p><b>A.1b:</b> Landmarks Commission Review of Demolition or Relocation of Contributing Resources at the Northern End of the Historic District.</p> <p>All Contributing Resources within Reuse Areas 2A, 2B, and 3A shall be retained, except that Contributing Resources may be demolished or relocated subject to Landmarks Commission review and approval, on a case-by-case basis, based on a report by a qualified historic preservation professional, upon the following findings: that such a demolition meets the applicable District-Level Demolition Criteria in Historic Guidelines Section 6.1; that such a relocation meets the applicable criteria for Relocated Resources in Historic Guidelines Section 5.3.2; that the Historic District boundaries would continue to be justified after such demolition or relocation.</p> <p>Implementation of this measure would reduce Impact A.1 to a less-than-significant level. If it cannot be found that the boundaries of the Historic District would continue to be justified after demolition or relocation of a Contributing Resource, such demolition or relocation would result in a significant unavoidable impact on the integrity of the Mare Island Historic District.</p>	<p>LS</p>
<p>(cont'd.)</p>			

LS = Less than Significant      NI = No Impact      NA = Not Applicable      S = Significant      SU = Significant and Unavoidable

**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>A.2</b> The proposed demolition of Notable Resources would impact each of these Contributing Resources at the level of the individual resource.</p>	<p>S</p>	<p><b>A.1c:</b> Implement the Interpretive Program.</p> <p>Implementation of an Interpretive Program, as described in the Mare Island Specific Plan Section 8.4.1 at the conceptual level, could partially mitigate the significant adverse impact of demolition on the integrity of the Mare Island Historic District. The Interpretive Program may include photographic documentation. However, an interpretive program would not reduce significant impacts to a less-than-significant level.</p> <p><b>A.2:</b> Require Relocation Rather Than Demolition of Notable Resources Where Appropriate.</p> <p>In order to mitigate the effects of demolishing Notable Resources in the Historic District, the criteria for allowing demolition of Notable Resources could include the following finding:                      “Relocation of the Notable Resource consistent with both the Secretary’s Standards and the technical preservation report entitled <i>“Moving Historic Buildings”</i> is not reasonably feasible.” Where retention or relocation of Notable Resources in conformance with the Secretary’s Standards or “Moving Historic Buildings” is not feasible, the Deterrence Analysis shall address the feasibility of options to full demolition, such as relocation in a manner that is not consistent with “Moving Historic Buildings,” additions, interior renovations, and partial demolition/new construction that may not strictly conform with the Secretary’s Standards.</p> <p>Relocation of a Notable Resource consistent with both the Secretary’s Standards and the technical preservation report entitled <i>“Moving Historic Buildings”</i> by John Obed Curtis (1978) would reduce this impact to a less-than-significant level in those instances where this was feasible. Where options to demolition are not feasible or appropriate, demolition of a Notable Resource would be permitted and would have a significant and unavoidable impact on an historical resource.</p>	<p>SU</p>

LS = Less than Significant      NI = No Impact      NA = Not Applicable      S = Significant      SU = Significant and Unavoidable

**Table V.1: Summary of Impacts and Mitigation Measures**

	Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
A.3	The proposed demolition of Component Resources could impact each of these Contributing Resources at the level of individual resource.	LS	No mitigation necessary.	NA
A.4	Proposed new infill construction would impact remaining historical resources.	S	<p><b>A.4:</b> Implement the <i>Mare Island Historic District Design Guidelines</i> by requiring that all new construction or alterations within the Historic District comply with the Historic District Design Guidelines.</p> <p>The Historic District Design Guidelines describe and illustrate how to apply the Secretary of the Interior’s Standards to the specific conditions of Mare Island Historic District. The Historic District Design Guidelines describe the design character of the Historic District, provide illustrative guidelines for the treatment of Mare Island’s Contributing Resources under the Secretary of the Interiors Standards, and provide design guidelines for new construction. The Historic District Design Guidelines would be used by City staff and the Architectural Heritage and Landmarks Commission to evaluate the appropriateness of work proposed within the Mare Island Historic District. Implementation of the <i>Mare Island Historic District Design Guidelines</i> would mitigate impacts of new infill construction on remaining historic resources. Note, however, that they would not mitigate impacts of demolition of Contributing Resources that would precede new construction.</p> <p>Same as Mitigation Measure A.4.</p>	LS
A.5	The proposed reuse of retained Contributing Resources would require alterations to retained Contributing Resources.	S		LS
A.6	The proposed project would result in the modification of streets, sidewalks, landscaping and infrastructure within the District, potentially affecting the District’s integrity of setting.	S	<p><b>A.6a:</b> Same as Mitigation Measure A.4.</p> <p><b>A.6b:</b> Cultural Landscape Evaluation.</p> <p>In addition to utilizing the Secretary’s <i>Guidelines for Cultural Landscapes</i>, a cultural landscape evaluation should be completed in order to document the ten landscapes identified as “Contributing Resources” to the National Register Historic District and</p>	LS

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
A.7 The proposed project would contribute to cumulative impacts on Mare Island historical resources.	S	determined to be “Notable Resources” in the Catalogue of Historic Resources. Along with the cultural landscape evaluation, a detailed map with the National Register landscapes should be provided, in order to identify and recommend an approach to preserve the character-defining features of these historic landscapes. The <i>Historic Guidelines</i> should be revised to clarify that the ten National Register landscapes are treated as “Notable Resources” and to incorporate the recommendations of the cultural landscape evaluation into recommended treatments for historic landscapes. The applicant will engage a qualified consultant to complete the cultural landscape evaluation prior to any work within the National Register landscapes.	SU
<b>Transportation and Traffic</b>			
B.1 Traffic generated by full buildout of the proposed project would cause levels of service to degrade to unacceptable levels at 10 intersections in the near-term Existing Plus Project scenario.  <i>(cont’d.)</i>	S	<p><b>B.1:</b> The following mitigations are necessary to address impacts of the Existing Plus Project scenario. The City of Vallejo or the project sponsor shall construct the intersection improvements listed below as new buildings are constructed and occupied in the Plan Area. The City shall establish a financing mechanism and the project sponsor shall pay a fair share of the costs of the traffic mitigation at off-island locations; the project sponsor shall construct improvements at Mare Island intersections.</p> <p><b>B.1a: Intersection 3 – Walnut Street and G Street.</b> Widen G Street to provide a third eastbound lane between Walnut Street and Railroad Avenue, to provide a receiving lane for the northbound right turn movement from Walnut Street to eastbound G Street. Prohibit northbound left turn movements from Walnut Street onto westbound G Street.</p> <p><b>B.1b: Intersection 4 – Railroad Avenue and G Street.</b> Widen the northbound approach on Railroad by approximately 24 feet to</p>	LS

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<p>provide a third through lane and a second right-turn lane. Widen the southbound approach on Railroad Avenue to provide a second left-turn lane. Widen the eastbound approach on G Street to provide three through lanes. (LOS D – p.m.)</p> <p>Note that this measure would require relocation of a part of Resource 491, the wall that lines this portion of G Street on the north side. Resource 491 is a Notable Resource and as such, is an individually significant Historical Resource under CEQA. Relocation of this wall would result in a significant impact to this historical resource if it would damage the physical integrity of this historical resource and would result in a loss of its integrity of location.</p> <p><b>B.1c: Intersection 6 – Wilson Avenue and SR 37 EB Ramps.</b> Install a traffic signal. Widen the eastbound freeway off-ramp by approximately 12 feet to provide separate left- and right-turn lanes at the Wilson Avenue intersection. (LOS D – p.m.)</p> <p><b>B.1d: Intersection 8 – Mare Island Way and Tennessee Street.</b> The project sponsor shall widen the northbound approach on Mare Island Way by approximately 12 feet and restripe to provide two left-turn lanes, one shared left-through lane, a through lane, and a right-turn lane. The project sponsor shall also configure the southbound departure lanes on Mare Island Way to allow a free right-turn movement from the eastbound approach from the Causeway.</p> <p><b>B.1e: Intersection 9 - Sonoma Boulevard and Tennessee Street.</b> Add an exclusive right-turn lane on the northbound approach on Sonoma Boulevard.</p> <p><b>B.1f: Intersection 12 - Tennessee Street and I-80 WB Ramps.</b> Signalize intersection. (LOS B – p.m.)</p>	

(cont'd.)

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<p><b>B.1.g: Intersection 14 – Humboldt Street and Tennessee Street.</b> Add an exclusive right-turn signal indication on the southbound approach overlapping with the eastbound left-turn indication.</p> <p><b>B.1.h: Intersection 17 – Sonoma Boulevard and Curtola Parkway.</b> Revise signal timings. (LOS D – p.m.)</p> <p><b>B.1.i: Intersection 18 - Solano Avenue and Curtola Parkway.</b> Revise signal timings. (LOS C – p.m.)</p> <p>With implementation of these mitigation measures, the service levels at all intersections would improve to acceptable levels. Mitigation measures implemented at the ramp junctions along I-80 may involve construction within the jurisdiction of the California Department of Transportation. An encroachment permit may be required from Caltrans before these measures can be implemented. The traffic signal installation included in Measure B.1c (not including the street widening) and Measures B.1g, B.1h, and B.1i are included in the Transportation Impact Mitigation Fee Study, to which the project sponsor would contribute. The project sponsor plans to implement Measures B.1a and B.1b.</p> <p>The widening included in Measure B.1c and Measures B.1e, and B.1f have no established funding mechanism; therefore impacts at these intersections would remain significant and unavoidable if the project sponsor's fair share were not sufficient to accomplish the measure and other funding sources were not established. Other development projects proposed and under consideration in Vallejo would also contribute to cumulative impacts at these intersections, as discussed under Impact B.8. With cumulative growth in the future, three intersections, at Wilson Avenue / SR 37 EB Ramps (6), at Sonoma Boulevard / Tennessee Street (9) and at Tennessee Street / I-80 westbound ramps (12), are expected to operate at acceptable LOS, as shown in Table III.B-8 on p. III.B.34, as traffic</p>	

(cont'd.)

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>B.2</b> Traffic generated by full buildout of the proposed project would cause average delays to increase by more than five seconds at three intersections that operate at LOS E or F without the project.</p> <p><i>(cont'd.)</i></p>	<p><b>S</b></p>	<p>volumes grow and motorists choose different, less congested routes. The City will monitor these intersections and will require the project sponsor to cooperate with the City in the formation of a funding mechanism to fund any of the mitigation measures that are found to be necessary in the future; the project sponsor shall contribute a fair share of the cost of mitigation through this funding mechanism. If required, the project sponsor shall advance additional funds, subject to a reimbursement agreement with the City, to ensure completion of these measures. With implementation of these funding measures, impacts would be reduced to less-than-significant levels.</p> <p><b>B.2:</b> The City of Vallejo shall construct the intersection improvements listed below as new buildings are constructed and occupied in the Plan Area. The City shall establish a financing mechanism and the project sponsor shall pay a fair share of the costs of the traffic mitigation.</p> <p><b>B.2a: Intersection 13 - Admiral Callaghan Lane and I-80 EB Ramps.</b> Signalize intersection. (LOS B – p.m.)</p> <p><b>B.2b: Intersection 15 - Humboldt Street and I-80 EB Ramps.</b> Signalize intersection. (LOS A – p.m.)</p> <p>Implementation of these mitigation measures would reduce the significant impacts to less-than-significant levels. These measures have no established funding mechanism; therefore impacts at these intersections would remain significant and unavoidable if the project sponsor's fair share is not sufficient to accomplish them and other funding sources are not established. When signal warrants are met at these intersections, the City shall install signals. The project sponsor shall cooperate with the City in the formation of a funding mechanism to fund installation. If required, the project sponsor shall advance additional funds, subject to a reimbursement agreement with the City, to ensure</p>	<p><b>LS</b></p>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>B.3</b> Traffic generated by full buildout of the proposed project would cause levels of service to degrade to unacceptable levels on two freeway segments and three local street segments in the near-term Existing Plus Project scenario.</p>	<p>S</p>	<p>completion of these measures. With implementation of these funding measures, impacts would be reduced to less-than-significant levels.</p> <p><b>B.3a – State Route 37:</b> The California Department of Transportation will complete the current improvement project on SR 37 that will provide two lanes in each direction west of SR 29. The improvement will provide LOS C operations in the eastbound direction and LOS B in the westbound direction.</p> <p><b>B.3b – Mare Island Causeway:</b> The project sponsor shall construct intersection improvements at the intersection of Railroad Avenue with G Street to ensure that the westbound segment of the Causeway would operate at LOS D (see Mitigation Measure B.1b).</p> <p><b>B.3c – Curtola Parkway:</b> The City of Vallejo shall construct intersection improvements at the intersections of Curtola Parkway with Solano Way and Sonoma Avenue to ensure that the segment will operate at LOS D (see Mitigation Measures B.1h and B.1i). The City shall establish a financing mechanism and the project sponsor shall pay a fair share of the costs of the mitigation.</p> <p><b>B.3d – Railroad Avenue:</b> The project sponsor shall widen Railroad Avenue to provide three northbound lanes approaching G Street. The improvement would provide LOS D operations on the street segment.</p> <p>Measure B.3a is under construction, the City has included Measure B.3c in its Transportation Impact Mitigation Fee Study, and Measures B.3b and B.3d are included in the Mare Island development program. Therefore impacts to road segments would be reduced to a less-than-significant level.</p>	<p>LS</p>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>B.4</b> Full buildout of the proposed project would affect parking demand in the project vicinity.</p>	<p>S</p>	<p><b>B.4:</b> The Project Applicant shall construct parking facilities based on the requirements described below as existing buildings are renovated or remodeled and as new buildings are constructed and occupied in the Plan Area.</p> <p>For historic buildings that are being reused, the recommended parking requirements may be applied provided that a justification for a rate reduction of 30-35% is provided for City staff review in each unit plan for buildings that could accommodate office or light industrial uses at any time in the future.</p> <p>For new construction, the parking requirements in the City of Vallejo Zoning Ordinance shall be applied for office uses. For new construction of light industrial uses, a parking rate of 1.25 stalls per 1,000 square feet shall be applied. The project applicant shall prepare a parking management plan for the central historic district. The plan shall provide a shared parking analysis.</p> <p>With implementation of the mitigation measure, the parking provided by the proposed project would be adequate and the impact would be reduced to a less-than-significant level.</p>	<p>LS</p>
<p><b>B.5</b> Full buildout of the proposed project would contribute to the demand for bicycle and pedestrian facilities in the project area.</p>	<p>LS</p>	<p>Mitigation not necessary.</p>	<p>NA</p>
<p><b>B.6</b> The full buildout of the proposed project would increase demand for public transit service to an area that is not currently served by transit.</p> <p><i>(cont'd.)</i></p>	<p>S</p>	<p><b>B.6:</b> The project sponsor, the City of Vallejo, and/or other revenue sources shall fund the implementation of transit service as new buildings are constructed and occupied in the Plan Area, as described in the Mare Island Specific Plan, Chapter 5.6, and as shown on Figure II-4 of this Subsequent EIR. The project sponsor shall contribute its fair-share of the costs associated with providing public transit service to the Plan Area.</p> <p>If all costs to implement this mitigation measure are provided, the</p>	<p>SU</p>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>B.7</b> The full buildout of the proposed project would increase demand for rail service and would increase vehicular traffic, resulting in rail/vehicle conflict.</p>	S	<p>transit service provided in the Plan Area would be adequate and the impact would be reduced to a less-than-significant level. As no funding source is assured, this impact could be significant and unavoidable.</p> <p><b>B.7:</b> The project sponsor, the City of Vallejo, and/or other revenue sources shall fund the implementation of rail improvements as new buildings are constructed and occupied in the Plan Area. The project sponsor shall contribute its fair-share of the costs associated with providing rail improvements in the Plan Area.</p> <p>If all costs to implement this mitigation measure are provided, the rail service in the Plan Area would be adequate and the impact would be reduced to a less-than-significant level.</p>	LS
<p><b>B.8</b> Traffic generated by full buildout of the proposed project would affect traffic levels of service at local intersections in the project vicinity in the long-term 2020 Future Baseline Plus Project scenario.</p> <p><i>(cont'd.)</i></p>	S	<p><b>B.8:</b> The project sponsor shall construct the intersection improvements listed below as new buildings are constructed and occupied in the Plan Area. The City shall establish a financing mechanism and the project sponsor shall pay a fair share of the costs of the traffic mitigation.</p> <p><b>B.8a: Intersection 3 - Walnut Street and G Street.</b> Widen G Street to provide a third eastbound lane between Walnut Street and Railroad Avenue, to provide a receiving lane for the northbound right turn movement from Walnut Street to eastbound G Street. Prohibit northbound left turn movements from Walnut Street onto westbound G Street.</p> <p><b>B.8b: Intersection 4 - Railroad Avenue and G Street.</b> Construct all improvements currently planned by the project sponsor and the City of Vallejo. In addition, the project sponsor shall: widen the northbound approach on Railroad Avenue by 12 feet to provide a second right-turn lane; widen the southbound approach on Railroad Avenue by 12 feet to provide a second left-turn lane; widen eastbound G Street to provide a third through</p>	LS

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<p>lane, merging to two lanes east of Railroad Avenue; widen the westbound approach on G Street to provide a right-turn lane; and, to accommodate widening the eastbound merge area on G Street, prohibit future street or driveway access to G Street east of Railroad Avenue. This would require motorists destined for the parking lot adjacent to the Welcome Center (Building 485) to travel south on Railroad Avenue, turn east on E Street and then north along the existing Nimitz Avenue right-of-way. While inconvenient, the impact of this mitigation measure would not be a significant environmental effect. (LOS D – p.m.)</p> <p>Note that this measure would require relocation of a part of Resource 491, the wall that lines this portion of G Street on the north side. Resource 491 is a Notable Resource and as such, is an individually significant Historical Resource under CEQA. Relocation of this wall would result in a significant impact to this historical resource if it would damage the physical integrity of this historical resource and would result in a loss of its integrity of location.</p> <p><b>B.8c: Intersection 8 - Mare Island Way/Wilson Street and Mare Island Causeway/Tennessee Street.</b> The project sponsor shall widen the northbound approach on Mare Island Way by approximately 12 feet and restripe to provide two left-turn lanes, one shared left-through lane, a through lane and a right-turn lane. The project sponsor shall also reconfigure the southbound departure lanes on Mare Island Way to allow a free right-turn movement from the eastbound approach from the Causeway. (LOS D – p.m., LOS D – a.m.)</p> <p><b>B.8d: Intersection 17 - Sonoma Boulevard and Curtola Parkway.</b> Widen the northbound approach on Sonoma Boulevard to accommodate two left-turn lanes, one through lane and one shared through-right lane. (LOS D – p.m., LOS D – a.m.)</p>	

(cont'd.)

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>B.9</b> Traffic generated by full buildout of the proposed project with the 2020 Baseline would cause average delays to increase by more than five seconds at two intersections that would operate at LOS E or F without the project.</p>	S	<p>With implementation of these mitigation measures, the service levels at all intersections would improve to LOS D or better. Measures B.8a, B.8b, and B.8c would be implemented by the project sponsor as part of the Mare Island development program and these impacts would be reduced to less-than-significant levels. To the extent that funding is not assured for Measure B.8d, this impact would remain significant and unavoidable. Other development projects proposed and under consideration in Vallejo would contribute to cumulative impacts at this intersection. The City will monitor this intersection and will require the project sponsor to cooperate in the formation of a funding mechanism to fund mitigation measures at this two intersection. The project sponsor shall contribute a fair share of the cost of mitigation. If required, the project sponsor shall advance additional funds, subject to a reimbursement agreement with the City, to ensure completion of this measure. With implementation of these funding measures, impacts would be reduced to less-than-significant levels.</p> <p><b>B.9a: Intersection 15 – Humboldt Street and I-80 Eastbound Ramps.</b> Signalize the intersection. (LOS A – p.m.)</p> <p><b>B.9b: Intersection 18 - Solano Avenue and Curtola Parkway.</b> Add an exclusive right-turn lane on the southbound approach. (LOS D – p.m.)</p> <p>When a signal warrant is met at the intersection of Humboldt Street and the I-80 eastbound ramps, the City shall install a signal. The project sponsor shall cooperate with the City in the formation of a funding mechanism to fund installation and shall contribute a fair share to the cost of installation. The intersection of Solano Avenue and Curtola Parkway is included in the Transportation Impact Mitigation Fee Study; the project sponsor will be required to contribute a fair share to improvements at this location. If</p>	LS

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>B.10</b> Traffic generated by full buildout of the proposed project would cause levels of service to degrade to unacceptable levels on one roadway segment in the long-term 2020 Future Baseline Plus Project scenario.</p>	<p>S</p>	<p>required, the project sponsor shall advance additional funds, subject to a reimbursement agreement with the City, to ensure completion of these measures. With implementation of these funding measures, impacts would be reduced to less-than-significant levels.</p> <p><b>B.10: SR 37 east of Mare Island.</b> The California Department of Transportation shall widen the Napa River Bridge on SR 37 from four lanes to six lanes.</p> <p>With implementation of this mitigation measure, the service levels at all roadway segments would improve to acceptable levels. Mitigation Measure B.10, along SR 37, would involve widening the Napa River Bridge, a facility that is within the jurisdiction of the California Department of Transportation. The City of Vallejo would have no jurisdiction to implement this measure, and the cost of implementing this measure on a regional-serving facility would not be reasonable for any individual developer or group of local developers. As funding is not assured for this measure, the impact is significant and unavoidable.</p>	<p>SU</p>
<p><b>B.11</b> Traffic generated by full buildout of the proposed project with the 2020 Baseline would cause several impacts to study intersections and roadway segments that are significant and unavoidable.</p> <p><i>(cont'd.)</i></p>	<p>S</p>	<p><b>B.11: Implement Transportation Demand Management (TDM) Plan.</b> The project sponsor shall develop and implement a TDM Plan that will reduce the ultimate number of trips generated by the project by 15 percent. The project sponsor shall fund the ongoing annual TDM Plan costs. The TDM Plan could include a number of the following suggested measures, as needed to meet the overall reduction goal.</p> <ul style="list-style-type: none"> <li>• Mare Island TDM Coordinator &amp; Information Kiosks</li> <li>• Coordination of a Rideshare Matching System</li> <li>• Central Historic District Transit Center</li> <li>• Operation of Mare Island Shuttle linking to Vallejo Destinations</li> <li>• Operation of Mare Island Express Buses linking to Regional Destinations</li> </ul>	<p>SU</p>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<ul style="list-style-type: none"> <li>• Development of Pedestrian Corridors to Transit Center/Stops</li> <li>• Transit Amenities (bus stops, shelters, etc.)</li> <li>• Transit Pass Sale and/or Subsidy</li> <li>• Preferential Carpool and/or Vanpool Parking</li> <li>• Development of Additional On-Island Housing</li> <li>• On-site Bike Lockers</li> </ul> <p>With implementation of this mitigation measure, the number of vehicular trips would be reduced, thereby reducing traffic impacts and parking needs. The implementation of the TDM Plan would not eliminate the significant and unavoidable impacts described above, but would reduce the level of impact.</p>	
<b>Air Quality</b>			
<p><b>C.1</b> Building demolition, renovation, and construction activities would cause temporary emissions of dust.</p> <p><i>(cont'd.)</i></p>	<b>S</b>	<p><b>C.1:</b> The following dust control practices would mitigate fugitive dust impacts during demolition, renovation, and construction activities:</p> <p>Basic control measures to be implemented at all construction sites:</p> <ul style="list-style-type: none"> <li>• Water all active construction areas at least twice daily.</li> <li>• Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least two feet of freeboard.</li> <li>• Pave, apply water three times daily, or apply (nontoxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites.</li> <li>• Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites.</li> <li>• Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets.</li> </ul> <p>Enhanced control measures to be implemented at construction sites larger than four acres in area in conjunction with basic measures above:</p> <ul style="list-style-type: none"> <li>• Hydroseed or apply (non-toxic) soil stabilizers to inactive</li> </ul>	<b>LS</b>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<p>construction areas (previously graded areas inactive for ten days or more).</p> <ul style="list-style-type: none"> <li>• Enclose, cover, water twice daily, or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.)</li> <li>• Limit traffic speeds on unpaved roads to 15 mph.</li> <li>• Install sandbags or other erosion control measures to prevent silt runoff to public roadways.</li> <li>• Replant vegetation in disturbed areas as quickly as possible.</li> </ul> <p>Following are optional control measures that are strongly encouraged for large construction sites located near sensitive receptors, or that for any other reason may warrant additional emissions reductions. To the extent that these measures are feasible, implementation would further reduce dispersion of fine particulates.</p> <ul style="list-style-type: none"> <li>• Install wheel washers for all exiting trucks, or wash off the tires or tracks of all trucks and equipment leaving the site.</li> <li>• Install wind breaks, or plant trees/vegetative wind breaks at windward side(s) of construction areas.</li> <li>• Suspend excavation and grading activity when winds (instantaneous gusts) exceed 25 mph.</li> <li>• Limit the area subject to excavation, grading, and other construction activity at any one time.</li> </ul> <p>To reduce emissions from construction equipment exhaust:</p> <ul style="list-style-type: none"> <li>• Use alternative fueled construction equipment, when feasible.</li> <li>• Minimize idling time (e.g., 5-minute maximum).</li> <li>• Maintain properly tuned equipment.</li> <li>• Limit the hours of operation of heavy-duty equipment and/or the amount of equipment in use.</li> </ul>	

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Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>C.2</b> Operation including occupation and use of the development would cause long-term traffic-related emissions of ozone precursors and particulate matter.</p> <p style="text-align: right;"><i>(cont'd.)</i></p>	S	<p><b>C.2:</b> Incorporating the following design features would reduce traffic-related emissions:</p> <p>For commercial, institutional, and industrial uses within the Specific Plan area:</p> <ul style="list-style-type: none"> <li>• Encourage area tenants to implement carpool/vanpool programs, e.g., carpool ride matching for employees, assistance with vanpool formation, provision of vanpool vehicles, etc.</li> <li>• Construct transit facilities such as bus turnouts/bus bulbs, benches, shelters, etc.</li> <li>• Design and locate new buildings to facilitate transit access, e.g., locate building entrances near transit stops, eliminate building setbacks, etc.</li> <li>• Provide on-site shops and services, e.g., cafeteria, bank/ATM, dry cleaners, convenience market, for area employees, where feasible.</li> <li>• Provide on-site child-care facilities within walking distance of area employment centers, where feasible.</li> <li>• Provide shuttle service to transit stations and multimodal centers, where needed.</li> <li>• Provide preferential parking (e.g., near building entrance, sheltered area) for carpool and vanpool vehicles.</li> <li>• Implement parking fees for single occupancy vehicle commuters.</li> <li>• Provide secure, weather-protected bicycle parking for area employees.</li> <li>• Provide safe, direct access for bicyclists to adjacent bicycle routes.</li> <li>• Provide showers and lockers for employees bicycling or walking to work.</li> <li>• Provide secure short-term bicycle parking for retail customers and other non-commute trips.</li> </ul>	SU

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**Table V.1: Summary of Impacts and Mitigation Measures**

	Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
C.3	Operation including occupation and use of the development would cause localized carbon monoxide hot spots.	LS	<p>For residential uses within the Specific Plan area:</p> <ul style="list-style-type: none"> <li>• Provide neighborhood-serving shops and services within one-half mile of residential areas, where feasible.</li> <li>• Provide transit facilities, e.g., bus bulbs/turnouts, benches, shelters, etc.</li> <li>• Provide shuttle service to transit stations and multimodal centers.</li> <li>• Provide shuttle service to major destinations such as employment centers, shopping centers, and schools.</li> <li>• Connect bicycle lanes and/or paths in residential areas to the rest of the network on Mare Island.</li> <li>• Connect pedestrian sidewalks and/or paths to adjacent land uses, transit stops, and/or citywide network.</li> </ul>	NA
C.4	Operation of industrial land uses would cause emissions from new stationary sources and heavy-duty diesel truck traffic.	S	<p><b>C4:</b> Provide an adequate buffer zone between any source of toxic air contaminants or odors and land uses sensitive to air contaminants, such as residential, educational, and health care facilities. Possible sources of toxic air contaminants include land uses attracting a high level of diesel vehicle activity, heavy-duty truck routes, and industrial uses, depending on the tenant. The appropriate dimensions of each buffer zone would depend on a variety of factors, including the nature of the activities occurring at the source and the types and quantities of materials being stored or used at the facility. For example, any use that has the potential to generate 200 heavy-duty diesel truck trips per day should be located at least 20 meters (about 65 feet) away from sensitive uses.</p> <p>Project sponsor shall require that each industrial tenant provide information on daily truck trips expected to be generated. Any industrial use generating 200 or more diesel truck trips per day shall be located at least 65 feet from sensitive uses such as residential, educational and health care facilities.</p>	LS

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**Table V.1: Summary of Impacts and Mitigation Measures**

	<b>Impact</b>	<b>Level of Significance Prior to Mitigation</b>	<b>Mitigation Measure(s)</b>	<b>Level of Significance After Mitigation</b>
<b>C.5</b>	Development of the Mare Island Specific Plan would be consistent with adopted air quality management plans.	<b>LS</b>	Mitigation not necessary.	<b>NA</b>
<b>Noise</b>				
<b>D.1</b>	Project demolition and construction activities would cause temporary disturbance to adjacent land uses.	<b>S</b>	<b>D.1:</b> Limit construction activities to normal daytime hours (7 a.m. to 6 p.m.), Monday through Saturday, with no construction on Sundays or federal holidays unless approved by the Chief Building Official.	<b>LS</b>
<b>D.2</b>	Construction activities for the proposed southern crossing bridge would not occur.	<b>NI</b>	No mitigation necessary.	<b>NI</b>
<b>D.3</b>	Noise impacts from relocating the rifle range would not occur.	<b>NI</b>	No mitigation necessary.	<b>NI</b>
<b>D.4</b>	Noise from industrial operations could be incompatible with adjacent noise-sensitive land uses.	<b>S</b>	<b>D.4.a:</b> A qualified acoustical consultant shall be retained by the project sponsor to perform annual noise evaluations near light and heavy industrial uses that are located adjacent to residential areas in Reuse Areas 4, 6, 8 and 9, and in Reuse Area 10A near the planned regional park and report to the City. If the ambient Ldn exceeds Noise Element standards in any location, the acoustical consultant shall provide detailed recommendations as to one of the following: installation of noise insulation in the industrial building; changing the types of activities performed or enclosing the activities on the industrial site; or relocating the industrial use elsewhere on Mare Island, at an appropriate distance from residential uses or the regional park.  <b>D.4.b:</b> Industrial uses shall provide a maximum separation between industrial and adjacent residential, educational, or recreational development; noise-intensive industrial operations shall be concentrated away from adjacent residential, educational, or recreational development; and light industrial and office uses in enclosed buildings should be used to provide a buffer zone and isolate industrial noise from adjacent residential, educational, or recreational development.	<b>LS</b>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<p><b>D.5</b> Traffic would cause noise increases at locations near sensitive land uses.</p> <p>(cont'd.)</p>	S	<p><b>D.5.a:</b> Use roadway designs and traffic controls to discourage high traffic volumes and speeds along Azuar Drive south of G Street, and establish a heavy truck prohibition on Azuar Drive south of G Street, on Walnut Avenue between Kansas Street and G Street, and on Flagship Drive.</p> <p><b>D.5.b:</b> Establish a noise monitoring program to provide for biennial noise measurements along the residential portions of Azuar Drive and Walnut Avenue taken in conjunction with traffic counts; a detailed acoustical study prepared by an appropriately qualified acoustical consultant documenting results of the measurements and discussing noise levels in relation to Noise Element criteria; and implementation of a noise insulation program if any residences along these streets are shown to be exposed to traffic noise levels that have increased by 5 dB or more.</p> <p><b>D.5.c:</b> Provide building construction and noise insulation to achieve interior noise levels of less than 45 dBA Ldn, approximately 25 dBA exterior-to-interior reduction as required in Title 24 of the California Code of Regulations, for high-density residential development in mixed uses of Reuse Areas 2A and 3B.</p> <p><b>D.5.d.1:</b> Develop a noise insulation strategy with the Waterfront Project proponent to provide building construction and noise insulation to achieve interior noise levels of less than 45 dBA Ldn, approximately 25 dBA exterior-to-interior reduction as required in Title 24 of the California Code of Regulations, for planned residential development adjacent to and south of Mare Island Causeway, west of Mare Island Way.</p> <p><b>D.5.d.2:</b> The project sponsor shall participate by contributing a fair share of funding for acoustical studies and window replacement for residential uses along Tennessee Street between</p>	<p>LS</p> <p>LS</p> <p>LS</p> <p>SU</p> <p>SU</p>

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<b>Utilities/Services</b>			
<b>E.1</b>	Full buildout of the proposed project would result in an increased demand for water conveyance facilities.	No mitigation necessary	NA
<b>E.2</b>	Implementation of the Mare Island Specific Plan would increase the demand for water. This increase would not exceed the water supply available to the City of Vallejo in normal, single dry, or multiple dry years.	No mitigation necessary	NA
<b>E.3</b>	Implementation of the Mare Island Specific Plan would increase the demand for water and would contribute to a cumulative water shortage in the third year of a series of multiple dry water years.	<p><b>E.3a.</b> The City shall implement water conservation measures that achieve the same or better water conservation figures as those included in the draft Water Shortage Contingency Plan. Implementation of these measures would offset the water deficit in the third year of consecutive dry years.</p> <p><b>E.3b.</b> The City could construct the facilities necessary to allow use of the Lake Curry water supply. Utilization of this water supply source would provide sufficient water to serve cumulative project development in the third year of consecutive dry years without implementation of the conservation measures identified in Measure E.3a. The Lake Curry supply could be accessed by two alternative water transport systems: either a pipeline from Lake Curry to the Putah South Canal, or increased release of water to Suisun Creek. The pipeline alternative would be approximately five miles long and would be constructed below ground adjacent to Gordon Valley Road. If the alternative of releasing water to Suisun Creek were selected, the water would be withdrawn from the Creek where it crosses the Putah South Canal and conveyed to the WTP via the Canal.</p>	LS
<i>(cont'd.)</i>		Implementation of either of these alternative methods would	

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Turnstone Consulting  
For City of Vallejo

Mare Island Amended and Restated Specific Plan  
Final Subsequent EIR

V.26

**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<p>create impacts. Short-term impacts of pipeline construction would include dust, noise, and temporary traffic disruption. Air quality impacts of dust generation could be mitigated with standard measures for dust suppression. Impacts would last a few weeks in any one location along the five miles of the pipeline route and would not result in permanent impacts to ambient noise levels or traffic.</p> <p>Construction of the pipeline would also result in impacts to biological resources. Impacts to biological resources were studied at a general level along the expected pipeline route. These impacts could include the following:</p> <ul style="list-style-type: none"> <li>• Loss or temporary disturbance of developed, non-native grassland, and oak woodland habitats. Given the limited extent of these habitats expected to be impacted, the regional abundance of developed and non-native grassland habitats, and the lack of sizable populations of special-status species expected to occur in these habitats on the project site, impacts to these habitats would be less than significant.</li> <li>• Loss of foraging habitat for various special-status animal species. Due to the minimal amount of overall habitat loss, as well as the local abundance of these habitats, there would be a less-than-significant loss of foraging habitat.</li> <li>• Potential direct and indirect losses of freshwater emergent wetlands and disturbance to aquatic habitat in Suisun Creek and supporting tributaries. These impacts could be mitigated to a less-than-significant level by avoidance or replacement of these habitats.</li> <li>• Potential direct loss of riparian habitat. This impact could be mitigated to a less-than-significant level by avoidance or restoration of these habitats.</li> <li>• Loss or temporary disturbance to California native bunchgrass habitat. This impact could be mitigated to a less-than-significant level by avoidance or restoration of this habitat.</li> </ul>	

(cont'd.)

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**Table V.1: Summary of Impacts and Mitigation Measures**

Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
		<ul style="list-style-type: none"> <li>• Loss of or temporary disturbance to special-status plant species. Plant species that could be affected are big-scale balsamroot, Mount Diablo fairy-lantern, dwarf downingia, adobe-lily, and Brewer’s western flax. This impact could be mitigated to a less-than-significant level by avoidance of occurrences of these species.</li> <li>• Loss of the valley elderberry longhorn beetle. This impact could be mitigated to a less-than-significant level by avoidance of occurrences of this species or transplantation of elderberry plants to a mitigation area if they cannot be avoided by the proposed pipeline.</li> <li>• Potential indirect impacts to steelhead rainbow trout. This impact could be mitigated to a less-than-significant level by minimizing impacts to water quality during the construction of the project or replacing lost steelhead rainbow trout habitat.</li> <li>• Potential impacts to western pond turtles. This impact could be mitigated to a less-than-significant level by avoidance of occurrences of this species.</li> <li>• Potential impacts to pallid bats. This impact could be mitigated to a less-than-significant level by avoidance of occurrences, or relocation, of this species.</li> <li>• Potential impacts to San Francisco dusky-footed woodrats. This impact could be mitigated to a less-than-significant level by avoidance of occurrences, or relocation, of this species.</li> </ul> <p>Therefore, pipeline construction impacts would be less than significant with appropriate mitigation. There would be no long term impacts from operation of the pipeline. It is not known whether changes in water levels in the reservoir due to use of the water in some years would result in impacts to biological resources within the reservoir. The City will study effects of the pipeline alternative in more detail as part of its environmental review of use of Lake Curry water.</p>	

(cont’d.)

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**Table V.1: Summary of Impacts and Mitigation Measures**

	Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
<b>E.4</b>	Full buildout of the proposed project would result in an increased demand for wastewater collection and transport facilities.	<b>LS</b>	Impacts of release to, and withdrawal from, Suisun Creek would be primarily related to the anadromous steelhead rainbow trout population in the Creek and could potentially be significant and unavoidable. If the released water is cool (less than 70° F), such releases could benefit the federally threatened steelhead by maintaining low water temperatures, and possibly lowering water temperatures, in Suisun Creek. Conversely, the release of water 70° F or warmer would have adverse effects on steelhead. The increase in the discharge rate from two cubic feet per second (cfs) to seven cfs could potentially result in increased turbidity, which could adversely affect both steelhead and foothill yellow-legged frogs. The City will undertake more detailed environmental evaluation of this alternative.  No mitigation necessary.	<b>NA</b>

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NA = Not Applicable

S = Significant

SU = Significant and Unavoidable





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**APPENDIX F: DRAFT WATER SHORTAGE CONTINGENCY  
PLAN**

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# CITY OF VALLEJO

DRAFT Water Shortage Contingency Plan

September 2004

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*Prepared by:*

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(916) 444-0123





## TABLE OF CONTENTS

CHAPTER 1 - INTRODUCTION .....	1-1
1.1 Summary of Water Code Sections.....	1-1
1.2 Plan Adoption .....	1-3
1.3 Plan Implementation.....	1-3
1.4 Preparation for Catastrophic Water Supply Interruption .....	1-4
CHAPTER 2 - WATER SHORTAGE STAGES OF ACTION .....	2-1
2.1 Water Consumption.....	2-1
2.2 Water Supply .....	2-1
2.3 Supply and Demand Comparison .....	2-2
2.4 Supply Shortage Triggering Levels .....	2-6
2.5 Normal Supply .....	2-7
2.6 Stage 1. Water Warning.....	2-8
2.7 Stage 2. Water Shortage.....	2-12
2.8 Stage 3. Water Crisis.....	2-14
2.9 Stage 4. Water Emergency Response.....	2-16
CHAPTER 3 - REVENUE AND EXPENDITURE IMPACTS.....	3-1
3.1 Worst-Case Scenario .....	3-2
3.2 Disaster Response.....	3-3

### APPENDIX

- Appendix A. Draft Resolution
- Appendix B. California Government & Water Codes
- Appendix C. Water Waste Prohibition Ordinance

### LIST OF TABLES

Table 1-1. Organization Notification List .....	<b>Error! Bookmark not defined.</b>
Table 1-2. Public Notification List .....	1-4

### LIST OF FIGURES

Figure 2-1. Water Shortage Stage Analysis .....	2-5
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## CHAPTER 1 - INTRODUCTION

This Water Shortage Contingency Plan (Plan) addresses the steps the City of Vallejo (City) will consider during periods of water shortage. Recognizing the need to be prepared for potential water shortages due to drought, earthquake, contamination or other disaster, the City of Vallejo has prepared and adopted (see Appendix A) the following water shortage contingency plan. The water shortage contingency plan will be added to the City's existing Urban Water Management Plan in accordance with applicable state law (Appendix B). This Plan provides a plan of action to be followed at the various stages of a water shortage.

### 1.1 Summary of Water Code Sections

This Plan serves to comply with the requirements of the Urban Water Management Act (Act), which became part of the California Water Code with the passage of Assembly Bill 797 during the 1983-1984 California legislative session. This water shortage contingency plan addresses the following elements of the California Water Code Chapter 3, Article 2, Section 10632. Not included in this Plan is Section 10632 (b), an estimate of the minimum water supply available during each of the next three years, which is included in the 2000 Urban Water Management Plan (Brown and Caldwell, 2002).

*Urban Water Management Planning Act*

*Chapter 3. Urban Water Management Plans*

*Article 2. Content of Plan*

*Section 10632.*

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- (a) *Stages of action to be undertaken by the urban water supplier in response to water supply shortages, including up to a 50 percent reduction in water supply, and an outline of specific water supply conditions which are applicable to each stage.*
- (c) *Actions to be undertaken by the urban water supplier to prepare for, and implement during, a catastrophic interruption of water supplies including, but not limited to, a regional power outage, an earthquake, or other disaster.*
- (d) *Additional, mandatory prohibitions against specific water use practices during water shortages, including, but not limited to, prohibiting the use of potable water for street cleaning.*
- (e) *Consumption reduction methods in the most restrictive stages. Each urban water supplier may use any type of consumption reduction methods in its water shortage contingency analysis that would reduce water use, are appropriate for its area, and have the ability to achieve a water use reduction consistent with up to a 50 percent reduction in water supply.*
- (f) *Penalties or charges for excessive use, where applicable.*
- (g) *An analysis of the impacts of each of the actions and conditions described in subdivisions (a) to (f), inclusive, on the revenues and expenditures of the urban water supplier, and proposed measures to overcome those impacts, such as the development of reserves and rate adjustments*
- (h) *A draft water shortage contingency resolution or ordinance.*
- (i) *A mechanism for determining actual reductions in water use pursuant to the urban water shortage contingency analysis.*

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## 1.2 Plan Adoption

State regulations require that a properly noticed public hearing be held prior to the adoption of the Vallejo Water Shortage Contingency Plan. Prior to adopting a plan, the City will make the plan available for public inspection and hold a public hearing. The time and place of the hearing will be published prior to conducting the hearing pursuant to Section 6066 of the Government Code.

This 200\_ Water Shortage Contingency Plan (adopted on \_\_\_\_\_, 200\_) replaces the previous Draft Water Shortage Contingency Plan dated March 2, 1999.

## 1.3 Plan Implementation

Copies of this Plan are available at the Water Superintendent's office. In addition, the City shall provide customers with periodic updates on the results of the institution of this Plan. Updates may be by bill insert, newspaper, television, or other appropriate method(s). Should a water shortage emergency occur, the City will immediately notify customers when the supplies have returned to adequate operational levels and the water shortage is over.

Other implementation steps that will be taken include pursuing additional supplies and the initiation of possible coordinated planning with local agencies and organizations. Table 1-1 is a list of organizations the City shall notify during a water shortage.

**Table 1-1. Organization Notification List**

ORGANIZATION	CONTACT	PHONE
County of Solano, Water Resources Department	24 hour contact, County operator	(xxx) xxx-xxxx
County of Solano, Sheriffs Department	Captain _____ (local precinct)	(xxx) xxx-xxxx
	24 hour contact	(xxx) xxx-xxxx

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_____ Unified School District	24 hour contact pager	(xxx) xxx-xxxx
_____ Metropolitan Fire District	24 hour contact County operator	(xxx) xxx-xxxx
	Fire Marshal	(xxx) xxx-xxxx
_____ School District	Day	(xxx) xxx-xxxx
	Cellular	(xxx) xxx-xxxx

The City shall notify the public when the WSCP is implemented and the corresponding stage of shortage. In the event of a water shortage, the City shall notify outreach organizations (Table 1-2) to inform the public of the necessary actions to take before enforcement begins.

**Table 1-2. Public Notification List**

ORGANIZATION	CONTACT	PHONE
_____ Home Owners Association	Day only	(xxx) xxx-xxxx
Vallejo Chamber of Commerce	Day only	(xxx) xxx-xxxx
Vallejo City Council	Day only	(xxx) xxx-xxxx

#### 1.4 Preparation for Catastrophic Water Supply Interruption

Aside from drought-caused emergency water shortages, the City is also vulnerable to other potential disaster situations that could result in a catastrophic interruption of water supplies, including, but not limited to:

- Regional power outages,
- Earthquakes, and
- Water contamination.

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The City has a Master Disaster Plan in place that coordinates overall company response to a disaster in any and all of its districts. In addition, the Master Disaster Plan requires each district to have a local disaster plan that coordinates emergency responses with other agencies in the area.

The City also inspects its facilities annually for earthquake safety. Auxiliary generators and improvements to the water storage facilities to prevent loss of these facilities during an earthquake (or any disaster causing an electric power outage) have been budgeted for and installed as part of the annual construction process.

To properly prepare for and respond to a catastrophic water supply interruption, the following action items are recommended:

- Increase existing water storage.
- Obtain additional water supplies.
- Identify additional water supply funding sources.
- Coordinate with other agencies.
- Create an Emergency Response Team/Coordinator.
- Create a catastrophe preparedness plan.
- Put employees/contractors on-call.
- Develop public communication methods/plans.
- Prepare for water quality interruptions.

Are these already in place?



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## CHAPTER 2 - WATER SHORTAGE STAGES OF ACTION

Because water supply is a sensitive and extremely valuable resource in California, all water utilities in the region practice water-conservation programs. Beyond these normal practices, additional water shortage response measures are often needed when unforeseeable droughts and emergencies reduce water supplies.

### 2.1 Water Consumption

Table 2-1 shows the City's past, present, and estimated future water consumption from 2000 through 2025. Future water consumption assumes \_\_\_% annual growth in each category, normal rainfall, and normal consumption patterns adjusted for post-drought practices.

**Table 2-1 - Water Consumption (Acre Feet)**

Will Insert Table from Chapter 3, UWMP

CATEGORY	YEAR	YEAR
Category 1	XXXX	XXXX
Category 2, etc.	XXXX	XXXX
Total	Year Total	Year Total

### 2.2 Water Supply

The City of Vallejo has several water entitlements which are summarized in Table 2-2. These sources are described in Chapter 4 of the 2002 City of Vallejo Urban Water Management Plan.

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**Table 2-2 - Water Supply Summary**

Source	Usable capacity (AF)	Safe yield (AFY)	Remarks
State Water Project	5,600		SCWA
North Bay Aqueduct	22,800		Contract Entitlement from SCWA
Solano Water Project	14,750		Granted from SWRCB
Lakes Frey, Madigan Curry <sup>a</sup>	4,350		City Water Rights
Total	47,500		

<sup>a</sup> Lake Curry is currently not being used but planned to be back online in 2003.

### 2.3 Supply and Demand Comparison

Table 2-3 compares current, and projected water supply and demand. It indicates that in average precipitation years, the City of Vallejo has sufficient water to meet its customers' needs, through 2020. This is based on continued commitment to conservation programs and current water management strategies as described in Chapter 5 of the 2002 City of Vallejo Urban Water Management Plan (Brown and Caldwell, 2002).

**Table 2-3 - Water Consumption (Acre Feet)**

	2000	2005	2010	2015	2020
Supply totals					
Demand totals					
Difference					

Units of Measure: Acre-feet/Year

In any one dry year, the City will need to carefully manage its water supply. In the second consecutive dry year, the City will probably need to enter into a Stage I water shortage response. In the third consecutive dry year, or in the event of a major system failure, the City may continue a Stage I water shortage response or move into a Stage II water shortage response.

The City of Vallejo employs has a four-stage water-shortage response plan (Table 2-4 below), which is triggered at prescribed levels. Water-shortage stages are monitored, reported and acted upon according to the plan set out in the reduction-measuring mechanism for each stage. Each stage

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consists of specific prohibitions, regulations, fines, penalties, and rate structure to encourage the appropriate level of conservation. Though all four stages have both voluntary and mandatory components, none can be considered a rationing program because they do not strictly limit water use. However, Stages III and IV are most restrictive primarily due to the landscape irrigation component, which prohibits irrigation of any decorative landscaping.

**Table 2-4 - Water Shortage Response Stages**

<b>STAGE</b>	<b>DEMAND REDUCTION GOAL</b>
Stage I	Up to 15% reduction
Stage II	Up to 30% reduction
Stage III	Up to 50% reduction
Stage IV	Over 50% reduction

Conservation measures for each stage are based on the priorities set in the California Water Code Chapter 3 (Appendix B) and through public input. The priorities are as follows:

- HEALTH & SAFETY - interior residential use and fire fighting
- COMMERCIAL, INDUSTRIAL, GOVERNMENTAL - maintain jobs & economic base
- EXISTING LANDSCAPING - especially trees & shrubs
- RECREATIONAL & ORNAMENTAL - pools, spas & decorative fountains
- NEW DEMAND - projects without permits or other vested rights when shortage is declared

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The primary components of each stage consist of a tiered rate structure, regulations/prohibitions, and penalties/fines. Details of each response are summarized in Table 2-5 below.

**Table 2-5 - Stage Components**

	NORMAL	STAGE I – WATER WARNING	STAGE II – WATER SHORTAGE	STAGE III – WATER CRISIS	STAGE IV – WATER EMERGENCY
RATE STURCTURE					
Rate Type 1 Surcharge					
Rate Type 2					
PROHIBITIONS	Controllable Water Leaks  New installation of single pass cooling systems  etc.	Normal prohibitions plus ..  Washing of paved areas except to protect public health and safety	Stage I prohibitions plus ..  Running water for washing buildings, etc.	Stage II prohibitions plus ..  Landscape irrigation (none)  Hydrant flushing  Construction of new pools, spas, etc.	Stage III prohibitions plus ..  New construction (Without existing permit)  Filling of pools, spas, decorative fountains, etc.
REGULATIONS		Washing of vehicles to be done at commercial car wash or with controllable water source such as a bucket or hose with shut-off nozzle.	Stage I regulations plus ..  Restaurants serve water upon request  Hotels, etc. to post notice of drought condition  Reclaimed water for construction, if feasible	Stage II regulations plus ..  Reclaimed water only for construction projects	Stage III regulations plus ..  ?

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FINES/ PENALTIES	(Ordinance ##)				
1 <sup>ST</sup> Offense		Written	Written	\$25.00 fine	\$50 fine
2 <sup>nd</sup> Offense	Written	Warning	Warning	\$50.00 fine	\$100.00 fine
3 <sup>rd</sup> Offense	Warning	\$25.00 fine	\$25.00 fine	\$100.00 fine	\$175.00 fine
4 <sup>th</sup> Offense	\$10.00 fine	\$50.00 fine	\$50.00 fine	\$175.00 and	\$250.00 fine
	\$25.00 fine	\$125.00 fine	\$125.00 fine	installation of	and
	\$50.00 and	and	and	installation of	installation of
	installation of	installation of	installation of	flow restrictor	flow restrictor
	flow restrictor	flow restrictor	flow restrictor		

Any or all of these components in each stage may be enacted, by determination of the Public Works Director, in order to meet the demand reduction goal for that response stage.

Figure 2-1 is a flow chart illustrating the decision process to determine the current water shortage stage for the City. The current water shortage stage is based upon available water supply versus baseline supply or current demand versus current available supply. Baseline supply is defined to be equal to available supply with the largest unit out of service. Current demand and current available supply are defined to equal the current demand and available supply at the time of the water shortage stage analysis. System performance, such as water system pressure, although not listed as a trigger from one stage to another, is directly related to the supply and demand relationship, and can indicate water shortage conditions.

Insert here, see attachment in email

**Figure 2-1. Water Shortage Stage Analysis**

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## 2.4 Supply Shortage Triggering Levels

In order to protect the City's health and safety and minimize the social and economic impacts of water shortages, the City has established "triggers" to implement the various stages of conservation based on the City's water supply analysis. The "water supply analysis" is based on State Water Project deliveries, rainfall, storage levels, continuous years of drought, current consumption levels, existing water contracts, water supply deficiency declarations, and/or any other factors significantly impacting the integrity of the City's water supply. Each stage will be declared by the Vallejo City Council in accordance with findings based on the water supply analysis. The water supply analysis will recommend a percent reduction. The stages are defined as follows.

- Stage I — Where the City water supply analysis demonstrates the need for up to a 15% reduction in water consumption.
- Stage II — Where the City water supply analysis demonstrates the need for up to a 30% reduction in water consumption.
- Stage III — Where the City water supply analysis demonstrates the need for up to a 50% reduction in water consumption.
- Stage IV — Where the City water supply analysis demonstrates the need for a 50% or more reduction in water consumption.

For each of these stages, the following sections define the:

- City's ability to meet the customer demands,
- Triggering mechanism that directs each particular stage to begin,
- Consumption limits that define the amount of water consumption to be reduced,

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- City actions to be implemented, and
  
- Requested consumer actions to reduce demand.

In addition, penalties for customer misuse of water and reduction measuring mechanisms to track the City water use during each stage are defined. Note that all normal water conservation measures also remain in effect. Also note that all water shortage response measures defined in each shortage stage carry-over into more severe shortage stages. In this way, more serious water supply emergencies are met with a staircase of more stringent water shortage response measures.

## 2.5 Normal Supply

The City's supply or distribution system is able to meet all the water demands of its customers in the immediate future.

**Triggering Mechanism:** Full deliveries of water supply to all City customers and the ability to meet maximum day demand with largest unit out of service.

**Consumption Limits:** No percentage cutback required. All normal water efficiency programs are in place.

**City Actions:** During Stage 1, all normal water use efficiency programs will continue.

**Requested Consumer Action:** During the stage, all normal water efficiency programs will continue. Voluntary participation in water waste restrictions requested.

**Penalties:** None

**Reduction Measuring Mechanism:** Production figures are recorded daily within each system and monitored by the Superintendent during normal water supply conditions.

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## 2.6 Stage 1. Water Warning

There is a probability that the City supply or distribution system will not be able to meet all the water demands of its customers.

**Triggering Mechanism:** A cutback in supply by up to 15 percent of baseline supply and the inability to obtain additional water, or demand is greater than 90 percent of available supply.

**Consumption Limits:** All customers would be required to reduce consumption by 10% for the duration of the water warning.

**City Actions:** City will implement the following actions:

1. Initiate public information campaign explaining water supply condition, water shortage phases, and water shortage response measures. Campaign will consist of the distribution of literature, direct mailers, bill inserts, and weekly water shortage status update and conservation messages printed in local newspapers.
2. Notify local jurisdictions of Stage 1 implementation within 10 working days after implementation of Stage 1. The notification shall be in the form of a letter to the appropriate contact person for each agency found by calling agencies as listed in Table 1-1 and 1-2.
3. Notify customers at least 24 hours in advance, via the media, when it becomes necessary to initiate Stage 1.
4. Continue ongoing educational program in area schools.

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5. Maintain the “800” number Conservation Hotline with specially trained conservation representatives to answer customer questions about conservation and water use efficiency.
6. Provide free water conservation kits and free replacement water timer back-up batteries at the Water Utilities office for customer pickup.
7. Provide conservation “message tents” for local restaurants.
8. Initiate “conservation monitor” to identify and document excessive water use and advise customers regarding the appropriate watering schedule.

**Requested Consumer Actions:** Customers will be required to implement the following water shortage response measures:

1. There shall be no hose washing of sidewalks, walkways, driveways, parking areas, patios, porches or verandas, except flammable or other similar dangerous substances may be washed from said areas by direct hose flushing for the benefit of public health and safety. This prohibition shall not apply where hosing of sidewalks or driveways is required by law.
2. No water shall be used to clean, fill, operate or maintain levels in decorative fountains unless such water is part of a recycling system.

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3. No customer shall permit water to leak from any facility on his/her premises. Such facilities shall include sprinklers and irrigation systems, faucets, toilets, water heaters or any other fixture used in providing water service. Any leak shall be repaired in 72 hours.
4. No customer shall sprinkle, water or irrigate any shrubbery, trees, lawns, grass, ground cover, plants, vines, gardens, vegetables, flowers, or any other landscaped or vegetated area between the hours of 9:00 a.m. and 9:00 p.m. Such watering shall not be in excess of needs nor be of a manner that allows water to flow into streets.
5. Non-commercial washing of privately owned vehicles, trailers, buses, boats and equipment, except from a bucket and except that a hose equipped with a shut-off nozzle may be used for a quick rinse, and only on a surface, which will allow water to be returned to the ground.
6. Any use of water from a fire hydrant, except for fire protection purposes, is prohibited, unless authorized by the City.
7. Use of water for construction purposes, such as consolidation of backfill, unless no other source of water or method can be used, is prohibited.
8. Service of water by any restaurant except upon request of patron.
9. Any use of water from a fire hydrant, except for fire protection purposes, is prohibited unless authorized by the City.
10. Water will be used only for beneficial uses, all unnecessary and wasteful uses of water are prohibited.

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11. Water efficient plumbing fixtures, water efficient appliances and high efficiency irrigation techniques such as drip irrigation, are encouraged.
12. Landscape, pasture, common areas and street median irrigation shall be limited to a maximum of three days per week when necessary based on the following schedule:
  - a. Customers with street addresses that end with an odd number may irrigate only on Tuesdays, Thursdays, and Saturdays.
  - b. Customers with street addresses that end with an even number may irrigate only on Monday, Wednesdays, and Fridays.
  - c. Common areas and street medians may irrigate only on Mondays, Wednesdays, and Fridays.
13. Mow less frequently allowing grass to grow longer, inducing hydration.
14. Check the soil moisture in the root zone to determine when irrigation is required.
15. Restaurants will display water “message tents”.
16. Restaurants shall serve water only upon request.

**Penalties:** The City, after one written warning that is personally delivered to the customer or left at the premises as a “door hanger” for violation of water used for non-essential or unauthorized use, shall apply the following penalties to the appropriate cases:

1. Metered connections: Flow restrictor will be installed until return to Stage 1 conditions.

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2. Continued use of water for non-essential or unauthorized uses will result in a fine of \$200 per offense and/or discontinuance of service.

**Reduction Measuring Mechanism:** During all stages of water shortages, daily production figures are reported to and monitored by the Superintendent daily.

## 2.7 Stage 2. Water Shortage

The City's supply or distribution system will not be able to meet all the water demands of its customers.

**Triggering Mechanism:** A cutback in supply of 15 – 30 percent and the inability to obtain additional water, or demand is greater than 105 percent of available supply.

**Consumption Limits:** Customers would be required to reduce consumption by 20 percent for the duration of the water shortage condition.

**City Actions:** The City will implement the following actions:

1. Continue City actions listed through Stage 1.
2. Continue public information and education programs.
3. Notify local jurisdictions of Stage 2 implementation within 10 working days after implementation of Stage 2. The notification shall be in the form of a letter to the appropriate contact person for each agency found by calling agencies as listed in Table 1-1 and 1-2.
4. Notify customers at least 24 hours in advance, via the media, when it becomes necessary to initiate Stage 2.

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5. Mandate compliance to Stage 2 requested customer actions.

**Requested Customer Actions:** Customers will be notified that Stage 2 water conservation measures are in effect and compliance with the following water shortage response measures will be required:

1. All Normal and Stage 2 actions remain in force.
2. Reduction in landscape irrigation required. Reduce watering time; tolerate some plant wilting.
3. Landscape, pasture, common areas and street median irrigation shall be limited to a maximum of two days per week based on the following odd-even schedule.
  - a. Customers with street addresses that end with odd numbers may irrigate only on Tuesdays and Saturdays.
  - b. Customers with street addresses that end with even number may irrigate only on Monday and Fridays.
  - c. Common areas and street medians may irrigate only on Mondays and Fridays.

**Penalties:** The City, after one written warning that is personally delivered to the customer or left at the premises as a “door hanger” for violation of water used for non-essential or unauthorized use, shall apply the following penalties to the appropriate cases:

1. Metered connections: Flow restrictor will be installed until return to Stage 1 conditions.

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2. Continued use of water for non-essential or unauthorized uses will result in a fine of \$200 per offense and/or discontinuance of service.

**Reduction Measuring Mechanism:** During all stages of water shortages, daily production figures are reported to and monitored by the Superintendent daily.

## 2.8 Stage 3. Water Crisis

The City supply or distribution system is not able to meet all the water demands of its customers under Stage 2 requirements.

**Triggering Mechanism:** A cutback in supply by 31 – 50 percent and the inability to obtain additional water, or demand is greater than 120 percent of available supply.

**Consumption limits:** All customers would be required to reduce consumption by 35 percent until the water crisis has been declared over.

**City Actions:** The City will implement the following actions:

1. Continue all conservation program and agency action elements through Stage 2.
2. Maintain public information campaign explaining water shortage conditions.
3. Notify local jurisdictions of Stage 3 implementation within 10 working days after implementation of Stage 3. The notification shall be in the form of a letter to the appropriate contact person for each agency found by calling agencies as listed in Table 1-1 and 1-2.
4. Notify customers at least 24 hours in advance, via the media, when it becomes necessary to initiate Phase 3.

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5. Mandate adherence to all water conservation measures required under Stage 3 of requested customer actions.
6. Institute a rationing program through percentage cutbacks.
7. Request assistance from local agencies with available water supplies.
8. Implement rate changes to penalize excess usage.

**Requested Customer Actions:** Customers will be requested to comply with all Stage 3 water shortage response measures as listed below.

1. All Normal and Stage 1 and 2 actions remain in force.
2. Landscape, pasture, common areas and street median irrigation shall be limited to a maximum of one day per week based on the following odd-even schedule.
  - a. Customers with street addresses that end with odd numbers may irrigate only on Tuesdays.
  - b. Customers with street addresses that end with even number may irrigate only on Fridays.
  - c. Common areas and street medians may irrigate only on Mondays.
3. No potable water from the ACWS system shall be used to fill or refill any swimming pools, artificial lakes, ponds, or streams.
4. Water use for ornamental ponds and fountains is prohibited.

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5. Automobiles or equipment shall be washed only at commercial establishments that use recycled or reclaimed water.
6. Water shall not be used for cooling mists.
7. Flushing of sewers or fire hydrants is prohibited except in case of any emergency and for essential operations.

**Penalties:** The City, after one written warning that is personally delivered to the customer or left at the premises as a “door hanger” for violation of water used for non-essential or unauthorized use, shall apply the following penalties to the appropriate cases:

1. Metered connections: Flow restrictor will be installed until return to Stage 1 conditions.
2. Continued use of water for non-essential or unauthorized uses will result in a fine of \$200 per offense and/or discontinuance of service.

**Reduction Measuring Mechanism:** During all stages of water shortages, daily production figures are reported to and monitored by the Superintendent daily.

## 2.9 Stage 4. Water Emergency Response

The City is experiencing a major failure of a supply, storage or distribution facility.

**Triggering Mechanism:** A cutback in supply of greater than 50 percent and the inability to obtain additional water, or demand is greater than 125 percent of available supply.

**Consumption Limits:** All customers would be required to restrict consumption to 50 percent (or less) of normal supply for the duration of the water emergency.

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**City Actions:** The City will implement the following actions:

1. Continue all water shortage response measures and City action elements through Stage 3.
2. Continue public information outreach program with regular updates on the state of the emergency.
3. Notify local jurisdictions of Stage 1 implementation within 10 working days after implementation of Stage 1. The notification shall be in the form of a letter to the appropriate contact person for each agency found by calling agencies listed in Table 1-1 and 1-2.
4. Notify customers at least 24 hours in advance, via the media, when it becomes necessary to initiate Phase 4.
5. Mandate that all Stage 4 conservation measures be implemented immediately and strictly enforced.
6. Request assistance from local agencies with available water supplies.

**Requested Customer Actions:** Customers will be required to comply with all of the following Stage 5 water shortage response measures.

1. All Normal and Stage 1, 2, and 3 actions remain in force.
2. Landscape and pasture irrigation is prohibited.
3. Activation of additional water service connections to the City will not be allowed.

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4. Flushing of sewers or fire hydrants is prohibited except in case of any emergency and for essential operations.

**Penalties:** The City, after one written warning that is personally delivered to the customer or left at the premises as a “door hanger” for violation of water used for non-essential or unauthorized use, shall apply the following penalties to the appropriate cases:

1. Metered connections: Flow restrictor will be installed until return to Stage 1 conditions.
2. Continued use of water for non-essential or unauthorized uses will result in a fine of \$200 per offense and/or discontinuance of service.

**Reduction Measuring Mechanism:** During all stages of water shortages, daily production figures are reported to and monitored by the Superintendent daily.

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## CHAPTER 3 - REVENUE AND EXPENDITURE IMPACTS

This chapter describes the revenue and expenditure impacts that a water shortage may have on the City and the measures the City has in place to overcome these impacts.

Table 3-1 below contains predictions of Vallejo's revenues and expenditures at 15, 30, 40, and 50 percent reduction levels (in consumption) in relation to each staged response. This analysis includes the following assumptions:

- Volume and daily service rates are static.
- No new connections at Stage IV.
- New capital projects will be deferred at Stage III & IV.

**Table 3-1 - Estimated Revenues & Expenditures**

	NORMAL	STAGE I	STAGE II	STAGE III	STAGE IV
Water Sales (A-F)					
% Reduction		15.0%	30.0%	40.0%	50.0%
<b>Revenues</b>					
Water Sales (Base)					
Water Sales (Surcharge)					
Service Charge	XXXX	same	same	same	same
Connection Fees					\$0
Other Charges					
<b>Total</b>					
% Reduction					
<b>Expenses</b>					
Operations & Maint.					
Projects					
Debt Service					
<b>Total</b>					
% Reduction					
Available for Reinvestment or Reserve					

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The table above indicates net reductions (% revenue reductions less % expense reductions) of \_\_\_\_\_ percent of normal for Stages I through IV respectively. Both volume and meter charges may be raised at each stage by the commiserate amount to make up the deficiency but will remain revenue neutral C not to exceed expenses by more than \_\_\_\_%. City Council action will be required to adjust (lower or raise) water rates if necessary to balance revenues and expenses.

### 3.1 Worst-Case Scenario

The City's worst-case scenario is based on the following assumptions:

- Solano County will experience \_\_\_\_\_ years of drought (dry or critically dry years).
- The Solano Project will require a \_\_\_\_% reduction in \_\_\_\_\_.
- For the State Water Project, DWR will require a \_\_\_\_% reduction in \_\_\_\_\_.

Table 3-2 below summarizes the impact of the worst case on total water supplies for the next \_\_\_\_ to \_\_\_\_ months.

**Table 3-2 - Worst Case Scenario Summary (Acre Feet)**

Water Supply	Year 1	Year 2	Year 3
Entitlement 1 Expected Delivery % Decrease	XXXX XXXX XX%	XXXX XXXX XX%	XXXX XXXX XX%
Entitlement 2, etc. Expected Delivery % Decrease	XXXX XXXX XX%	XXXX XXXX XX%	XXXX XXXX XX%
Total Entitlements Expected Delivery	XXXX XXXX	XXXX XXXX	XXXX XXXX
Estimated Consumption	XXXX	XXXX	XXXX
Expected Delivery	XXXX	XXXX	XXXX
Surplus/Deficiency* % of Consumption	XXXX XX%	XXXX XX%	XXXX XX%

\* (Deficiency requires conservation or additional water purchases.)

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### 3.2 Disaster Response

In response to a disaster such as an earthquake or contamination of the water supply, the City of Vallejo has constructed water storage facilities to meet peak day demand for \_\_ days. Presently, the City has a maximum storage capacity of \_\_\_\_ million gallons. (Discuss recent and ongoing water tank projects, Green Valley and 5.7 MG Mare Island tank.) The City estimates maximum storage capacity to reach \_\_\_\_ million gallons by the year \_\_\_\_.

Stored water supply will be extended in the event of an emergency by implementing any or all of certain emergency conservation measures. These emergency conservation measures (outlined below) become effective immediately upon declaration by the City Manager.

#### Emergency Measures

- Limit residential consumption down to 100 gallons per residential unit per day.
- Limit commercial and industrial customers to between 25-75% of annual average daily usage dependent upon the nature and severity of the disaster. The Public Works Director shall determine the amount and duration of the water restriction.
- No interruptible landscape irrigation.
- No landscape irrigation by other customers
- No construction activity, new or existing, except where reclaimed water is used for construction of projects essential to the general health and welfare of the public.
- No washing of buildings, sidewalks, streets, or other structures except to protect public health and welfare.
- No washing of cars, boats, trucks, machinery or other equipment except where recycled water is used an only for the purpose of maintaining said vehicle/equipment or to protect the general health and welfare of the public.
- No controllable water leaks.

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- No washing of paved areas.
- No landscape irrigation.
- No hydrant flushing.

#### Fines/Penalties

During a declared emergency, police, fire, public works, utility, utility billing and meter reader staff shall be authorized to cite water customers for any violation of above mentioned restrictions. All notices of violation and violation hearings shall be in accordance with Ordinance XX-XX. Fines and penalties for violation of water restrictions are as follows:

1<sup>st</sup> Offense: Offender will receive a written warning.

2<sup>nd</sup> Offense: Offender will be fined \$150.00

3<sup>rd</sup> Offense: Offender will be fined \$250.00 and a flow restrictor will be installed for the duration of the emergency.

Any water customer cited for violation of water restrictions has a right to a hearing in accordance with Ordinance \_\_\_\_\_.

APPENDIX A  
DRAFT RESOLUTION





# CITY OF VALLEJO DRAFT RESOLUTION

A Resolution adopting the Water Shortage Contingency Plan

WHEREAS, the City of Vallejo is required to adopt a Water Shortage Contingency Plan; and

WHEREAS, the City of Vallejo has prepared and circulated a Draft Water Shortage Contingency Plan, in compliance with all applicable state and federal laws and a properly noticed public hearing regarding said Draft Plan was held by the City Council on \_\_\_\_\_, and a Final Water Shortage Contingency Plan prepared:

NOW THEREFORE, BE IT RESOLVED, by the City Council of the City of Vallejo as follows:

1. The Water Shortage Contingency Plan is hereby adopted and ordered filed with the City Clerk.
2. The City Manager is hereby authorized and directed to file this Plan with the California Department of Water Resources and the United States Bureau of Reclamation.
3. The City Manager shall implement this Water Shortage Contingency Plan, in part or in whole, upon declaration by the City Council.
4. The City Manager shall recommend to the City Council regarding additional procedures, rules, and regulations to carry out effective and equitable allocation of water resources during a water shortage.

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APPENDIX B

CALIFORNIA GOVERNMENT & WATER CODES





APPENDIX C

WATER WASTE PROHIBITION ORDINANCE

