### County of Sonoma

#### Agenda Item

**Summary Report**

Clerk of the Board  
575 Administration Drive  
Santa Rosa, CA 95403

<table>
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<th>To:</th>
<th>Board of Supervisors</th>
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<tr>
<td><strong>Board Agenda Date:</strong></td>
<td>October 9, 2018</td>
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<td><strong>Vote Requirement:</strong></td>
<td>Majority</td>
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#### Department or Agency Name(s): Regional Parks

**Staff Name and Phone Number:**  
Karen Davis-Brown, 565-1359

**Supervisorial District(s):**  
Second

**Title:**  
Tolay Lake Regional Park Master Plan and Environmental Impact Report

### Recommended Actions:

- Hold a public hearing and Adopt a Resolution that:
  1. Certifies the Final Environmental Impact Report for the Tolay Lake Regional Park Master Plan;
  2. Adopts a statement of overriding considerations for the project;
  3. Approves the Tolay Lake Regional Park Master Plan;
  4. Amends the General Plan land use designation and zoning of the eight (8) park parcels from LEA (Land Extensive Agriculture) and LIA (Land Intensive Agriculture) to PQP (Public Quasi Public) and PF (Public Facilities), respectively; and
  5. Designates the park property as an “Existing Park” on the General Plan Open Space maps.
  6. Extend the Memorandum of Agreement (MOA) for the Tolay Lake Regional Park Master Plan and Environmental Review Process Between the County of Sonoma and the Federated Indians of Graton Rancheria (FIGR), to October 9, 2019.

### Executive Summary:

Since its acquisition, the 3,434 acre park property has been envisioned as a regional recreational destination for residents of the County in a part of the County where there are no large regional parks. The park is currently open for public use under the Park’s 2008 Interim Public Use and Management Plan (Interim Plan). The Interim Plan restricts access to permit holders who may only use the northern half of the park from Friday to Sunday. The only other opportunities for the public to access the park is during the Tolay Fall Festival and school outdoor education programs.

Sonoma County Regional Parks (Regional Parks) has prepared a Master Plan for Tolay Lake Regional Park that will provide full public access, guide future park development, and protect natural and cultural resources while providing a variety of recreation and educational uses. Its many benefits include: providing more park recreational areas in an area underserved by parks, improving public health through outdoor recreation participation, conserving unique and sensitive cultural and natural resources, preserving and interpreting unique Native American history, enhancing Tolay Lake and
wetland habitat, demonstrating the benefits of local agricultural and ranching to visitors, and improving climate resilience.

An Environmental Impact Report (EIR) has been prepared to evaluate the potential impacts of Master Plan implementation. The EIR concludes that most environmental impacts of the project would be mitigated to a less than significant level, with the exception of public recreation, noise and traffic. During the public comment review period, comments received elicited minor modifications to the EIR. On August 16, 2018, at the final public hearing, the Planning Commission voted unanimously (vote 5-0), to recommend to the Board of Supervisors that the Tolay Lake Regional Park Final EIR be certified and the Master Plan adopted.

Discussion:

Background:

Tolay Lake Regional Park is approximately 3,434 acres in size and is located about 5 miles southeast of the City of Petaluma, at 5869 Cannon Lane. The Sonoma County Agricultural Preservation and Open Space District (District) and its partners purchased Tolay Lake Ranch, a roughly 1,769-acre property, on September 27, 2005. At the close of escrow, title was transferred to Regional Parks and the District retained a Conservation Easement on the property. On March 3, 2017, the Sonoma Land Trust transferred ownership of an adjacent property, the 1,665-acre Tolay Creek Ranch, to Regional Parks. The District retains a Conservation Easement on the property.

Tolay Lake Regional Park is named for the approximately 200-acre shallow seasonal lake in the center of the valley. The property also includes 4.5 miles of Tolay Creek, as well as other streams and artificial ponds. Several types of roads and trails connect the project area to the surrounding community and provide a circulation network within the project area. The historic Cardoza Ranch homestead is located in the northwest corner of the Park, just west of Tolay Lake, and includes former homes, barns, a granary, creamery and other agricultural structures.

The Coast Miwok prehistorically inhabited the land and the lake served as a spiritual center and place for tribes to gather for trade. The Native American archaeology, history, and culture of the site is unparalleled in California, and has the potential to provide numerous research and educational opportunities.

Since European missionaries and settlers arrived in the early 19th century, the area has been used for agricultural production, mainly hay farming and grazing. The lake was tilled and drained to allow for agricultural uses from the 1870’s to the acquisition of the property by Regional Parks in 2005. Regional Parks has managed the lake to protect natural and cultural resources and to minimize flood risk. Regional Parks no longer uses the lakebed for agricultural crop production. In an effort to support water-dependent ecosystems and reduce neighbor flooding Regional Parks has conducted numerous lake hydrology studies to determine stable lake levels to inform both lake management and restoration.

The Park is currently open for public use under the Park’s 2008 Interim Public Use and Management Plan. The Interim Plan restricts access to permit holders who may only use the northern half of the park from Friday to Sunday. The only other opportunities for the public to access the park is during the Tolay Fall Festival and school outdoor education programs.

Under the proposed Master Plan, the entire Tolay Lake Regional Park would be open to the public seven days a week for both day use activities and hike-in camping.
Tolay Lake Regional Park Master Plan.
The Master Plan proposed represents a collaborative effort between Regional Parks and the Federated Indians of Graton Rancheria. The Master Plan is intended to guide development, park improvements, and public access, and will be phased in over the next 35 years. Implementation of the Master Plan will enable cultural interpretation and education, full use of the recreational potential of the Park, and restoration and enhancement of the property’s diverse natural resources.

The Master Plan consists of conceptual plans for physical improvements, a resource management plan, education and interpretive plan, trails plan, lake restoration, and operations and maintenance activities. Improvements include multi-use and hiking trails, equestrian facilities, a park complex and visitor center with interpretive and educational facilities, as well as improved restrooms and parking. The Master Plan provides recommendations for: habitat restoration including the restoration of Tolay Lake and Tolay Creek; the protection and interpretation of the significant cultural and natural resources of the property, including a schedule of tasks for long-term monitoring of resources; and management recommendations for grazing operations, as well as improvements in fencing, and exclusion zones of sensitive resources.

The types of recreational activities proposed for the site include: nature study and outdoor educational programs, hiking, docent led walks, horseback riding, mountain biking, group and family picnicking, bird watching, both individual and group camping on a permit basis, and other types of passive recreation.

Public Participation. Regional Parks conducted extensive community outreach to solicit input from a diverse group of neighbors, stakeholders, and future park users during master plan preparation. The community was asked to help generate the goals and objectives, develop a list of appropriate uses, and comment on the concept designs for future park improvements during three community workshops. Community input was also obtained from a project focus group, online survey, and conversations with key stakeholders. Regional Parks held multiple meetings with individual neighboring landowners throughout the process. In addition, Regional Parks has worked and consulted with the Federated Indians of Graton Rancheria, Sonoma Land Trust, and the Sonoma County Agricultural Preservation and Open Space District throughout the planning process.

Environmental Impact Report.
The Draft Environmental Impact Report (EIR) was prepared to evaluate the environmental impacts of the proposed Tolay Lake Regional Park Master Plan. Preparation of the EIR began on June 26, 2015 with the release of the Notice of Preparation. The Notice of Preparation was published to notify agencies and interested parties that an EIR was to be prepared for the project. A public (scoping) meeting was held on July 21, 2015 to receive input from the public on what environmental impacts should be studied and potential alternatives to consider.

The County prepared a Notice of Completion and Draft EIR, which was circulated through the State Clearinghouse (State Clearinghouse Number 2015062084) for agency and public comment, for a period of 45 days, from January 10, 2017, through February 23, 2017.

On September 28, 2017, the Planning Commission held a noticed public hearing to receive public comments and review the Draft EIR, as required by Chapter 23A of the County Code. The County then prepared a Final EIR. On August 16, 2018, the Planning Commission held a second noticed hearing and adopted a resolution recommending that the Board of Supervisors certify the EIR and approve the project.
The Final EIR prepared for the Park Master Plan project includes responses to each of the comments received on the Draft EIR, including comments from the Planning Commission, individuals at the public hearing, and written comments received from organizations, agencies, and individuals during the review period for the Draft EIR. The comments covered a wide range of topics such as those listed below:

- **Agriculture** - Minimize livestock concentration and trampling.
- **Lake Hydrology** – Manage lake water levels to ensure water recedes from the neighboring property by early spring.
- **CEQA baseline** – Question the use of the Notice of Preparation publication date (June 26, 2015) as the baseline date for evaluating impacts in relation to lake levels and hydrological impacts.
- **Historic Resources** – Pursue Historic Landmark Designation.

The Final EIR also includes revisions made in response to comments received, as well as some minor staff-initiated changes. The revisions to the EIR are included in Section III of the Final EIR. None of the revisions identified any new impacts, more severe impacts, or mitigation measures that are significantly different from those previously discussed in the Draft EIR.

**Discussion of Issues**

**Amendments to General Plan and Zoning.** The Tolay Lake Regional Park has been determined to be consistent with the General Plan. However, the General Plan (Policy OSRC-17a) states that the "Public-Quasi Public/Park" designation should be applied to all existing local, County, and State parklands. The General Plan land use and Zoning for the vast majority of the park property, about 3,100 acres, is LEA (Land Intensive Agriculture). The remaining 300 acres of the park is designated LIA (Land Intensive Agriculture). The project includes amendments to the Regional Park’s General Plan land use designation and zoning to PQP (Public Quasi Public) and PF (Public Facilities), respectively. Regional Parks is proposing these amendments to be in keeping with General Plan policy.

In addition, only the Tolay Lake Ranch property (northern half of the park) is recognized on the current General Plan Open Space Maps (Figures OSRC-5h & OSRC-5i) as an “Existing Park.” Therefore, Regional Parks is proposing that these maps be updated to show the entire park facility as existing parkland.

**Extension of Memorandum of Agreement between Regional Parks and the Federated Indians of Graton Rancheria.** Regional Parks and the Federated Indians of Graton Rancheria (FIGR) have an existing agreement as part of the acceptance of FIGR’s $500,000 donation towards the Tolay Lake Regional Park Master Plan and EIR. The purpose of the agreement was to formalize: 1. Protocols regarding communication; 2. Procedures for tribal monitoring during ground-disturbing activities, including archaeological investigations; and, 3. Agreements regarding the treatment of cultural resources within Tolay Lake Regional Park. The agreement is set to expire with the certification of the EIR.

The purpose of this First Amendment to the MOA is to extend the expiration while the County and FIGR negotiate a Co-Management Agreement for the Tolay Lake Regional Park. A future co-management agreement will be negotiated by the Parties to establish the protocols and procedures for co-management; including: protection and preservation of cultural resources, roles and responsibilities, joint management opportunities, shared stewardship, record sharing, mutual cooperation, tribal monitoring during ground-disturbing activities, archaeological investigations, if necessary, and
treatment of cultural resource within the park. Extension of the MOA to October 9, 2018 provides time for the Parties to negotiate a co-management agreement for Tolay Lake Regional Park.

Lake Management Plan. Regional Parks obtained a report on the history of water levels for Tolay Lake in order to respond to comments concerning lake-hydrology. The Tolay Lake Draft Comparison Report is included as an appendix to the EIR (Appendix H, Additional Hydrologic Analysis) and is located at the end of the Final EIR document. The report confirms that the lake is an extremely dynamic system that has evolved over time. There has been an increase in seasonal inundation of a neighboring hay field planted directly adjacent to the park property line.

The report in Appendix H was used to develop an Interim Lake Management Plan and Interim Management Agreement (the Lake Management Plan), which was negotiated with a neighboring property owner. The Lake Management Plan includes specific actions to improve the speed of lake-drawdown after storm events, including specific culvert maintenance, vegetation management, lake pumping, as well as lake monitoring. The Lake Management Plan is included in Appendix H of the EIR (and in the last section of Final EIR document). The Lake Management Plan is not required by CEQA, but it has been incorporated into the project as part of a negotiated resolution of the concerns of the impacted neighbor.

Significant and Unavoidable Impacts. The EIR identifies the significant environmental impacts that would result from implementation of the Park Master Plan, as well as ways to avoid or minimize the impacts. The vast majority of the environmental impacts identified by the EIR can be fully mitigated. However, the EIR determined that some impacts related to traffic and noise cannot be further mitigated. These impacts are significant and unavoidable.

- **Noise**: Implementation of the Park Master Plan would result in an increase in ambient noise levels from increased traffic on Cannon Lane. Five residences along Cannon Lane are setback from the edge of the road 900 feet with the exception of one residence that is setback approximately 200 feet from the road at its closest point. Current noise levels along Cannon Lane are approximately 31 to 32 decibels, which is relatively quiet. Full implementation of the proposed Park Master Plan is expected to increase ambient noise levels from approximately 37 to 44 decibels, which is comparable with the noise of a bird call. Although this noise is not particularly loud and would not exceed the Maximum Allowable Exterior Noise standards of the General Plan, an incremental increase in ambient noise levels of 5 decibels or more reaches the County’s threshold of significance.

- **Traffic (Lakeville Highway (SR 116)/Stage Gulch Road)**: Allowing public access to the park is expected to increase average side street delay by more than five seconds. The project would also result in a drop in the acceptable Level of Service from D (a delay of 25 to 35 seconds), to unacceptable Level of Service E (35 to 50 second delay) for this intersection during the weekend midday peak hour.

  The intersection currently warrants a new traffic signal or roundabout based on traffic signal warrants and existing traffic volumes. There is currently no funding mechanism that provides a feasible method for making the improvements that would avoid these traffic impacts within a reasonable amount of time. Therefore, the impact is significant and unavoidable.

- **Public Services Recreation**: The implementation of the Master Plan creates a need for park facilities that could have significant impacts, as noted above.
This proposed action is the culmination of years of work and extensive community and stakeholder engagement.

**Summary of Requested Action**

Hold a public hearing and adopt a Resolution that

1) Certifies the Final Environmental Impact Report for the Tolay Lake Regional Park Master Plan;

2) Adopts a statement of overriding considerations for the project;

3) Approves the Tolay Lake Regional Park Master Plan;

4) Amends the General Plan land use designation and zoning of the eight (8) park parcels from LEA (Land Extensive Agriculture) and LIA (Land Intensive Agriculture) to PQP (Public Quasi Public) and PF (Public Facilities) respectively; and

5) Designate the park property as an “Existing Park” on the General Plan Open Space maps.

6) Extend the MOA between Regional Parks and the FIGR for the Tolay Lake Regional Park to October 9, 2019.

**Prior Board Actions:**

August 16, 2016, Board authorized the Chair to amend the Professional Services Agreement with Moore Iacofano Goltsman, Inc. to provide additional funds for consulting services for the Master Plan and Environmental Impact Report.

May 24, 2016, Board approves County acquisition of the Tolay Creek Ranch property from the Sonoma Land Trust.

December 2, 2014, Board recommended the Chair to amend the Professional Services Agreement with Moore Iacofano Goltsman, Inc. to provide additional funds for consulting services for the Master Plan.

September 11, 2012, Board authorizes the Regional Parks Director to enter into a Professional Services Agreement with Moore Iacofano Goltsman, Inc. to develop the Tolay Lake Regional Park Master plan.

August 9, 2011, Board approved a cooperating agency agreement between the County and the Federated Indians of Graton Rancheria (FIGR), and grant of $500,000 from the FIGR for the Master Plan.

March 1, 2011, Board approved $300,000 grant from the State Coastal Conservancy for the Master Plan.

May 29, 2009, Approved the Settlement Agreement for Interim Park Plan including payment of $75,000 to resolve all pending disputes concerning access to Tolay Lake Regional Park via Cannon Lane.

December 9, 2008 the Board adopted the Tolay Lake Regional Park Interim Public Access & Resource Management Plan opening the park on a limited and interim basis.

November 6, 2007 the Sonoma County Agricultural Preservation and Open Space District Board approved acquisition of a Conservation Easement with Sonoma Land Trust for Tolay Creek Ranch.

September 27, 2005 concurrent actions by District Board and the Board of Supervisors approving acquisition of Tolay Lake Ranch.
**Strategic Plan Alignment**  Goal 2: Economic and Environmental Stewardship

Approval of the project will provide additional recreational, health, and education opportunities for county residents and visitors.

### Fiscal Summary

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### Funding Sources

- General Fund/WA GF
- State/Federal
- Fees/Other
- Use of Fund Balance
- Contingencies

**Total Sources**  0

### Narrative Explanation of Fiscal Impacts:

The park is now operating as Regional Park and there is no fiscal impact as a direct result of certifying the Final EIR and approving the project. The development of the Master Plan will be built in phases as acquired funding allows. Approval of the project will allow public access to the established park seven days a week.

### Staffing Impacts

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### Narrative Explanation of Staffing Impacts (If Required):


**Attachments:**

Attachment #1 - Resolution

**Related Items “On File” with the Clerk of the Board:**

Tolay Lake Regional Park Master Plan
Tolay Lake Regional Park Draft Environmental Impact Report
Tolay Lake Regional Park Final Environmental Impact Report
Extension of the Memorandum of Agreement for Tolay Lake Regional Park between Sonoma County Regional Parks and the Federated Indians of Graton Rancheria
Resolution of the Board of Supervisors of the County of Sonoma, State of California, Certifying an Environmental Impact Report, Making Findings Pursuant to CEQA, Adopting a Park Master Plan, Amending the General Plan Land Use and Zoning of the 3,402 Acre Park from Land Intensive Agriculture (LIA) and Land Extensive Agriculture (LEA) to Public/Quasi-Public (PQP) and Public Facilities (PF), respectively, and Amending the General Plan Open Space Maps to Reflect the Existing Public Park located at 5869 Cannon Lane, Petaluma; APNs 068-060-057 & 058, 068-070-004 & 005, 068-080-001 & 007, 068-090-022 & 024; Supervisorial Districts 1 and 2.

RESOLVED, that the Board of Supervisors (“the Board”) of the County of Sonoma hereby finds as follows.

1. APPLICATION AND PROJECT

   1.1. Sonoma County Regional Parks (Regional Parks) started work on the Tolay Lake Regional Park Master Plan (the “Project”) on September 11, 2012. The Master Plan would develop the existing Tolay Lake Regional Park (Park) with a variety of proposed recreation and education uses while protecting natural and cultural resources. The Park is located at 5869 Cannon Lane, Petaluma; APNs 068-060-057 & 058, 068-070-004 & 005, 068-080-001 & 007, 068-090-022 & 024; Zoned LIA (Land Intensive Agriculture) and LEA (Land Extensive Agriculture). All parcels include Riparian Corridor (RC) and Valley Oak Habitat (VOH) Combining Zones. The southernmost portion of the Park adjoining SR 121 includes a Scenic Resources Combining District (SR). Three portions of the Park south of Tolay Lake include a Geologic Hazard Combining District (G). The Park is located in Supervisorial Districts 1 and 2.

2. PROCEDURAL HISTORY

   2.1 On April 20, 2004 the Sonoma County Agricultural Preservation and Open Space District (District) Board authorized the General Manager of the District to execute a one-year option agreement with the Cardoza family to purchase the Tolay Lake Ranch for
$18,000,000 to establish a Regional Park. In the ensuing months, the District and Regional Parks conducted due diligence and campaigned to raise acquisition funds from various state and private sources. On September 27, 2005 the District Board and the Board of Supervisors concurrently approved acquisition. On November 6, 2007, the District Board approved acquisition of a Conservation Easement with Sonoma Land Trust for the 1,665-acre Tolay Creek Ranch. On December 9, 2008, the Board of Supervisors approved a Mitigated Negative Declaration for the Tolay Lake Regional Park Interim Public Access & Resource Management Plan. Regional Parks currently operates the park pursuant to that plan, which strictly limits access to the northern half of the park to permit holders Friday through Sunday.

2.1. On June 29, 2015, the County circulated a Notice of Preparation (NOP) to governmental agencies and organizations and other persons interested in the Project. The comment period on the NOP opened on June 29, 2015 and closed on July 29, 2015. The County held a public scoping meeting on Tuesday, July 21, 2015. Oral and written comments received in response to the NOP were used to determine the scope of the Draft EIR.

2.2. The County prepared a Notice of Completion and Draft Environmental Impact Report (Draft EIR), which was circulated through the State Clearinghouse (State Clearinghouse Number 2015062084) for agency and public comment for a period of 45 days, from January 10, 2017 through February 23, 2017.

2.3. On September 28, 2017, the Planning Commission conducted a duly noticed public hearing where all interested persons were given an opportunity to be heard, in compliance with Chapter 23A of the County Code. The Planning Commission heard and considered oral and written testimony and evidence presented or filed regarding the Project. The Planning Commission then directed staff to prepare the Final EIR and continued the hearing.

2.4. The County prepared a Final Environmental Impact Report (Final EIR) responding to comments on the Draft EIR. On August 16, 2018, and in compliance with Chapter 23A of the County Code, the Planning Commission conducted a second public hearing and received all relevant oral and written testimony and evidence presented or filed regarding the Project and the Final EIR prepared to analyze the Project. All interested persons were given an opportunity to be heard. At the conclusion of the public hearing, the Planning Commission discussed the Project, and on a 5 – 0 vote recommended that the Board of Supervisors adopt the Tolay Lake Regional Park Master Plan, certify the Final Environmental Impact Report, amend the General Plan land use designation and zoning of the eight (8) park parcels from LEA (Land Extensive Agriculture) and LIA (Land Intensive Agriculture) to RE (Regional Park).
Agriculture) to PQP (Public Quasi Public), and designate the park property as an “Existing Park” on the General Plan Open Space maps.

3. CEQA FINDINGS ON IMPACTS

3.1. The Board finds that the EIR appropriately identified topics for which impacts were found to be less than significant, as summarized in Section 4.1 of the Draft EIR, to focus the EIR on significant environmental issues.

3.2. The Final EIR discloses that the Project poses certain potentially significant adverse environmental impacts, but that feasible mitigation measures have been required or incorporated into the Project to lessen or avoid the potentially significant impacts. The Board hereby finds that the adopted mitigation measures are changes or alterations that have been required in, or incorporated into, the Project which mitigate or avoid significant effects on the environment, as set forth in Exhibit A. This exhibit does not attempt to describe the full analysis of each environmental impact contained in the Final EIR. Instead, Exhibit A provides a summary description of each significant impact, identifies the mitigation measures discussed in the Final EIR and adopted by the Board, and states the Board’s findings on the significance of each impact after imposition of the adopted mitigation measures. A full explanation of these environmental findings and conclusions can be found in the Final EIR and these findings hereby incorporate by reference the discussion and analysis in the Final EIR supporting the Final EIR’s determinations regarding the Project’s impacts and mitigation measures designed to address those impacts. In making these findings, the Board ratifies, adopts, and incorporates the analysis and explanation in the Final EIR, and ratifies, adopts, and incorporates in these findings the determinations and conclusions of the Final EIR relating to environmental impacts and mitigation measures, except to the extent that any such determinations and conclusions are specifically and expressly modified by these findings.

The Board further finds that the following impacts will be less than significant with the imposition of the listed mitigation measures: Aesthetic Resources (MM AES-4); Biological Resources (MM BIO-6a, MM BIO-6b); Cultural Resources (MM-CULT-4, MM CULT-5 MM CULT-6); and Traffic (MM TRAF-2, MM TRAF-3, MM TRAF-6, MM TRAF-12).

3.4. The Board further finds that the following significant impacts will be significant and unavoidable: Noise Impact NOI-5, Public Services and Recreation Impact PUB/REC-3, Traffic Impact TRAF-1, and Traffic Impact TRAF-7. Feasible mitigation measures that address these impacts are not available. The noise impacts are minor, but are inherent to the project. For the traffic impacts, there is no funding mechanism that provides a potentially successful method for making the improvements that would avoid these impacts within a reasonable amount of time. For PUB/REC-3, the implementation of the Master Plan creates a need for park facilities that could have significant impacts, as noted above.

3.5. In making these findings, the Board has considered the opinions of other agencies and members of the public, including opinions that either explicitly or implicitly disagree with some of the analysis or significance thresholds used in the EIR. The Board finds that the determination of significance thresholds is a judgment within the discretion of the Board; the significance thresholds used in the EIR are supported by substantial evidence in the record, including the expert opinion of the EIR preparers and County staff; and the significance thresholds used in the EIR provide reasonable and appropriate means of assessing the significance of the adverse environmental effects of the Project. The EIR relied on significance criteria for evaluating impacts that are tailored to this type of project. The criteria used in this EIR to determine whether an impact is or is not “significant” are based on (a) CEQA-stipulated “mandatory findings of significance” listed in CEQA Guidelines section 15065; (b) the relationship of the project effect to the adopted policies, ordinances and standards of the County and of responsible agencies; and (c) commonly accepted practice and the professional judgment of the EIR authors and County staff.

4. CEQA FINDINGS ON EIR ALTERNATIVES

4.4. The purpose of the discussion of alternatives in an EIR is to provide a reasonable range of potentially feasible alternatives that will foster informed decision making and public participation. The range of alternatives describes those that could feasibly accomplish most of the basic objectives of the Project and could avoid or substantially lessen significant effects. A feasible alternative is an alternative capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social and technological factors, and other considerations.
4.5. State CEQA Guidelines section 15126.6 provides that an EIR need not consider every conceivable alternative to a project. Rather, it must consider a reasonable range of potentially feasible alternatives that will foster informed decision making and public participation. The discussion of alternatives need not be exhaustive.

4.6. The Final EIR satisfies the requirements of CEQA by providing a reasonable range of alternatives, each of which is intended to address potential means by which the unavoidable adverse impacts of the Project can be lessened.

4.7. The EIR explains that two alternatives were considered but not carried forward for detailed analysis. These include an alternate site, and the continuation of a permit system-based alternative. The EIR analyzed two other alternatives to reduce visitor traffic generated noise along Cannon Lane. The Traffic Control Alternative (Alternative B) would implement traffic controls on a daily basis to limit the number of vehicles traveling to and from the Park along Cannon Lane to reduce Significant and Unavoidable noise impacts. The Property Acquisition Alternative (Alternative C) would involve purchasing private properties along Cannon Lane that were considered to be most sensitive to visitor traffic generated noise.

4.8. The EIR satisfies the requirements of CEQA by providing a reasonable range of alternatives, each of which would reduce the unavoidable adverse impacts of the Project. Although the alternatives may lessen significant effects identified for the Project, they would result in other potentially significant impacts, are infeasible, or do not result in a reduction of overall impacts, relative to the Project.

4.9. Given the goal of reducing environmental impacts, the alternatives developed for evaluation in the EIR included the No Project Alternative (Alternative A), the Traffic Control Alternative (Alternative B), the Property Acquisition Alternative (Alternative C). The Board concurs with the findings in the Final EIR with respect to these alternatives, which are summarized in Section 3 of the Final EIR. The Board finds that the Final EIR evaluates a reasonable range of alternatives. The Board further finds that Alternatives A and B would not adequately meet project objectives (which include the opening of the Park to the public) and therefore these alternatives are not feasible. The Board finds that Alternative C is potentially feasible, but not actually fiscally feasible when considered in light of the Board’s many other budget priorities.

5. CEQA EIR CERTIFICATION

5.4. The Draft EIR was completed, noticed, and made available for public review in accordance with all procedural and substantive requirements of CEQA and the State CEQA Guidelines.
5.5. The Final EIR was presented to the Supervisors and the Supervisors reviewed and considered the information contained in the Final EIR prior to taking action on the Project.

5.6. The Final EIR reflects the independent judgment and analysis of the Board of Supervisors.

5.7. The Final EIR represents a good faith effort to provide full and adequate disclosure of the environmental impacts of the Project.

5.8. The Final EIR constitutes an adequate, accurate, objective, and complete EIR for the purpose of reviewing and approving the Project.

5.9. The Final EIR was completed in accordance with all procedural and substantive requirements of CEQA and the State CEQA Guidelines.

5.10. Although in response to comments, additional information was included in the Final EIR that amplifies and clarifies information provided in the Draft EIR, the conclusions in the Draft EIR regarding the impacts of the Project and the significance of those impacts have not changed. No significant new information was added that would trigger recirculation of the Draft EIR under CEQA or the State CEQA Guidelines.

6. STATEMENT OF OVERRIDING CONSIDERATIONS

6.4. Because the adoption of all feasible mitigation measures will not reduce all significant adverse environmental effects caused by the Project to a level that is less than significant, the Board adopts this Statement of Overriding Considerations concerning the Project's unavoidable significant impact. The Board finds that the Project's benefits override and outweigh its unavoidable impacts on the environment as set forth below.

6.5. It has been the policy goal of the Sonoma County Board of Supervisors to fully open the Tolay Lake Regional Park since the acquisition of the property. The Tolay Lake Master Plan would develop the proposed Park with a variety of recreation and education uses while protecting natural and cultural resources. It would serve as a regional destination for residents of the County in a part of the County where there are currently no large regional parks. The Park offers multiple public benefits including: providing more park recreational areas in areas underserved by parks, improving public health through outdoor recreation participation, conserving unique and sensitive cultural and natural resources, restoring Tolay Lake, demonstrating the benefits of local agricultural and ranching activity to visitors, and improving climate resilience. Overall, the Tolay Lake Regional Park will be beneficial to the environment.
6.6. When deciding whether to approve Tolay Lake Regional Park Master Plan, the Board is faced with some limited significant impacts. When considering the significant benefits outlined in this Statement of Overriding Consideration against limited impacts, the balance of weight clearly falls in favor of the merits of the Tolay Lake Regional Park Master Plan and its benefits.

6.7. Notwithstanding the identification and analysis of the impacts that are identified in the Final EIR as being significant and potentially significant, which may not be avoided, lessened, or mitigated to a level of insignificance, the Board of Supervisors, acting pursuant to Public Resources Code Section 21081 and Section 15093 of the State CEQA Guidelines, hereby determines that specific economic, legal, social, technological and other benefits of the Tolay Lake Regional Park Master Plan, as set forth above, outweigh any unavoidable, adverse impacts of the Master Plan, and that Master Plan should be adopted.

7. GENERAL PLAN AND ZONING CONSISTENCY

7.4. The General Plan land use and zoning for the vast majority of the park property (approximately 3,100 acres) is Land Intensive Agriculture. The remaining 300 acres of the park is designated Land Intensive Agriculture. The General Plan Consistency Analysis, prepared by PRMD staff on January 5, 2017, determined the Park to be consistent with the General Plan, but also supported the proposed amendments to General Plan land use and zoning for consistency with General Plan Policy OSRC-17a. General Plan Policy OSRC-17a states that the "Public-Quasi Public/Park" designation should be applied to all existing local, County, and State parklands. Therefore, the project includes amendments to the General Plan land use designation and zoning of the park from LEA (Land Extensive Agriculture) and LIA (Land Intensive Agriculture) to PQP (Public Quasi Public) and PF (Public Facilities), respectively.

7.5. The Project has also been found to be consistent with the relevant policies of the Archaeological, Cultural and Historical Resources Policy of the General Plan. The Cardoza Ranch contains many historic structures and is considered eligible for listing in both the National Register of Historic Places and the California Register of Historical Resources. Regional Parks will pursue Historic Landmark designation and Landmarks Commission review prior to any alteration or demolition of a historic structure at the park as set forth in the EIR and consistent with General Plan policies.

7.6. A portion of the park property has been designated a Scenic Landscape Unit (see General Plan figures OSRC-5h and OSRC-5i). Existing and new structures will be located in the section of the park referred to as the park complex. The park complex is not located in a designated scenic
area, and no conflicts with the Open Space Element’s Scenic Resource section would result from this approval.

7.7. Tolay Lake Regional Park includes many miles of streams that have been designated Riparian Corridors and zoned RC (Riparian Corridor). The General Plan Open Space Element and Zoning Code establishes streamside conservation areas and sets forth policies and regulations for the protection of riparian corridors and the benefits they provide. The General Plan Consistency Analysis, prepared by PRMD staff on January 5, 2017, determined that the Resource Management Plan of the Park Master Plan includes protections which equal or exceed the protections provided by the General Plan and RC combining zone. Therefore, the Consistency Analysis concluded that the Park Master Plan is consistent with the both the General Plan Policy for Riparian Corridors and the RC combining zone.

7.8. The Board finds that the Tolay Lake Regional Park Master Plan is consistent with the Sonoma County General Plan.

7.9. With the imposition of the attached mitigation measures developed pursuant to CEQA in the EIR, the establishment, maintenance, or operation of the use for which application is made will not, under the circumstances of this particular case, be detrimental to the health, safety, peace, comfort and general welfare of persons residing or working in the neighborhood of such use, nor detrimental or injurious to property and improvements in the neighborhood or the general welfare of the area.

8. EVIDENCE IN THE RECORD

8.4. The findings and determinations set forth in this resolution are based upon the record of these proceedings. References to specific statutes, ordinances, regulations, reports, or documents in a finding or determination are not intended to identify those sources as the exclusive basis for the finding or determination.

Now, Therefore, Be It Resolved that based on the foregoing findings and determinations and the record of these proceedings, the Board hereby declares and orders as follows:

1. The foregoing findings and determinations are true and correct, are supported by substantial evidence in the record, and are adopted as hereinabove set forth.
2. The Board certifies that the Final EIR has been completed in compliance with CEQA, that the Final EIR was presented to the Board and that the Board reviewed and considered the information contained in the Final EIR and the Final EIR reflects the independent judgment and analysis of the Board.

3. The Board hereby adopts the Master Plan, subject to the Mitigation Measures in Exhibits "A" and "B", attached hereto.

4. The Mitigation Monitoring Program, as set forth in Exhibit “B,” is adopted. Sonoma County Regional Parks staff is directed to undertake monitoring in accordance with the Mitigation Monitoring Program to ensure that required mitigation measures and Project revisions are complied with during project implementation.

Be It Further Resolved that the Board of Supervisors designates the Clerk of the Board as the custodian of the documents and other material which constitute the record of proceedings upon which the decision herein is based. These documents may be found at the office of the Clerk of the Board, 575 Administration Drive, Room 100-A, Santa Rosa, California 95403.
Supervisors:

Gorin: Rabbitt: Zane: Gore: Hopkins:

Ayes: Noes: Absent: Abstain:

So Ordered.
### Exhibit A

Summary of Findings Regarding Project Impacts and Mitigation Measures

<table>
<thead>
<tr>
<th>Impact</th>
<th>Significance before Mitigation</th>
<th>Mitigation Required</th>
<th>Significance after Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Aesthetics</strong></td>
<td></td>
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</tr>
<tr>
<td>Impact AES-4: Project construction and implementation would not create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.</td>
<td>Significant</td>
<td>MM-AES-4</td>
<td>Less than significant</td>
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<tr>
<td><strong>Biological Resources</strong></td>
<td></td>
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<tr>
<td>Impact BIO-6: The project would not conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance.</td>
<td>Significant</td>
<td>MM-BIO-6a, MM-BIO-6b</td>
<td>Less than significant</td>
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<tr>
<td><strong>Cultural Resources</strong></td>
<td></td>
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<tr>
<td>Impact CULT-4: The project would cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5, which generally defines cultural resources under CEQA.</td>
<td>Significant</td>
<td>MM-CULT-4</td>
<td>Less than significant</td>
</tr>
<tr>
<td>Impact CULT-5: The project would directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.</td>
<td>Significant</td>
<td>MM-CULT-5</td>
<td>Less than significant</td>
</tr>
<tr>
<td>Impact CULT-6: The project would disturb any human remains, including those interred outside of formal cemeteries.</td>
<td>Significant</td>
<td>MM-CULT-6</td>
<td>Less than significant</td>
</tr>
<tr>
<td><strong>Noise</strong></td>
<td></td>
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<tr>
<td>Impact NOI-5: The proposed Master Plan would result in a substantial and permanent increase in ambient noise levels from increased traffic levels on Cannon Lane.</td>
<td>Significant</td>
<td>None available</td>
<td>Significant and Unavoidable</td>
</tr>
<tr>
<td><strong>Public Services and Recreation</strong></td>
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<tr>
<td>Impact PUB/REC-3: The project includes recreational facilities that would require the construction or expansion of recreational facilities, which might have an adverse</td>
<td>Significant</td>
<td>None available</td>
<td>Significant and Unavoidable</td>
</tr>
</tbody>
</table>
physical effect on the environment. Impacts to traffic and noise would remain significant.

<table>
<thead>
<tr>
<th>Traffic</th>
<th>Impact TRAF-1: Lakeville Highway (SR116)/Stage Gulch Road: Phase A of the project would expect to increase average side street delay by more than five seconds, which would be considered significant and cumulatively considerable. However, the intersection currently warrants the installation of a traffic signal or roundabout based on traffic signal warrant and existing traffic volumes.</th>
<th>Significant</th>
<th>None available.</th>
<th>Significant and Unavoidable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic</td>
<td>Impact TRAF-2: Lakeville Highway/Cannon Lane: Phase A of the project would be expected to increase average side street delay by more than five seconds resulting in a LOS E condition which be considered significant and cumulatively considerable.</td>
<td>Significant</td>
<td>MM-TRAFF-2</td>
<td>Less than significant</td>
</tr>
<tr>
<td>Traffic</td>
<td>Impact TRAF-3: Lakeville Highway/Cannon Lane: Project traffic volumes would be expected to increase queues in the southbound left-turn lane during the Fall Festival weekend conditions. The queues would be expected to extend well beyond the capacity of the existing left-turn lane on Lakeville Highway which would be considered significant.</td>
<td>Significant</td>
<td>MM-TRAFF-3</td>
<td>Less than significant</td>
</tr>
<tr>
<td>Traffic</td>
<td>Impact TRAF-6: Cannon Lane: The County intends to provide improvements to Cannon Lane based on recommendations from the Cannon Lane Roadway Concept, April 17, 2015, Fehr &amp; Peers. However, these improvements will not be completed prior to the opening of the project. Therefore, based on potential safety issues, this would be considered a significant impact.</td>
<td>Significant</td>
<td>MM-TRAFF-6</td>
<td>Less than significant</td>
</tr>
<tr>
<td>Impact TRAF-7: Lakeville Highway (SR 116)/Stage Gulch Road: Phase B of the project would expect to increase average side street delay by more than five seconds and would be expected to result in a drop in operation from acceptable LOS D to unacceptable LOS E during the weekend midday peak hour, which would be considered significant and cumulatively considerable. However, the intersection currently warrants the installation of a traffic signal or roundabout based on traffic signal warrants and existing traffic volumes.</td>
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<tr>
<td>Impact TRAF-8: Lakeville Highway/Cannon Lane: Phase B of the project would be expected to increase average side street delay by more than five seconds resulting in an LOS E condition which would be considered significant and cumulatively considerable.</td>
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<tr>
<td>Impact TRAF-9: Lakeville Highway/Cannon Lane: Project traffic volumes would be expected to increase queues in the southbound left-turn lane during the Fall Festival weekend conditions. The queues would be expected to extend well beyond the capacity of the existing left-turn lane on Lakeville Highway which would be considered significant.</td>
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<tr>
<td>Impact TRAF-12: Arnold Drive (SR 121)/Ram's Gate-South Park Entrance: Phase B of the project would result in LOS F operation on the eastbound (Park exit) approach of the intersection, however, since than 30 vehicles, it is less-than-significant by Sonoma County standards. The project would warrant the addition of a</td>
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northbound left-turn lane on SR 121.