

3.7 Recreation Resources

3.7.1 Physical Setting

Methodology

This section provides the environmental setting for recreation and public access. The environmental setting is divided into two categories: (1) the physical setting provides a summary of regional and SBSP Restoration Project Area recreation and public access including park and open space lands and recreation and public access facilities; and (2) the regulatory framework sets forth the legal and managerial structure for the SBSP Restoration Project Area.

Public access and recreation information on SBSP Restoration Project lands and the surrounding vicinity were collected through stakeholder meetings since February 2004, existing Geographic Information Systems data compiled for this Project, personal communications, site tours, and search and review of existing plans, policies, regulations, codes and reports, including the South Bay Salt Ponds ISP and the South Bay Salt Ponds Project Public Access and Recreation Existing Conditions Report, which is also incorporated by reference and summarized below.

Regional Setting

The regional setting provides the context for understanding current recreation and public access adjacent to the SBSP Restoration Project Area. These lands directly relate to the Project in their proximity, in their ability to provide a continuous network of public access and open space and for the purpose of coordinating management of these lands and facilities. Table 3.7-1 lists recreational lands and facilities, their managing agencies and the existing recreational uses surrounding the SBSP Restoration Project Area. Column 1 of the table lists the closest pond complex within the SBSP Restoration Project Area. All regional open space lands and facilities are mapped by managing agency and shown in the Public Access and Recreation Existing Conditions report.

The regional recreation setting is better understood when considered in the context of local and regional recreation and visitor use trends. These trends are identified in several studies conducted by federal, state, and local agencies with interest in identifying usage of recreation facilities and activities, as well as demographics of people who use the facilities. The purposes and primary results of these studies are summarized in Table 3.7-2.

Project Setting

The Project setting provides a summary of existing public access and recreation facilities in the SBSP Restoration Project Area. This includes a summary of all facilities and uses related to recreation that exist within the SBSP Restoration Project Area boundary for the Eden Landing pond complex, managed by CDFG as the ELER (exclusive of the 835-acre restoration area), and the Ravenswood and Alviso pond complexes managed by USFWS as part of the Refuge. This section also includes a summary of all educational and interpretive programs that currently exist in the SBSP Restoration Project Area. Maps of

Table 3.7-1 Regional Public Access and Recreational Facilities

COMPLEX	RECREATION FACILITIES/MANAGING AGENCY	RECREATIONAL USES
Eden Landing	Hayward Regional Shoreline Park (1,682 acres) (EBRPD) <ul style="list-style-type: none"> Trails Staging Areas (3) Restrooms Hayward Shoreline Interpretive Center (Hayward Area Recreation District) 	<ul style="list-style-type: none"> Hiking Bicycling Jogging Fishing Picnicking Exhibits Wildlife observation
	Oliver Salt Works (within the SBSP Restoration Project Area) (CDFG)	Remnant salt works
	835-acre restoration site (within the ELER but outside the SBSP Restoration Project Area) (CDFG) <ul style="list-style-type: none"> Bay Trail Spine along outer boundary connecting Hayward Regional Shoreline from the north (via pedestrian/bicycle bridge over State Route [SR] 92) to points south (Part of Union City Bay Trail Project) Staging area at entrance to Reserve Service and pedestrian bridge over Mt. Eden Creek 	<ul style="list-style-type: none"> Hiking Bicycling Once the main breaches are completed, CDFG may allow waterfowl hunting in selected portions of the site.
	Coyote Hills Regional Park (976 acres) (EBRPD) <ul style="list-style-type: none"> Visitor Center Picnic Area Staging Areas (access to Bay Trail Spine) Restrooms Group Campsite Bay Trail Naturalist Programs 	<ul style="list-style-type: none"> Hiking Bicycling Horseback riding Picnicking Camping Nature study
	Alameda Creek Regional Trail (partially in SBSP Restoration Project Area; remainder outside) (EBRPD) <ul style="list-style-type: none"> Staging Areas (1 at Lowry Road; also from Coyote Hills Regional Park and other locations – 8 total) Trails on the north and south side of AC FCC Horse Stables (currently closed) 	<ul style="list-style-type: none"> Hiking Bicycling (south side of channel) Horseback Riding (north side of channel)
	Don Edwards San Francisco Bay National Wildlife Refuge Visitor Center and Headquarters (8,500 acres) (USFWS) <ul style="list-style-type: none"> Interpretive Programs and Displays Trails Staging Area (access to Bay Trail Spine) Environmental Education Programs Dumbarton Fishing Pier and Boat Launch 	<ul style="list-style-type: none"> Waterfowl hunting (Ponds M1, 2, 3, 4, 5, 6) Hiking Bicycling Wildlife observation Nature study Fishing (Dumbarton Fishing Pier and Coyote Creek Lagoon) Boating (sloughs and Bay)

Table 3.7-1 Regional Public Access and Recreational Facilities (Continued)

COMPLEX	RECREATION FACILITIES/MANAGING AGENCY	RECREATIONAL USES
	<i>Bicycle Facilities (may not be inclusive of all)</i> <ul style="list-style-type: none"> ▪ Nearest multi-use trails (bicycling permitted) are located within Coyote Hills Regional Park ▪ Bicycle lanes are located within urban areas at least 1,500 ft east of the Eden Landing pond complex 	<ul style="list-style-type: none"> ▪ Bicycling
Alviso	<i>Alviso Marina County Park</i> (17 acres) (Santa Clara County) <ul style="list-style-type: none"> ▪ Picnic areas ▪ Trails ▪ Staging Area (access to Bay Trail Spine) ▪ Boat ramp ▪ Wildlife observation platforms 	<ul style="list-style-type: none"> ▪ Picnicking ▪ Hiking ▪ Bicycling ▪ Boating (motorized and non-motorized) ▪ Wildlife observation
	<i>Sunnyvale Baylands Park</i> (70 acres of parkland and 105 acres of protected seasonal wetlands) (City of Sunnyvale) <ul style="list-style-type: none"> ▪ Picnic areas ▪ Staging Areas (access to Bay Trail Spine) ▪ Children's Play Area 	<ul style="list-style-type: none"> ▪ Picnicking ▪ Play areas ▪ Hiking ▪ Bicycling ▪ Amphitheatre ▪ Wildlife observation
	<i>Stevens Creek Shoreline Nature Study Area</i> (53 acres) (Midpeninsula Regional Open Space District) <ul style="list-style-type: none"> ▪ Staging Area ▪ Trails 	<ul style="list-style-type: none"> ▪ Hiking ▪ Bicycling ▪ Wildlife observation
	<i>Mountain View Shoreline Park</i> (660 acres) (City of Mountain View) <ul style="list-style-type: none"> ▪ Lake ▪ Boathouse ▪ 18-hole golf course ▪ Clubhouse ▪ Historic Rengstorff House ▪ Kite-flying area ▪ Interpretive stations 	<ul style="list-style-type: none"> ▪ Trails ▪ Staging Areas (access to Bay Trail Spine) ▪ Boating ▪ Picnicking ▪ Golfing ▪ Kite-flying ▪ Bicycling ▪ Hiking
	<i>Don Edwards San Francisco Bay National Wildlife Refuge Environmental Education Center</i> (see Table 3.7-4 for more info) (USFWS) <ul style="list-style-type: none"> ▪ Multi-use building ▪ Staging Area (access to Bay Trail Spine) 	<ul style="list-style-type: none"> ▪ Education Programs
	<i>Additional Trails</i> <ul style="list-style-type: none"> ▪ Bay Trail Spine (unimproved, on-street portion adjacent to A8 and A12 in the Alviso pond complex) ▪ Bay Trail Spur (surrounding City of Sunnyvale WPCP) ▪ Bay Trail Reach 7A (County Marina to UPRR) ▪ Juan Bautista de Anza National Historic Trail 	<ul style="list-style-type: none"> ▪ Hiking ▪ Bicycling

Table 3.7-1 Regional Public Access and Recreational Facilities (Continued)

COMPLEX	RECREATION FACILITIES/MANAGING AGENCY	RECREATIONAL USES
	<i>Bicycle Facilities</i> (may not be inclusive of all) <ul style="list-style-type: none"> Multi-use trails along flood protection channel of Guadalupe Slough (east of Sunnyvale Baylands Park). Two crossings also along the trail, at Old Mountain. View-Alviso Road and Tasman Drive. Bicycle lanes more than 1,500 ft south of the complex in urban area. Bicycle crossing west of Mountain View Park, at Bayshore Road. 	<ul style="list-style-type: none"> Bicycling
Ravenswood	<i>Bayfront Park</i> (City of Menlo Park) <ul style="list-style-type: none"> Trails Annual Kite Day Staging Areas (access to Bay Trail Spine) 	<ul style="list-style-type: none"> Hiking Kite-flying
	<i>Ravenswood Open Space Preserve</i> (370 acres) (Midpeninsula Regional Open Space District) <ul style="list-style-type: none"> Trail Wildlife observation platforms 	<ul style="list-style-type: none"> Hiking Bicycling Wildlife Observation
	<i>Palo Alto Baylands Nature Preserve</i> (1,940 acres) (City of Palo Alto) <ul style="list-style-type: none"> Interpretive/education center Trails and boardwalks Art park Non-motorized boat launch Wildlife observation platforms Picnic facilities with barbeques Baylands Athletic Center (softball / baseball) Staging Areas (access to Bay Trail Spine) 	<ul style="list-style-type: none"> Hiking Bird watching Boating (non-motorized boats) Sailboarding Windsurfing Guided nature walks and programs Picnicking
	<i>Cooley Landing</i> (8.5 acres) (City of East Palo Alto)	Future nature center, trails, picnic areas
	<i>Bair Island</i> (three islands with total acreage of 3,200) (USFWS) <ul style="list-style-type: none"> Trails on the western island only 	<ul style="list-style-type: none"> Hiking Bicycling
	<i>Additional Trails</i> <ul style="list-style-type: none"> Bay Trail along Dumbarton Bridge / SR 84/Bayfront Expressway through Bayfront Park 	<ul style="list-style-type: none"> Hiking Bicycling
	<i>Bicycle Facilities</i> (may not be inclusive of all) <ul style="list-style-type: none"> Bicycle lanes (e.g., Willow Road, University Avenue, and Chilco Road) within urban areas that link to the Bay Trail 	<ul style="list-style-type: none"> Bicycling
Note: Dogs are permitted in many of the parks surrounding the SBSP Restoration Project Area. Local jurisdictions should be contacted to verify where and when dogs are permitted.		

Table 3.7-2 Local and Regional Visitor Use Recreation Studies

AGENCY	TITLE	PURPOSE	RESULTS
Local			
USFWS	Public Use at Don Edwards San Francisco Bay National Wildlife Refuge (Refuge) – Annual Narrative (2003)	To record public use activities that occurred within the refuge during 2002/2003.	The survey identified the number of people who visited or worked at the Refuge, including but not limited to trail users (~360,000), hunters (~4,000), anglers (~1,600), visitors to the Visitor Center (~28,000), other people who used the park (~180,000), and staff/volunteers (~3,000).
USFWS	Bair Island Visitor Use Survey (2000)	To provide a baseline of visitor use for Inner Bair Island.	<ul style="list-style-type: none"> An estimated 100,000 people visit the Island annually, primarily hikers and walkers. Over a third of visitors bring dogs. Unleashed dogs caused wildlife disturbance to the Island.
City of San Mateo	City of San Mateo Park and Recreation Citizen Survey (2002)	To assess recreation needs and priorities as part of the Comprehensive Park and Recreation Strategic Plan for the City of San Mateo.	Among 20 listed items, hike/walk trails were identified as the most needed facilities. Picnic pavilion/areas ranked 5th and an environmental educational facility ranked 16th.
East Bay Regional Park District (EBRPD)	Regional Economic Analysis (2000)	To determine the economic benefits the EBRPD confers on the East Bay region through creating and maintaining open space, parks, trails, and other recreational facilities.	<ul style="list-style-type: none"> The total estimated visitation is 14 million. Two percent of total visits are associated with interpretive programs and visitor centers. Of the recreation-related visits, 70 percent of users engage in walking, hiking, running, biking, dog walking, or picnicking.
Regional			
USFWS, U.S. Department of Commerce, and the U.S. Census Bureau	2001 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation	To measure fishing and hunting activities and provide detailed information about wildlife activities nationally (only California results were reviewed).	<ul style="list-style-type: none"> Compared with the 1991 survey, there were significant drops in the number of anglers, hunters and wildlife watchers. Overall, California ranked first in the total number of participants in wildlife-associated recreation.

Table 3.7-2 Local and Regional Visitor Use Recreation Studies (Continued)

AGENCY	TITLE	PURPOSE	RESULTS
California Department of Parks and Recreation	Public Opinions and Attitudes on Outdoor Recreation in California (2003)	To understand 1) public attitudes, opinions, and values about outdoor recreation, and 2) current participation in forty-two selected types of outdoor recreation activities for adults and youth.	<ul style="list-style-type: none"> Walking, picnicking, wildlife viewing, bird watching and viewing natural scenery are the most popular activities. The most desired facilities include trails, facilities for environmental education programs and small picnic sites.
USFWS	Birding in the United States: A Demographic and Economic Analysis (2001)	To identify birders in the United States, their home location, frequency and location of birdwatching.	<ul style="list-style-type: none"> Backyard birding is the most common form of birding (88%). 40% of birders take trips away from home, of which about half visited marsh, wetland, and swamp sites, and about a quarter visited oceanside sites. The age groups 35 to 54 had the most number of birders. Birders tend to have above-average income and education and are not ethnically diverse (94% white).
US Department of Commerce, National Oceanic and Atmospheric Administration, National Ocean Service	Current Participation Patterns in Marine Recreation (2001)	To present the results of marine recreation participation based on the National Survey on Recreation and the Environment 2000 data (only California results were reviewed).	<ul style="list-style-type: none"> California has the highest number of marine recreation population and the second most popular destination for marine recreation. 4.2 million Californians participated in viewing or photographing in water-based surrounding, 2.6 million in marine/saltwater bird watching, 433,000 in kayaking in saltwater or brackish areas, and 82,000 in windsurfing.

Table 3.7-2 Local and Regional Visitor Use Recreation Studies (Continued)

AGENCY	TITLE	PURPOSE	RESULTS
Santa Clara County Parks and Recreation Department (SCCPRD)	Santa Clara County Public Opinion Survey (2001)	To elicit public input and contribute to the <i>Strategic Plan for the Santa Clara County Parks and Recreation System</i> , 2003.	<ul style="list-style-type: none"> Nearly half of respondents participate in outdoor leisure activities more than twice a week. Walking and running were the most popular outdoor activities. 90% of respondents are satisfied with the distance to outdoor activities from their home. Maintenance and improvement in existing parks was considered the top priorities, followed by buying lands to preserve open space and natural resources.
USFWS	Sacramento National Wildlife Refuge Complex Visitor Use Survey 1997–98	To establish a visitor profile for the Sacramento National Wildlife Refuge to maintain visitor experience and develop additional education activities.	<ul style="list-style-type: none"> Wildlife viewing and auto touring were the most popular use, followed by wetlands walk and nature photography. Half of visitors spent three hours or less at the Refuge. In average respondents spent 2.25 hours on auto touring, 1.2 hours on the trails, less than half an hour at the viewing platform and visitor center, and 10 minutes at kiosk interpretive panels.

each pond complex illustrating the location and type of recreation and public access are provided in the South Bay Salt Pond Restoration Project Public Access and Recreation Existing Conditions Report.

SBSP Restoration Project Area

Eden Landing. The ELER comprises approximately 6,400 acres and is owned and managed by CDFG. Previous to CDFG ownership, this portion of the SBSP Restoration Project Area was owned by Cargill Inc. (Cargill) and used for salt production. In 1996, a portion of these lands constituting 835 acres (outside the SBSP Restoration Project Area), was transferred to CDFG ownership and established as the ELER. The remaining lands within the Reserve that are part of the Eden Landing pond complex were added as part of the Cargill purchase in March 2003 and constitute a portion of the SBSP Restoration Project Area.

The existing restoration plan for the 835-acre portion of the ELER (former Ponds 1B–6B, 7C, 8B–17B, 17C and 20B as per CDFG Map of ELER, February 2004) is to restore former salt ponds and crystallizers to tidal salt marsh and seasonal wetlands (Life Science! 2003). Restoration of this area is underway. As part of the restoration, CDFG, in partnership with EBRPD, is constructing a segment of the Bay Trail Spine, a staging area and a vehicular and pedestrian bridge crossing Mt. Eden Creek, linking the restoration area to the remainder of the Reserve. The Bay Trail Spine will cross SR 92 and connect the Hayward Shoreline Interpretive Center and the Hayward Regional Shoreline to the Reserve and to points south.

Figure 3.7-1 and Table 3.7-3 shows existing public access and recreational features, including trails, waterfowl hunting, staging areas and historic features within the complex. General public access to ponds in the Eden Landing pond complex is not currently permitted under the ISP, although controlled access is allowed for hunters on specific hunt dates. Public access has occurred through occasional guided tours and stewardship work sponsored by Save The Bay. Access for waterfowl hunting typically occurs on approximately six dates comprised of Saturdays and selected weekdays during the season (late October through January). Waterfowl hunting in the Eden Landing pond complex occurs on lands deemed appropriate by CDFG; areas typically open to waterfowl hunting include marsh areas and ponds with sufficient water. All or portions of Ponds E6A, E4C, E2C, E1C and E5C will remain closed due to proximity to the adjacent Eden Shores housing development, Union City residents and the Alameda Creek Regional Trail. Currently, there is no fishing program at ELER, however as per CDFG regulations, fishing is permitted from boats and from shore, but only for specific time periods and in areas designated by CDFG (2004).

Alviso. The Alviso pond complex comprises approximately 8,700 acres and is owned and managed by USFWS. It is within the Refuge adjacent to the southern portion of the Bay in the historic community of Alviso and near the cities of San Jose, Mountain View, Palo Alto, East Palo Alto, Milpitas, Sunnyvale and Fremont. Portions of the Alviso pond complex were formerly owned by Cargill prior to purchase by USFWS in 2003. Within other areas of the Refuge, Cargill retains the rights for salt production operation over some ponds.

Pursuant to the ISP, USFWS prepared a Compatibility Determination, environmental assessment and Hunt Plan Amendment to open certain ponds to waterfowl hunting during the ISP period (*e.g.*, before the long-term restoration plan is implemented) including Ponds A2E, AB1, AB2, A3W, A3N, A5, A7 and the northern portion of Pond A8 within the Alviso pond complex (USFWS 2004). Under this amendment, which would continue to apply under the SBSP Restoration Project, the ponds identified above are open to hunters on Saturdays, Sundays, and Wednesdays; a Refuge Special Use Permit is required. Ponds A1 and A2W, which were hunted historically under Cargill's ownership, have been closed to public use. Generally, the waterfowl hunting season extends from approximately mid-October to mid-January. During the season, waterfowl hunting is permitted daily on Ponds R1 and R2 and in tidal areas from one half-hour before sunrise until sunset. Boats used to access ponds must be electric or non-motorized. The boats must be placed in the ponds before the waterfowl hunting season and must be left in the ponds during the season and removed after the waterfowl hunting season. Use of retrieving dogs is permitted and encouraged in all areas open to waterfowl hunting.

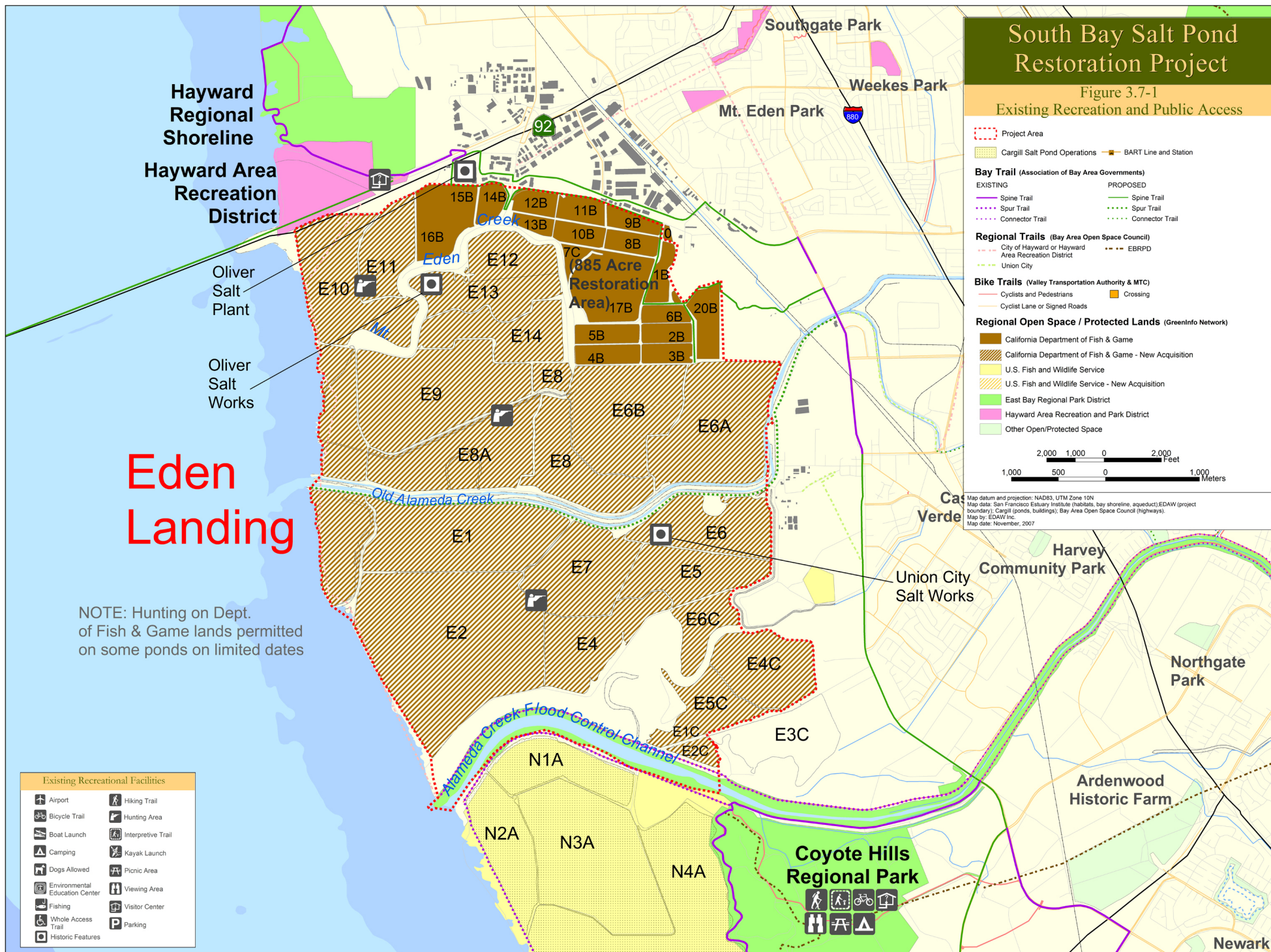


Table 3.7-3 Eden Landing Pond Complex Existing Public Access and Recreation

PUBLIC ACCESS AND RECREATIONAL FEATURES	LOCATIONS
Trails	
Alameda Creek Regional Trail (partially in SBSP Restoration Project Area and remainder outside)	Southern edge of Eden Landing pond complex - trails on the north (bicycling, equestrian, hiking) and south side of ACFCC
Boating (non-motorized)	
In Bay and sloughs/no launching sites	6 miles of accessible slough and marsh channels (>4 meter (m) wide)
Historic Features	
Oliver Salt Works	Northwest end of Pond E13
Union City Salt Works	Northwest end of Pond E6
Waterfowl Hunting	
Controlled access on specific hunt dates and areas	Marsh areas and all ponds with sufficient water except Pond E6A and the 835-acre restoration site
Fishing	
Controlled access by season and area	From boat or from shore, as designated by CDFG (2004c)
Interpretive/Education Programs	
None	
Viewing Platforms	
None	
Note: Dogs are permitted at ELER during waterfowl hunting season only – see special regulations in Regulatory Framework section below.	

For Ponds A2E, AB1, AB2, A3W, and A3N, waterfowl hunting is restricted to use of existing blinds which are accessed using electric, non-motorized or four-stroke motor boats. Hunting is not allowed from levees on these ponds. The hunters' boats on these ponds can be accessed during dry conditions by the hunters' private vehicles driving along levee roads to boat mooring areas. Vehicle access would be restricted to those days that the levees are dry enough to be driven safely and prevent damage to the levees. During wet weather conditions these ponds can be accessed by walking or bicycling.

For Ponds A5 and A7 and the northern portion of Pond A8N, waterfowl hunting is available from existing blinds which are accessed using electric, non-motorized or four-stroke motor boats, and from levees. Hunters can access these ponds from Gold Street in Alviso, through a locked gate located between the World Financial Corp buildings. Hunters are provided the combination to the lock in their Special Use Permits and are required to close all gates upon entrance through the gates. When the levees are dry, hunters are allowed to drive their private vehicles on the levees to the check-in station at the southeast corner of Pond A5, but vehicular access is prohibited beyond that point unless hunters are using the ADA blind. During wet weather conditions these ponds can be accessed by walking or bicycling. Vehicles can park on the levee at the check-in station or outside the gates on Gold Street.

Fishing is not allowed on any ponds within the Alviso pond complex (including salt evaporation ponds or marshes). Visitors are allowed to fish from boats in the Bay and sloughs. Mallard Slough is closed to boats from March 1 through August 31 to protect sensitive wildlife species. Figure 3.7-2 and Table 3.7-4 shows existing public access and recreational features including trails, staging areas, historic features, and educational and interpretive activities within the complex.

The Refuge Environmental Education Center (Refuge EEC), accessed from SR 237 and Zanker Road in Alviso, is located immediately outside of the SBSP Restoration Project Area near the southeastern portion of Pond A16. The building contains two classrooms, an auditorium, and an enclosed observation tower. A boardwalk winds through seasonal wetland habitat to provide wildlife viewing opportunities. The Refuge EEC is open from 10 am until 5 pm on the weekends; during weekdays, it is open to school field trip groups by reservation. The Refuge Headquarters and Visitor Center are located in Fremont outside of the SBSP Restoration Project Area (see Table 3.7-2). Interpretive displays are located in the visitor center, along hiking trails, at wildlife observation areas, and at the boat launch ramp. Refuge EEC operations, including staff resources and facility maintenance are presented in Tables 3.7-5 and 3.7-6. Table 3.7-5 identifies staff assignments, programs, and related costs. Table 3.7-6 identifies the O&M challenges related to the Refuge EEC.

Ravenswood. The Ravenswood pond complex comprises approximately 1,550 acres and is owned and managed by USFWS. Portions of this complex were historically part of the Refuge, and managed by USFWS, however, Ponds R3, R4, R5 and S5 were in salt production prior to their purchase from Cargill in 2003.

Within tidal areas of the Ravenswood pond complex, waterfowl hunting is permitted from boat up to the mean high water line (USFWS 2002). Within salt evaporation ponds of the Ravenswood pond complex, Ponds R1 and R2 are open for waterfowl hunting (Morris 2004). However, the southeastern portion of Pond R2, next to SR 84, is closed to waterfowl hunting. As with the Alviso pond complex, only non-motorized boats, which can be accessed by dragging the boat across the levee from the Bay, are permitted in the ponds. Shooting from the levees is allowed in the Ravenswood pond complex but fishing is not allowed on any ponds within the complex. Visitors are allowed to fish from boats in the Bay and sloughs. Figure 3.7-3 and Table 3.7-7 shows existing public access and recreational features, including trails, staging areas, historic features, and activities within the complex.

3.7.2 Regulatory Setting

A detailed discussion of the regulatory framework for the SBSP Restoration Project Area is provided in the South Bay Salt Ponds Restoration Project Public Access and Recreation Existing Conditions Report. A summary of relevant regulations are provided herein. The SBSP Restoration Project Area is governed by the applicable codes, regulations, and policies of CDFG, USFWS, and BCDC, which compose the legal and managerial framework with which to plan and manage existing and proposed recreation and public access for the SBSP Restoration Project Area (as these agencies either own, manage, or have jurisdiction over the SBSP Restoration Project Area). Additionally, the policies of city/county general plans and region-wide, recreation-related plans also influence the development of future recreation and public access facilities on SBSP Restoration Project Area lands and are summarized herein.

South Bay Salt Pond Restoration Project

Figure 3.7-2
Existing Recreation and Public Access

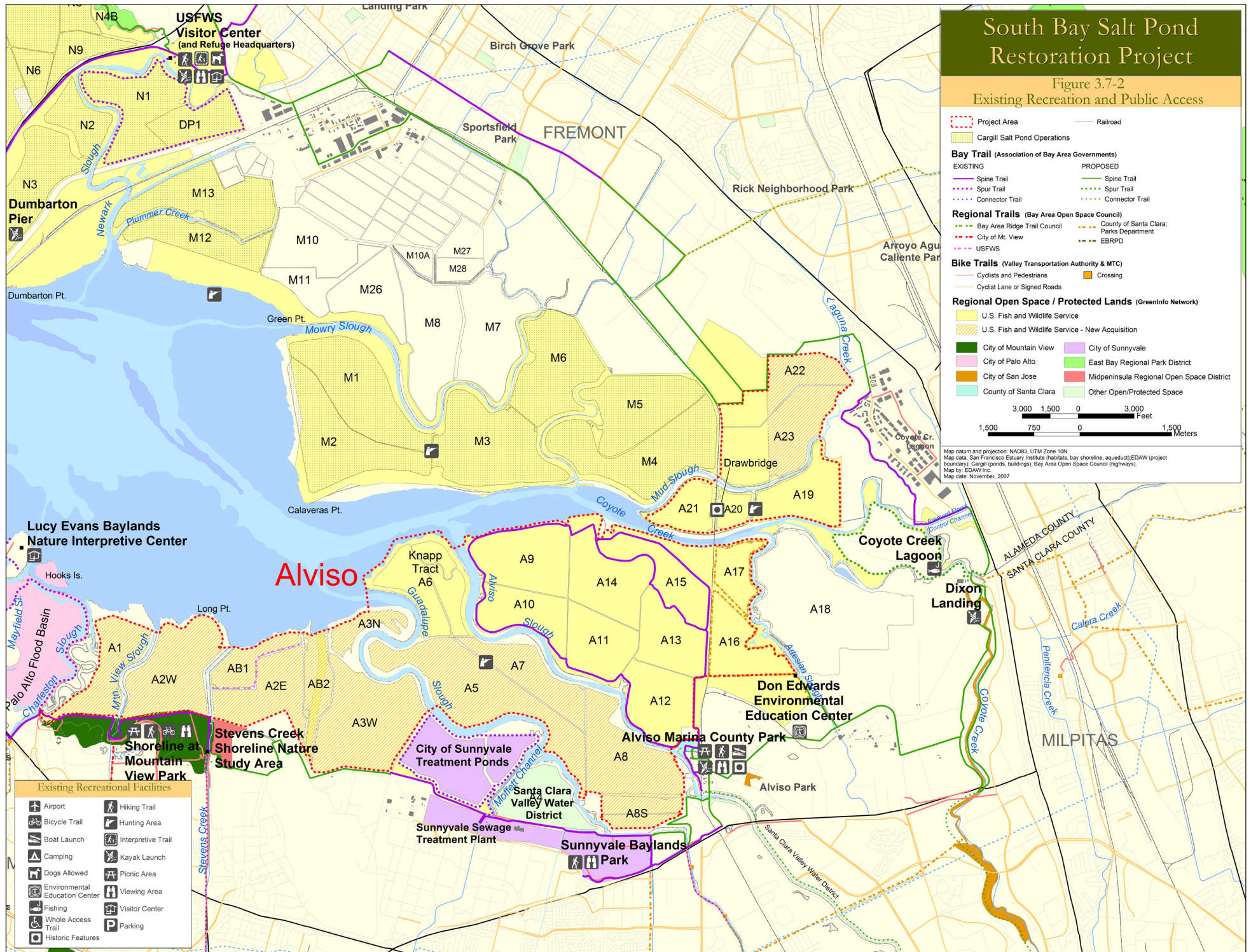


Table 3.7-4 Alviso Pond Complex Existing Public Access and Recreation

RECREATIONAL FEATURES	LOCATIONS
Trails	
Alviso Loop Trail (Bay Trail Spine)	Loop around Ponds A9–A14
Mallard Slough Trail	Surrounding Ponds A16 and A17
Alviso Loop Trail Connector	Between Ponds A15, A16, and A17
Stevens Creek Trail	Between Ponds A2E and AB1
Access Points and Staging Areas	
Refuge EEC	
Alviso Marina County Park (immediately adjacent to complex)	
Access to Pond A8 (waterfowl hunting and service only)	
Boating (non-motorized recommended)	
Bay and its tributaries	13 miles of accessible slough and marsh channels (>4 m wide) (Check for seasonal closures)
Historic Features	
Drawbridge remnants	Between ponds A20 and A21
Historic Cannery Building	In Alviso, outside of the SBSP Restoration Project Area but owned by USFWS
Waterfowl Hunting	
Controlled access on specific hunt dates and areas	Under the Hunt Plan Amendment as part of the ISP, Ponds A2E, AB1, AB2, A3W, A3N, A5, A7 and the northern portion of A8 within the Alviso pond complex are open to waterfowl hunting on Saturdays, Sundays, and Wednesdays; a Refuge Special Use Permit is required. Pond A19 is open to waterfowl hunting under the current Hunt Plan. Ponds R1 and R2 and tidal areas within the Refuge are open to waterfowl hunting daily during the hunting season.
Fishing	
By boat in Bay and sloughs only	Mallard Slough closed to boating March 1 – August 31
Interpretive/Education Programs	
Docent-led tours Interpretive displays Environmental education field trips, hands-on activities, classroom presentations and other outreach	Along hiking trails, at wildlife observation areas, and throughout the Refuge
Viewing Platforms	
Viewing areas	Wildlife observation area and boardwalk adjacent to the Refuge EEC

Table 3.7-5 USFWS Environmental Education Center Staff Resources, Assignments and Costs

	TITLE	ASSIGNMENT	COST
Refuge EEC	One Refuge EEC Director/ Environmental Educational Specialist	USFWS. Incumbent directs and coordinates environmental education activities at the EEC, coordinates maintenance and upkeep of the center and surroundings.	\$74,000 (annual personnel costs)
	One Environmental Education Coordinator	USFWS. Provides staff support at the EEC, and supervises/directs the Environmental Education program for the Complex.	Not available
	One Environmental Education Specialist, City of San Jose	A contracted position between the City of San Jose and the SF Bay Wildlife Society. Incumbent provides environmental education activities both on-site and off-site in classrooms and festivals, fairs, conferences, etc. for individuals from 5th grade through college.	\$58,400 (personnel and program costs)
	One Interpretive Specialist, Santa Clara Valley Urban Runoff Pollution Prevention Program	A contracted position between a consortium of agencies in the South Bay and the SF Bay Wildlife Society. Incumbent provides on-site interpretive activities to the general public. Program activities focus on urban runoff pollution prevention.	\$75,700 (personnel and program costs)
	Three environmental education interns	<ul style="list-style-type: none"> ▪ Staffing environmental education events such as Shark Day, International Migratory Bird Day, Coastal Clean-Up Day, ▪ Helping present teacher workshops and trainings ▪ Presenting activities during on-site environmental education field trips by school groups ▪ Helping control/remove invasive species in the native plants garden ▪ Providing general light maintenance and carpentry skills 	\$10,000 (intern costs)
		Service office and program supplies	\$8,200 (annual costs)
		Maintenance staff salary and maintenance/ facility operations	Not Available
<p>Note: Dogs are not permitted within the Refuge at the Alviso pond complex.</p> <p>Source: Morris 2005; Moore 2005 (Not inclusive).</p>			

Table 3.7-6 USFWS Environmental Education Center Operations and Maintenance

	OPERATIONS AND MAINTENANCE ISSUES – EEC
Refuge EEC	Levees provide both trail routes and access for maintenance vehicles. The levees can be impassable when wet. Graveling the levees would improve year-round access for walkers and bicyclists during the rainy season. This improvement would likely increase overall recreational use.
	Dry rot has severely compromised one corner of the building to the extent there is an open hole through both an outside wall and the floor of one of the classrooms.
	The building has significant accessibility issues: doors are too heavy and narrow steep stairs provide the only access to the second floor classroom & library and to the third floor observation area.
	Chlorine is transported via train in close proximity to the Refuge EEC. Accidental chlorine releases during transport have caused short-notice evacuation of the building and surrounding grounds. The possibility of future accidental releases is a concern. The EEC auditorium was retrofitted as a Shelter In Place location to provide on-site sanctuary during an accidental chlorine release. A public address system was added to allow staff inside the EEC to alert people outside and well away from the building that an emergency exists and direct them to the Shelter In Place.
	Vandalism has caused destruction of property in the past and continues to be a concern.
	The public continues to express a desire for the refuge gate, which allows access to the Refuge EEC parking area, to be open earlier and later in the day than the staff can presently accommodate. The refuge gate was moved to a location closer to the Refuge EEC. A gravel parking area was added adjacent to the gate. It can accommodate approximately six cars.
<i>Source: Morris, 2005</i>	



Table 3.7-7 Ravenswood Pond Complex Existing Public Access and Recreation

RECREATIONAL FEATURES	LOCATIONS
Trails	
Unnamed (Bay Trail Spine)	Along the south borders of Ponds S5 and R3, continuing between Ponds SF2 and R2 and on to the Dumbarton Bridge.
Ravenswood Trail	Surrounding Ponds R1 and R2.
Unnamed Trail	Along the eastern edge of Pond SF2.
Access Points and Staging Areas	
Staging Area	North and south side of Dumbarton Bridge off-ramp for access to Ravenswood trail and unnamed trail at Pond SF2.
Kayak Launch	On the eastern edge of Pond SF2, south of the Dumbarton Bridge.
Boating (non-motorized recommended)	
Bay and its tributaries	1 mile of accessible slough and marsh channels (>4 m wide) (Check for seasonal closures).
Historic Features	
Historic red barn	South of Bayfront Park by Pond S5.
Waterfowl Hunting	
Controlled access on specific hunt dates and areas	Ponds R1 and R2 (except the southeastern portion of R2 next to the highway); from boats, shore, or levees.
Fishing	
Not allowed from pond levees; available from the Bay.	
Interpretive/Education Programs	
Docent-led tours Environmental education field trips, hands-on activities, classroom presentations and other outreach	Various locations.
Viewing Platforms	
None	
Note: Dogs are not permitted within the Refuge at the Ravenswood pond complex.	

Regulatory and Managerial Framework

CDFG and USFWS are the two landowning and managing agencies in the SBSP Restoration Project Area. BCDC has jurisdiction over both the SBSP Restoration Project Area and herein, is discussed relative to recreation and public access. The jurisdiction of these three agencies composes the legal and managerial framework with which to plan and manage existing and proposed recreation and public access for the SBSP Restoration Project Area.

California Department of Fish and Game

For the Eden Landing pond complex, CDFG is primarily governed by the California Code of Regulations Title 14, which includes General Rules and Regulations as well as “Special Regulations for Use” at the ELER. This subsection summarizes the legislative code and CDFG policies applicable to public access and recreation on CDFG designated ecological reserves. Pertinent sections of the California Code of Regulations have been included here that address the establishment of Ecological Reserves and special regulations that apply to this specific Reserve. The South Bay Salt Ponds Restoration Project Public Access and Remediation Existing Conditions Report includes more information about the Title 14 General Rules and Regulations.

California Code of Regulations Title 14. Natural Resources, Division 1. Chapter 11. Ecological Reserves.

§ 630. Ecological reserves are established to provide protection for rare, threatened or endangered native plants, wildlife, aquatic organism and specialized terrestrial or aquatic habitat types. Public entry and use of ecological reserves shall be compatible with the primary purposes of such reserves, and subject to the general rules and regulations, except as otherwise provided for in the special area regulations.

(b) Areas and Special Regulations for Use (45) ELER, Alameda County.

- No person should walk, ride horses or bicycles, except on designated trails.
- Except on designated trails, entry to the Reserve requires written permission or posted notice of the regional manager.
- Dogs are restricted to designated trails or waterfowl hunting areas during the waterfowl season. In designated waterfowl hunting areas, dogs may be off leash only for waterfowl hunting during waterfowl season and must be under voice control at all times.
- Waterfowl hunting or commercial bait fishing for brine shrimp may occur only during the seasons and within specific designated areas.
- Fishing is permitted from boats and from shore, in designated areas.
- CDFG may issue permits to conduct biological research or monitoring compatible with the primary purposes of the reserve.

US Fish and Wildlife Service

The Alviso and Ravenswood pond complexes are located within the Refuge, which is owned and managed by USFWS. These pond complexes are governed by laws, executive orders and directives that guide public use and recreation on National Wildlife Refuges. These cover a range of topics including the administration, management, planning of refuges, special areas and policies governing regulations affecting public use (*e.g.*, fees, concessions, visitor protection, waterfowl hunting, fishing, trails, trapping, off-road vehicles, and motor boats). Below is a summary of the key laws that govern public access and recreation uses within the National Wildlife Refuge System (NWRS). Other applicable laws that USFWS

must follow on their lands are outlined in the South Bay Salt Pond Restoration Project Public Access and Recreation Existing Conditions Report.

The National Wildlife Refuge System Administration Act of 1966 [16 United State Code (USC) 668dd–668ee, as amended] states that USFWS focuses the mission of the NWRS on conservation of fish, wildlife, and plant resources and their habitats. The Administration Act closes national wildlife refuges to all uses until a compatibility determination has been made. The Secretary of the Interior (Secretary) may open refuge areas to any use, including waterfowl hunting and/or fishing, upon a determination that such uses are compatible with the purposes of the refuge and the NWRS mission. The action also must be in accordance with provisions of all laws applicable to the areas, developed in coordination with the appropriate state fish and wildlife agencies, and consistent with the principles of sound aquatic and wildlife management and administration. These requirements ensure that USFWS maintains the biological integrity, diversity, and environmental health of the NWRS for the benefit of present and future generations of Americans.

The Administration Act and Refuge Recreation Act (Recreation Act) of 1962 (16 USC 460k–460k-4) governs the administration and public use of the NWRS. The Recreation Act authorizes the Secretary to administer areas within the NWRS for public recreation as an appropriate incidental or secondary use only to the extent that doing so is practicable and not inconsistent with the primary purpose(s) for which Congress and USFWS established the areas. The Recreation Act also authorizes the Secretary to issue regulations to carry out the purposes of the Acts and regulate uses.

Amendments enacted by the National Wildlife Refuge System Improvement Act (Improvement Act) of 1997 (PL 105-57) build upon the Administration Act in a manner that provides an “Organic Act” for the System similar to those that exist for other public federal lands. The Improvement Act serves to ensure that USFWS effectively manages the NWRS as a national network of lands, waters, and interests for the protection and conservation of the Nation's wildlife resources. As described above, the Administration Act states that the mission of the NWRS is to conserve fish, wildlife, and plant resources and their habitats. The Improvement Act requires that, before allowing a new use of a refuge, or before expanding, renewing, or extending an existing use of a refuge, the Secretary must determine that the use is compatible. The Improvement Act established as the policy of the United States that wildlife-dependent recreation, when compatible, is a legitimate and appropriate public use of the NWRS, through which the American public can develop an appreciation for fish and wildlife. The Improvement Act established six wildlife-dependent recreational uses, when compatible, as the priority general public uses of the NWRS. These uses sometimes referred to as the “Big Six” or “Priority Uses” are: hunting, fishing, wildlife observation, photography, environmental education, and interpretation.

Bay Conservation and Development Commission

The SBSP Restoration Project Area falls under the jurisdiction of BCDC. The McAteer-Petris Act (California Government Code 66600 – 66682) is the key legal provision under California state law that preserves San Francisco Bay from indiscriminate filling. BCDC, which is charged by the state to prepare a plan (*San Francisco Bay Plan*) for the long-term use of the Bay, reviews applications for projects that fall within BCDC jurisdictions for their ability to provide “maximum feasible public access.”

Under the McAteer-Petris Act, BCDC requires locations for water-oriented land uses and increased public access to shoreline and waters, and encourages the provision of maximum feasible public access to the Bay and its shoreline, as long as such access is compatible with wildlife protection. Similarly, the *San Francisco Bay Plan* contains policies that encourage the development of waterfront recreation facilities and linkages between existing shoreline parks, and requires the provision of these opportunities in relationship to sensitive biological species, habitats and future restoration of salt ponds.

BCDC amended the salt pond section of the *Bay Plan* on August 18, 2005. The amendment focuses on the significance of salt ponds to Bay wildlife, on the opportunity for salt ponds to be restored to tidal action, and on the need to maximize public access and recreational opportunities while avoiding significant adverse effects on wildlife. Policy 5 of the amendment addresses the need for comprehensive planning of any development proposal in a salt pond that (1) integrates regional and local habitat restoration and management objectives and plans; and (2) provides opportunities for collaboration among different stakeholders (*e.g.*, agencies, landowners, other private interests and the public). Relevant to recreation resources is the need to incorporate provisions for public access and recreational opportunities appropriate to the land's use, size, and existing future habitat values in the planning process.

The Bay Plan identifies the Shoreline Spaces: Public Access Design Guidelines for San Francisco Bay (handbook) as a guide to siting and designing public access. The handbook, published by BCDC, functions as a design resource for development projects along San Francisco Bay shoreline, and includes recommendations for site planning, designing and developing attractive and usable public access areas. The handbook also covers in-lieu public access and management issues associated with maintenance of public access areas. The handbook discusses general planning principles, and specifies that “the design of public access areas should create a sense of place based on the site's unique shoreline characteristics, the aesthetic quality of the proposed development, and the intensity and nature of the proposed use” (BCDC 2005). The handbook also identifies the following seven public access objectives, and provides recommendations on how these objectives could be accomplished:

- Make public access public
- Make public access usable
- Provide, maintain, and enhance visual access to the Bay and shoreline
- Maintain and enhance the visual quality of the Bay, shoreline and adjacent developments
- Provide connections to and continuity along the shoreline
- Take advantage of the Bay setting
- Ensure that public access is compatible with wildlife through siting, design, and management strategies.

The handbook also identifies 18 public access improvements that could be implemented with any given project. These improvements must be implemented in a manner consistent with the Bay Plan's public access policies, and some are required as part of BCDC's permit decisions. Included in these improvements are stormwater management systems, roads and highways along the shoreline, designated

public access parking and staging areas, in-car Bay viewing, pedestrian and bicycle bridges, gathering and seating areas, site furnishings, signage/comprehensive sign programs, avoiding adverse effects on wildlife, shoreline erosion control, shoreline edge treatments that provide a closeness to the water, trail design, public access across launch ramps, shoreline planting, pedestrian and vehicular railings, fishing facilities, point access at ports and water-related industrial areas, and interpretative elements and public art. Although these are not legally enforceable standards, they are advisory and aimed at enhancing shoreline access.

Recreation-related City/County General Plans

In addition to the legal and managerial framework discussed above, policies of regional and local planning jurisdictions may apply to the development of recreation and public access within the SBSP Restoration Project Area. Relevant goals, policies, implementation, and actions statements of these agencies are described below in Table 3.7-8.

The SBSP Restoration Project Area falls within multiple counties (Alameda, San Mateo, and Santa Clara) and cities (Palo Alto, Fremont, Hayward, Menlo Park, Milpitas, Mountain View, Palo Alto, East Palo Alto, Redwood City, San Jose, Sunnyvale, Newark and Union City). These entities have identified goals and policies in their general plans that guide development within their jurisdictions. Public access and recreational development in the SBSP Restoration Project Area would need to coordinate with the goals and policies prescribed in the county/city general plans. Table 3.7-8 also identifies general plan goals and policies that may apply to SBSP Restoration Project Area lands, based on their location within the jurisdictions.

Other Recreation-related Plans and Policies

Other plans that guide or influence development of public access and recreation facilities for the SBSP Restoration Project Area are summarized below. Because the ISP is the operative plan for the SBSP Restoration Project Area until the development and approval of the long-term plan, it is discussed in more detail than the other local and regional plans shown in Table 3.7-9.

CDFG and USFWS published the South Bay Salt Ponds Interim Stewardship Plan in June 2003. The ISP describes the interim operation and maintenance of the former Cargill ponds prior to the development of the long-term plan. An Environmental Impact Report / Environmental Impact Statement (EIR/EIS), published in December 2003, was conducted to evaluate the environmental impacts that could occur with implementation of the ISP. The Final EIR/EIS was published in April 2004. The Record of Decision was subsequently filed.

The ISP summarizes relevant regional plans that support open space, recreation, and public access uses. It does not provide policies or regulations associated with management of recreation or open space; rather, it references those documents that provide guidance on wetland restoration and address public access and recreation. The ISP indicates that many of the land use and open space elements for the county and cities are outdated, and land use planning documents and programs often supersede the documents and programs of local jurisdictions with respect to planning, protection, and restoration of lands within the Estuary. The BCDC's San Francisco Bay Plan, the San Francisco Estuary Project's

Table 3.7-8 Recreation-related City/County General Plans

POND COMPLEX	PONDS	CITY/COUNTY LOCATION	CITY PLANS/POLICIES	COUNTY PLANS/POLICIES
Eden Landing	All ponds	City of Hayward; Alameda County	City of Hayward GP (policies from the Conservation and Environmental Protection Chapter)	Alameda County GP (Open Space Element objectives, general open space principles and principles for shoreline and bay open space)
	East of Pond E4C	City of Union City; Alameda County	City of Union City GP (Natural and Historic Resources Element Goal NHR-D.1 and Policies NHR-D.1.1, NHR-D.1.2, NHR-D.1.4, NHR-D.1.5, and NHR-D.1.14)	
Alviso	Pond AB2, and parts of Ponds A2E and A3W	City of Sunnyvale; Santa Clara County	City of Sunnyvale GP (Open Space Sub-Element Goals C and E; Policies C3, E1, and related action statements)	<p>Santa Clara County GP (Parks & Recreation Chapter policies C-PR 1, 2, 4, 5, (i)2, 7, 9, 10, 11, 12, 13, 14, 20, 21, 23, 25, 27, 30, 31, 32)</p> <p>Santa Clara County Countywide Trails Master Plan Update (trail policies PR-TS (i) 4.E, 4.H, 4.I, and 6.C)</p> <p>Santa Clara County Parks and Recreation Department Board-approved 1997 Master Plan for Alviso Marina County Park includes improvements to the Park that are being implemented.</p>
	Parts of Ponds A3N and A3W; Ponds A5-A8, A8S, A9-A17	City of San Jose; Santa Clara County	City of San Jose GP (Greenline/ Urban Growth Boundary; Parks and Recreation Policy; Trails and Pathways Goal; and Bay and Baylands Policies goals)	
	Parts of Ponds A1 and A2W	City of Mountain View; Santa Clara County	City of Mountain View GP (Open Space Element Goals A, B, C, and D, Policies 1, 1a, 2, 2a, 3, 3a, 3b, 3d, 3e, 4, 4b, 4c, 4d, 7, 10, 10a, 11, and related actions statements)	
	Most of Ponds A1, A2W, and AB1; part of Pond A2E	Santa Clara County	Not Applicable	
	A19-A23	City of Fremont; Alameda County	City of Fremont GP (Land Use Element Goal 4 and Open Space Element policies, objectives and implementations)	

Table 3.7-8 Recreation-related City/County General Plans (continued)

POND COMPLEX	PONDS	CITY/COUNTY LOCATION	CITY PLANS/POLICIES	COUNTY PLANS/POLICIES
Ravenswood	All Ponds	City of Menlo Park; San Mateo County	City of Menlo Park GP (Goals 1-G, 11-D; Policies 1-G-7, 1-G-8, 1-G-9, 1-G-13, and 11-D-2)	San Mateo County GP (vegetative, water, fish, and wildlife resources policies 1.33 and 1.4; Park and Recreation Resources policies 6.3, 6.4, 6.14, 6.37, 6.38; and General Open Space policies 9.40, 9.41, and 9.42)

Note: Please refer to the South Bay Salt Ponds Restoration Project Public Access and Recreation Existing Conditions Report for details on the goals, objectives, policies, implementation, and action statements relevant to the proposed Project (Appendix E).

Table 3.7-9 SBSP Restoration Project Area Recreation and Public Access Related Plans and Projects

RELATED PLANS	AGENCY IN CHARGE	PLAN ESSENCE AND RELEVANCE TO RECREATION
Baylands Ecosystem Habitat Goals Report (1999)	San Francisco Bay Area Wetlands Ecosystem Goals Project	The Report is a guide for restoring and improving the baylands and adjacent habitats of the San Francisco Estuary. It recommends the types, extent, and distribution of habitats needed to sustain healthy wetlands ecosystems in the South Bay and the assessment of opportunities and constraints for public access during the design phase of all restoration activities.
SFBJV Implementation Strategy (2001)	SFBJV	The Strategy builds on the science-based recommendations of the Goals Project and establishes specific acreage goals for wetlands restoration, including bay habitats, seasonal wetlands, and creeks and lakes. The Implementation Strategy recognizes the contribution of recreation activities at wetlands.
Public Access and Wildlife Compatibility Staff Report	BCDC	A study to review the effects of wildlife from public access and recreation with strategies for minimizing adverse impacts through siting, design and management of public access features.
The Bay Trail Plan	Association of Bay Area Governments (ABAG)	The Plan proposes to develop 500 miles of regional hiking and bicycling trails around San Francisco and San Pablo Bays that connect more than 90 parks and publicly accessible open spaces and future water trails. (Portions of the proposed Bay Trail shown near the Project Area are conceptual alignments only and will require further environmental analysis prior to final design).
Master Plan 1997	EBRPD	The intent of Master Plan is to define the vision, mission and priorities for EBRPD for the subsequent ten years. It provides policies and guidelines in order to achieve the highest standards of service in resource conservation, management, interpretation, public access and education.
Wildlife and Public Access Study Preliminary Findings Report	Bay Trail Project	Scientific investigation of the potential effects of non-motorized, recreational trails on shorebirds and waterfowl that use mudflat foraging habitat adjacent to San Francisco Bay.

Table 3.7-9 SBSP Restoration Project Area Recreation and Public Access Related Plans and Projects (continued)

RELATED PLANS	AGENCY IN CHARGE	PLAN ESSENCE AND RELEVANCE TO RECREATION
Strategic Plan for Santa Clara County Parks and Recreation System (2004)	SCCPRD	The Plan is a blueprint for the county's park system, which encompasses 45,000 acres within 27 park units. It assesses existing outdoor recreation needs and opportunities and provides goals and action plans.
Santa Clara County Trails Master Plan Update (1995)	Santa Clara County Parks and Recreation Department	The Plan is an element of the <i>Santa Clara County General Plan</i> . It directs the County's trail implementation efforts through provision of objectives, policies, and guidelines on trail design, use, and management. The Update proposes approximately 535 miles of off-street countywide trail routes and 120 miles of on-street bicycle-only routes.
Santa Clara County Uniform Interjurisdictional Trail Design, Use, and Management Guidelines (1999)	Santa Clara County Parks and Recreation Department	The Guidelines address interjurisdictional coordination between the county, its 15 cities, and the other special districts and agencies that provide trails within the county.
Prospectus for the San Francisco Bay Area Water Trail (2003)	Bay Access, Inc. (non-profit organization)	The Prospectus proposes a Bay Area water trail for human-powered and beachable watercraft. It identifies 86 existing launching/landing sites, including sites around the SBSP Restoration Project Area.
Bay Trail Master Plan for the City of San Jose (2002)	City of San Jose Department of Public Works Parks & Recreation Facilities Division	The Master Plan proposes a 13.3-mile trail alignment of the Bay Trail through San Jose. The section is the largest uncompleted trail segment in Santa Clara County and a critical link between the Peninsula and the East Bay.
Menlo Park Bay Trail Feasibility Study (2005)	City of Menlo Park	The Study explores the possibility of extending the Bay Trail for the City of Menlo Park. The proposed 0.5-mile future trail would utilize the east and south levees of Pond SF2.
Union City San Francisco Bay Trail Preliminary Engineering and Feasibility Study (2004)	City of Union City and EBRPD	The Study identifies alternative locations for the Bay Trail within Union City. Part of the proposed trail alignment may be located along the eastern boundary of the 835-acre restoration area in the Eden Landing pond complex. Construction may occur as early as 2007.
Valley Transportation Plan 2020 (2000)	Santa Clara Valley Transportation Authority	The Plan describes the investment programs, partnerships, expenditure plans, and program implementation of transportation facilities and services of the County over the next 20 years. These programs include the Bicycle and Pedestrian Programs.
2001 Transportation Plan for the Bay Area (2001)	Metropolitan Transportation Commission	The Plan identifies specific investments and strategies to maintain, manage, and improve the surface transportation network in the nine-county San Francisco Bay Area through the year 2025.
Stevens Creek: A Plan of Opportunities (1980)	Midpeninsula Regional Open Space District (prepared in collaboration with	Identifies a comprehensive use and management vision for Stevens Creek from San Francisco Bay to Homestead Road, including public access goals.

Table 3.7-9 SBSP Restoration Project Area Recreation and Public Access Related Plans and Projects (continued)

RELATED PLANS	AGENCY IN CHARGE	PLAN ESSENCE AND RELEVANCE TO RECREATION
	City of Mountain View and Santa Clara Valley Water District	
Regional Open Space Study (1998)	Midpeninsula Regional Open Space District	Planning tool for implementing the District's mission; identifies existing and desired public access opportunities.
Alviso Slough proposed pedestrian bridge	City of San Jose	The City of San Jose plans to construct a pedestrian bridge across Alviso Slough just west of Gold Street. It would be for recreational use and connect two trails that currently exist north and south of the slough.
Ecosystem Restoration Program Plan Strategic Plan for Ecosystem Restoration (2000)	California Bay-Delta Authority	The principal program component of the California Federal Bay-Delta Program for restoring the ecological health of the Bay-Delta ecosystem. The plan identified recreation as part of its goals.

Note: Please refer to the South Bay Salt Ponds Restoration Project Public Access and Recreation Existing Conditions Report for details on these plans (Appendix E).

(SFEP) Comprehensive Conservation Management Plan (CCMP), the Baylands Ecosystem Habitat Goals Report, the San Francisco Bay Joint Venture (SFBJV) Implementation Strategy, and the San Francisco Bay Trail Plan were reviewed in the ISP for their wetland restoration goals and objectives, some of which include support for recreational opportunities. Plans that provide guidance on development of recreation and public access components in or near the SBSP Restoration Project Area are summarized in Table 3.7-9 and should be considered during implementation of public access and recreation features to ensure consistency and coordination between projects.

Recreation-related Review and Permits

Proposed recreation components may be subject to various state and federal regulations which would require approvals and/or permits for the proposed recreation and public access development. Depending on the location of the proposed public access and recreation facilities, CDFG and USFWS may be exempt from the permit requirements of other local and regional jurisdictions. However, because the lead agencies may partner with local or regional groups (e.g., cities, counties, and regional park districts) to execute specific recreation-related Project components, plan reviews, agreements, and/or permits may be needed or required. Agencies that may have review and/or permit requirements over proposed recreational components include the planning, recreation, park districts, public works, and/or flood control departments of the municipalities where the Project components occur.

BCDC Permit Overview

BCDC will have jurisdiction over some aspects of SBSP Restoration Project Area public access and recreation components. Therefore, an overview of their permit process is provided. A BCDC permit is required for all filling, dredging, and any substantial change in use or development activities at the salt

pond or managed wetland areas¹. Once BCDC receives an application, it has 30 days to determine whether the application is complete. BCDC issues three types of permits: Regionwide Permit (for routine work), Administrative Permit (minor repair or improvement), or Major Permit (extensive repair or improvement). The size, location, and impacts of a project determine the type of permit required. Each permit has its own set of requirements with respect to necessity for Commission review, public hearing, and timeline.

Typical BCDC permit conditions include provision of public access to the Bay and other improvements, requirements for the construction, installation, use, and maintenance of public access areas, plan review requirements that must be met before construction can begin, and mitigation requirements to offset adverse environmental impacts of the project. Failure to comply with permit conditions can invalidate the permit and lead to fines and legal action against the permittee.

Many applications for major projects are evaluated by BCDC's Design Review Board, an advisory board made up of architects, landscape architects, engineers, and other design professionals. The design review is normally scheduled prior to a public hearing and after any draft environmental document has been circulated. Buildings or other facilities constructed on Bay fill may be evaluated by BCDC's Engineering Criteria Review Board, an advisory panel composed of civil engineers, geologists, soil engineers, structural engineers, and other experts. The Engineering Criteria Review is usually held after a permit has been issued for the project.

Table 3.7-10 provides a summary of the types of permits or agreements that may be required to carry out specific construction or maintenance activities associated with the recreation and public access development.

3.7.3 Environmental Impacts and Mitigation Measures

Overview

Public access and recreation features exist in all alternatives. Each action alternative differs in the quantity and location of features provided. Alternatives B and C provide for new recreation and public access features while the No Action Alternative maintains the existing facilities with some long term decreases in the amount and location of public access. For the purpose of analyzing impacts, the discussion for each alternative covers the public access and recreation components as part of the managed

¹ "Defined by the McAtter-Petris Act, the area over which the BCDC has jurisdiction can be generally described as: (1) the San Francisco Bay and all areas that are subject to tidal action from the south end of the Bay to the Golden Gate and to the Sacramento River; (2) a 100-ft-wide shoreline band located immediately landward of the edge of the Bay; (3) salt ponds; (4) managed wetlands; and (5) other certain waterways and tributaries to the Bay" (BCDC 2005a). The McAtter-Petris Act Section 66610(c) defines BCDC's "salt pond" jurisdiction as "salt ponds consisting of all areas which have been diked off from the bay and have maintained during the three years immediately preceding the effective date of the amendment of this section during the 1969 Regular Session of the Legislature for the solar evaporation of bay water in the course of salt production" (BCDC 2005b). The Act defines the "salt ponds" jurisdiction "is retained even if an area is no longer used for salt production. Once an area is defined as a salt pond, it remains within the Commission's "salt pond" jurisdiction. When a salt pond is opened to the tides, the area would have simultaneous "bay" and "salt pond" jurisdiction because the "salt pond" jurisdiction is not extinguished when tide enters the site" (BCDC 2005b). Under the McAtter-Petris Act, the Commission must assure that every project requiring Commission approval provides maximum feasible public access, consistent with the proposed project (BCDC 2005a).

Table 3.7-10 Recreation-related Regulations and Permit Summary

ADMINISTERING AGENCIES	DESIGN REVIEW /AGREEMENT/PERMIT	REGULATIONS
USFWS	Compatibility Determination (Priority Uses)	National Wildlife Refuge System Improvement Act
	Provides Programmatic Consultation to create Biological Opinion	Federal Endangered Species Act Section 7 and 9
	Requires Habitat Conservation Plan (including 'take permit', no-surprises clause, safe harbors, and yet-to-be listed species protection for landowner)	Federal Endangered Species Act Section 10
	Issues "no effect" or "not likely to affect" letter	
	Protects against destruction of migratory bird nests and possession of migratory bird 'parts'	Migratory Bird Treaty Act
CDFG	CEQA review (wetland/riparian mitigation & monitoring plans)	California Environmental Quality Act
	Issues streambed alteration permit required for any modification of streambed or bank.	California Fish and Game Code Section 1600
	Provides State Management Agreement (Take Permit) for state-listed species	California Endangered Species Act
	Protects native resident and migratory bird eggs and nests	California Fish and Game Code Sections 3503 and 3503.5
BCDC	Reviews for filling, dredging, substantial change in use or development activities at the salt ponds or managed wetland areas including recreation-related projects	McAteer-Petris Act
San Francisco Bay Regional Water Quality Control Board	Water quality certification as part of Corps permit	Section 401 of the Federal Clean Water Act
U.S. Army Corps of Engineers (Corps)	Issues National or Individual Permit to perform dredge or fill activities in the Waters of the U.S., including wetlands	Section 404 of Federal Clean Water Act, Porter-Cologne Water Quality Act
	Issues permit to create obstructions or filling of navigable waters of the U.S.	Section 10 of the Rivers and Harbors Act of 1899

pond/tidal marsh 50:50 alternative or the tidal marsh/managed pond 90:10 scenario. The public access features are interchangeable between restoration alternatives and the final, preferred alternative for recreation and public access may include features from each alternative; however, the impact analysis that follows assumes each set of proposed recreation and public access features is part of either restoration Alternative B or C.

Overall, Alternatives B and C would provide public access and recreation in areas of the South Bay that never existed before, allowing recreation, education and informational interpretive opportunities. They would also allow for gaps in the Bay Trail spine to be closed and connected to existing trail segments outside the SBSP Restoration Project Area. These trail connections would provide more proximal access to the Bay, its shoreline and adjacent restored areas that would not be possible without the Project. These

positive impacts from the Project provide considerable benefits to a large urbanized group of recreational and research-based visitors.

Alternative A (No Action) would allow for some existing public access and recreation features in the SBSP Restoration Project Area to remain but provides no new facilities or access. In some instances, the No Action alternative may result in a loss of public access, depending on the degree of maintenance of existing levees that currently support public trails, roads and related recreational activities. In Alternatives B and C some existing public access features would be removed or altered depending on proposed restoration and flood management; however, new features and access points would be added in areas that would allow visitors to experience different facets of the restoration that were previously not accessible. A discussion of potential impacts for each pond complex is presented below. Phase 1 actions are a subset of the program-level alternatives, and these would not cause significant impacts to recreation since they would provide recreation, education, research and public access in locations near or adjacent to the Bay that did not exist before. The increase in recreation and public access opportunities is considered a beneficial effect of the SBSP Restoration Project.

Significance Criteria

For the purposes of this EIS/R, the Project would cause a significant impact to recreational resources if it:

- Would not provide maximum feasible public access, consistent with the proposed Project (BCDC);
- Would not be consistent with local and regional laws and recreation plans including CDFG and USFWS missions and regulatory requirements;
- Would not be consistent with existing recreational uses;
- Would substantially reduce recreational opportunities at existing facilities;
- Would substantially displace public recreation activities or opportunities and comparable recreation opportunities would not be available;
- Would cause an increase in the use of existing recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated; or
- Would include recreational facilities which might have an adverse physical effect on the environment.

Under the No Action Alternative, no new recreation and public access facilities would be constructed and in some instances (*e.g.*, the Alviso and Ravenswood pond complexes), existing facilities such as trails that are on existing levees would not be maintained and would ultimately deteriorate and be eliminated. In locations such as the Eden Landing pond complex, this alternative would not be consistent with BCDC's Bay Trail Plan which calls for providing "maximum feasible public access." Alternatives B and C were designed to provide maximum feasible public access consistent with Bay Plan recreation policies and the Project objectives as well as the laws, regulations and policies of the land-owning and managing agencies. A mixture of public access and recreation facilities for a variety of visitor types would be provided in keeping with local, state and federal plans and policies. Additionally, policies of the Bay Trail Plan were

fully considered and incorporated into all aspects of Alternative B. At Eden Landing, the Bay Trail Plan identifies a proposed spur trail to follow Old Alameda Creek which is defined by flood control levees. As part of the SBSP Restoration Project, these levees are proposed to be removed for the creation of uninterrupted tidal marsh. The SBSP proposed shoreline trail at Eden Landing is designed to be compatible with the current restoration proposal, a plan that was not anticipated during the preparation of the Bay Trail Plan. The inclusion of a shoreline trail that is respective of the current plans for this area is in keeping with the intent of the Bay Trail Plan.

For each significance criterion listed above that would be triggered by the SBSP Restoration Project, a discussion is presented below. Beneficial impacts of the Project are also identified.

Public Access and Impacts to Wildlife

Section 3.6, Biological Resources, of this EIS/R acknowledges that increased public access has the potential to increase human disturbance of wildlife, and describes the ways in which such increased disturbance might affect wildlife. Please see SBSP Impact 3.6-18 in Section 3.6.3, Environmental Impacts and Mitigation Measures.

As explained in Section 3.1.2, while both CEQ Regulations for Implementing NEPA and the CEQA Guidelines were considered during the impact analysis, impacts identified in this EIS/R are characterized using CEQA terminology. Please refer to Section 3.1.2 for a description of the terminology used to explain the severity of the impacts.

Program-Level Evaluation

SBSP Long-Term Alternatives

SBSP Impact 3.7-1: Provision of new public access and recreation facilities, including the opening of new areas for recreational purposes and completion of the Bay Trail spine.

Alternative A No Action. Under the No Action Alternative, no new recreation and public access facilities would be constructed and in some instances, existing facilities (*e.g.*, trails that are on existing levees) would not be maintained. Ultimately they would deteriorate and be eliminated. Additionally, no new publicly-owned lands would be opened for public access, and the Bay Trail spine would not be completed within the SBSP Restoration Project Area. Although this alternative would not result in any action (*i.e.*, provision of new public access and recreation facilities), potential effects would be considered less than significant.

No Action Alternative Level of Significance: Less than Significant

Alternative B Managed Pond Emphasis. Alternative B is designed to meet all Project objectives linking the SBSP Restoration Project Area with adjacent open space and parklands. Alternative B would enhance these connections as well as provide a viable option for the Bay Trail spine to be continued around the South Bay and to close existing gaps in the Bay Trail. Public access and recreation features under Alternative B would include an interrelated system of trails and viewing platforms, interpretive

stations, waterfowl hunting, access to and interpretation of cultural resource features, opportunities for field education and interpretation, non-motorized boat launching points and associated staging and parking areas. It would provide key linkages between the SBSP Restoration Project Area and adjacent parks and open space areas and important connections for the Bay Trail as well as key open space links for a continuous green corridor around the South Bay. This alternative would also improve land and water based public access with the addition of smaller, spur and loop trails in areas that were previously inaccessible and water access in certain sloughs allowing connection with the Bay for the future San Francisco Bay Area Water Trail system.

Based on the strategic locations and types of public access and recreation being provided, a wide range of uses and visitors would be accommodated, and there would be an enhanced opportunity for high quality visitor experiences with more access to the Bay, and additional access to more remote areas of the pond complexes away from the urbanized edge of the SBSP Restoration Project Area.

Areas of all three pond complexes would be opened for public access and recreation previously not accessible before, particularly at the Eden Landing pond complex, where access was prohibited except for limited waterfowl hunting. Limited access was also granted during salt production under a private lease program based on special agreements with Cargill. Chapter 2, Description of Alternatives, of this EIS/R describes the proposed facilities in more detail and by location. Alternative B would have a beneficial impact on recreation.

Alternative B Level of Significance: Less than Significant (CEQA) / Beneficial (NEPA)

Alternative C Tidal Habitat Emphasis. Alternative C also would provide an interrelated system of public access and recreation features similar to Alternative B, with some slight variations based on changes in the restoration plan for each alternative. Many public access components of Alternatives B and C can be interchangeable between the restoration alternatives. Alternative C would also open up new areas for recreational use and close gaps in the Bay Trail spine. These impacts of Alternative C would be beneficial.

Alternative C Level of Significance: Less than Significant (CEQA) / Beneficial (NEPA)

SBSP Impact 3.7-2: Permanent removal of existing recreational features (trails) in locations that visitors have been accustomed to using and that would not be replaced in the general vicinity of the removed feature.

Portions of the Alameda Creek Regional Trail in the Eden Landing pond complex would be altered and/or removed based on Alternative B and C, respectively, depending on the disposition of the levee along the north side of the channel. At the Alviso pond complex, the existing Alviso loop trail would be removed to realize full tidal marsh restoration with the removal of the levee that currently supports the trail there. Similarly at the Ravenswood pond complex, the current loop trail around Ponds R1 and R2 would

eventually be removed as the levee around those ponds is removed for tidal marsh restoration. A description of these trail removals is further discussed by alternative below.

Alternative A No Action. Existing facilities would be maintained to the extent feasible, but as described in Impact 3.7-1, some facilities may naturally deteriorate over time due to reduced maintenance of levees that support existing trails.

Alternative A Level of Significance: Potentially Significant

Alternative B Managed Pond Emphasis. This alternative would result in removal of the Ravenswood Trail, a total of seven miles of existing trail, because the levee that supports this trail would be removed to allow for the development of an uninterrupted tidal marsh restoration in this location. Alternative B would provide a variety of other public access and recreation features in the Ravenswood pond complex, including a new loop trail around Pond R3, which would also connect with the existing Bay Trail spine along SR 84 and follow Ravenswood Slough. This new trail also would provide visitors with an opportunity to experience a managed pond restoration at Pond R3 and tidal marsh restoration at Pond R4. Another new trail connection would be provided between SR 84 and Bayfront Park, passing between Pond R4 and R5. Other viewing platforms and interpretive stations would be strategically placed in this pond complex to allow for wildlife viewing and self-guided and docent-led educational experiences. Overall, the new facilities under Alternative B would provide an increase in the amount and quality of visitor opportunities.

At the Eden Landing and Alviso pond complexes, no trails or public access and recreation facilities would be eliminated under Alternative B.

Alternative B Level of Significance: Less than Significant

Alternative C Tidal Habitat Emphasis. In Alternative C at the Eden Landing pond complex, a segment of the Alameda Creek Regional Trail would be removed once the north levee of the ACFCC is removed for tidal marsh restoration and flood protection. This represents about 2 miles of that 12-mile-long trail corridor which currently provides access for hikers as well as equestrians. Currently, there are approximately four staging areas along this EBRPD regional trail network from which visitors can access this trail; however, it is not known how many people use this segment of trail on an annual basis. This segment of trail allows people on the north side of the channel to access the Bay as does the companion trail on the south side of the channel, outside the SBSP Restoration Project Area. The segment located on the south side of the channel would remain; however, it does not currently allow equestrian use. A new trail is proposed at the Eden Landing pond complex that would provide shoreline access to hikers and cyclists but not equestrians. This would result in a loss of trail usage to the shoreline for equestrian users in the Eden Landing pond complex.

Potential mitigation opportunities for this impact include allowing equestrian use at the proposed shoreline trail in the northern part of the pond complex or working with EBRPD to allow equestrian use along the existing trail on the south side of the ACFCC. Another potential mitigation opportunity for this impact would be to avoid the complete removal of this levee and install bridges over future breaches (as

proposed in Alternative B). These opportunities would be reviewed as part of future phases of the SBSP Restoration Project, at the project level. However, these mitigation opportunities require coordination and feasibility analysis that are not available at this time. While potential mitigation measures may be implemented at the project level as part of a future project phase, the Project cannot commit to implementing any of these potential mitigation measures for this program-level analysis. Therefore, this impact would remain potentially significant.

At the Alviso pond complex, Alternative C would require the removal of the Alviso loop trail once the levee that supports this trail is removed for uninterrupted tidal marsh restoration. The addition of a new loop trail at Pond A3W, however would provide visitor access to new areas of the pond complex and would provide a loop trail of equal distance with visitors able to experience tidal marsh areas, managed ponds and along portions of Guadalupe Slough. Therefore, this would be considered a less-than-significant impact.

In Alternative C at the Ravenswood pond complex, with the increase in tidal marsh restoration, there would be a reduction in the amount of miles of land trails over Alternatives A and B. However, the addition of non-motorized boat access to Ravenswood Slough with a connection to the San Francisco Bay Area Water Trail via this access would provide a key link in the overall South Bay water trail access points. Furthermore, the addition of new viewing platforms and interpretive stations would increase the educational and wildlife viewing opportunities over what currently exists at the Ravenswood pond complex. See Figures 2-4a through 2-4c in Chapter 2 for the program-level alternative maps which provide additional information on existing trails to remain and to be removed by pond complex.

Alternative C Level of Significance: Potentially Significant

Project-Level Evaluation

Phase 1 Impact 3.7-1: Provision of new public access and recreation facilities, including the opening of new areas for recreational purposes and completion of the Bay Trail spine.

Phase 1 No Action

The following discussion addresses the No Action Alternative (Alternative A) at the project level.

As discussed in SBSP Impact 3.7-1, no new recreation and public access facilities would be constructed under the No Action Alternative. With the exception of Ponds A16 and SF2, there are no recreation and public access facilities at the Phase 1 ponds. The No Action Alternative would also not provide for closing gaps in the Bay Trail within the SBSP Restoration Project Area. The existing recreational trails around Pond A16 and along Pond SF2 would be maintained or repaired along with the pond levees (see Figures 2-4b and 2-4c in Chapter 2). Although Phase 1 No Action would not provide new public access and recreational facilities, potential effects would be considered less than significant.

Phase 1 No Action Level of Significance: Less than Significant

Phase 1 Actions

The following discussion addresses the Phase 1 actions (the first phase of Alternatives B and C) at the project level.

Eden Landing. Phase 1 actions at the Eden Landing pond complex are a subset of the program-level alternatives described in Impact 3.7.1 and provide a wide range public access and recreational facilities and open new areas for recreational access. The Phase 1 actions at the Eden Landing pond complex would occur in the northern portion of the pond complex and would provide kayak launching with access to Mt. Eden Creek which has been opened up to the Bay and would link this area with the future San Francisco Bay Area Water Trail. They also would provide for year round and seasonal trails including a loop trail around the site of the historic salt works at Pond E12. Phase 1 would also include a trail out to the Bay. All trails would include strategically placed viewing platforms and interpretive stations to provide additional educational and interpretive opportunities. Phase 1 actions at the Eden Landing pond complex would not include the construction of any segments of the Bay Trail spine since a significant segment linking the above-noted sites to the Bay Trail is being constructed as part of earlier restoration efforts at the Eden Landing pond complex. This separate project also includes the main staging area which Phase 1 actions would use. Overall, the Phase 1 actions would provide a beneficial impact.

Alviso. Phase 1 actions at the Alviso pond complex are a subset of the program-level alternatives described in SBSP Impact 3.7.1 and would provide a wide range public access and recreational facilities and open new areas for recreational access. The Phase 1 actions at the Alviso pond complex would close a significant gap in the Bay Trail spine, connecting the Sunnyvale area to the Mountain View area, through the opening of an existing levee on Refuge property adjacent to Moffett Federal Air Field. This would allow for through passage of thousands of users providing a longer, uninterrupted long distance trail experience. Additionally, Phase 1 actions at the Alviso pond complex would provide a key viewing platform that would be accessible from the existing Refuge EEC for visitors to view and learn about the managed pond restoration taking place at Pond A16.

Ravenswood. Phase 1 actions at the Ravenswood pond complex are a subset of the program-level alternatives described in Impact 3.7.1 and would provide a wide range public access and recreational facilities and open new areas for recreational access. The Phase 1 actions would provide two new viewing platforms and interpretive stations at Pond SF2 to allow visitors to get birds-eye views of managed pond restoration taking place, as well as sweeping views of the Bay. Also, a new viewing and interpretive station would be installed in Bayfront Park in cooperation with the City of Menlo Park, to take advantage of an existing high point there that would look out over the Bay and Pond R4, giving visitors a spectacular sense of the scale and vastness of the SBSP Restoration Project.

Phase 1 Actions Level of Significance: Less than Significant (CEQA)/Beneficial (NEPA)

Phase 1 Impact 3.7-2: Permanent removal of existing recreational features (trails) in locations that visitors have been accustomed to using and that would not be replaced in the general vicinity of the removed feature.

Phase 1 No Action

The following discussion addresses the No Action Alternative (Alternative A) at the project level.

As described in Phase 1 Impact 3.7-1 above, with the exception of Ponds A16 and SF2, no recreation and public access facilities exist within the Phase 1 ponds. The existing recreational trail around Pond A16 would be maintained or repaired along with the pond levees, as shown in Figure 2-4b in Chapter 2. The trail along Pond SF2 would be maintained; however, overtopping and erosion along the bayfront levee would diminish the integrity of this portion of the existing recreational trail, thereby reducing the existing public access and recreational value. Because the trail integrity could be reduced over time, impacts associated with the permanent removal of existing recreational facilities would be considered potentially significant.

Phase 1 No Action Level of Significance: Potentially Significant

Phase 1 Actions

The following discussion addresses the Phase 1 actions (the first phase of Alternatives B and C) at the project level.

Eden Landing, Alviso, and Ravenswood. The Phase 1 actions would not result in the removal of existing recreational features in locations that visitors have been accustomed to using and therefore there is no impact.

Phase 1 Actions Level of Significance: No Impact
