



**OHMVR COMMISSION MEETING  
Sacramento, CA**

**October 21, 2016**

**STAFF REPORT:** 2016 Carnegie SVRA General Plan

**STAFF:** Michael Fehling, Twin Cities District Superintendent  
Randy Caldera, Carnegie SVRA Sector Superintendent  
Dan Canfield, OHMVR Division Planning Manager

**SUBJECT:** 2016 Carnegie SVRA General Plan and Final Environmental Impact Report

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**Summary**

California State Parks, Off-Highway Motor Vehicle Recreation (OHMVR) Division has developed an updated General Plan and Environmental Impact Report (EIR) for Carnegie State Vehicular Recreation Area (SVRA).

The 2016 Carnegie SVRA General Plan is a broad-based policy document that establishes a long-range vision for the SVRA and provides goals and guidelines to direct future improvements, services, and programs. By providing a clear purpose, a vision, and goals and guidelines, the General Plan defines the broadest possible management framework for program development, ongoing management, and public use of Carnegie SVRA.

The 2016 Carnegie SVRA General Plan is a balanced plan that protects sensitive resources while providing off-highway vehicle (OHV) recreational opportunities and associated non-motorized recreational opportunities. The General Plan and Final EIR have been prepared for consideration of approval by the OHMVR Commission. An OHMVR Commission resolution has been prepared (see Attachment 1) to assist the Commission in consideration of certifying the EIR and approving the General Plan.

***SVRA Purpose***

The Declaration of Purpose describes the purpose of Carnegie SVRA and is the broadest statement of management goals designed to fulfill the vision of the SVRA. A Declaration of Purpose is required by California Public Resources Code (PRC) Section 5002.2(b). The previous Declaration of Purpose for Carnegie SVRA, adopted in December 1981, was updated during this General Plan process:

*The purpose of Carnegie SVRA is to provide effectively managed, responsible off highway vehicle (OHV) and related recreational opportunities while protecting and interpreting the SVRA's valued cultural and natural resources.*

### **SVRA Vision**

The vision for Carnegie SVRA describes the SVRA in future years, when State Parks' Off-Highway Motor Vehicle Recreation (OHMVR) Division has achieved its General Plan objectives. The following vision was developed for Carnegie SVRA during the General Plan process:

*Carnegie SVRA will be a regional destination where children and adults of all skill levels can ride, play, and learn in an outdoor recreational setting. Carnegie SVRA will continue to be an affordable location where visitors can enjoy a wide variety of OHV recreation. Carnegie SVRA will be a model of exciting and well-managed OHV recreation as well as excellent environmental stewardship. Visitors will be able to learn about and contribute to the long-term sustainability of diverse cultural and natural resources present within the SVRA.*

### **Visitor Experience Areas**

The General Plan establishes Visitor Experience Areas identifying the portions of Carnegie SVRA that would be available for future development of OHV recreational trails and related facilities (See Attachment 2). Table 4-1 of the General Plan (Pages 4-6 through 4-8) describes the visitor experience areas. The descriptions include the definition, allowable uses, and area-specific resource management prescriptions or considerations, if applicable.

Substantial areas (approximately 35%) of Carnegie SVRA are identified as "Limited Recreation" areas. These are lands that will not accommodate development of motorized recreational trails but will largely remain in natural condition and will functionally be similar to other open space areas in the east Alameda County area. Other Visitor Experience Areas include areas dedicated to advanced, beginner, and intermediate OHV trails, gathering areas, distributed OHV riding, practice areas, and special events.

### **Discussion**

Carnegie SVRA is located in Alameda and San Joaquin Counties approximately 60 miles southeast of San Francisco, 12 miles east of Livermore, and 12 miles southwest of Tracy (see Attachment 3). Carnegie SVRA became a unit of the State Park system in July 1980. The original 1,575-acre site, used by off-highway vehicles (OHVs) since the 1940s, was operated as a private motorcycle park from 1970 to 1979 before the California Department of Parks and Recreation (State Parks) purchased the property using OHV Trust Funds. From 1996 to 1998, State Parks used legislatively appropriated OHV Trust Funds to acquire an additional 3,100 acres of neighboring lands to provide expanded OHV recreation opportunities.

The first general plan for Carnegie SVRA was approved in 1981. In the year 2000 and again in 2004, efforts were began to amend and/or update the original general plan to

include the expansion area, but were terminated by the OHMVR Division for technical reasons in favor of the current comprehensive General Plan/EIR effort. The current General Plan/EIR effort is supported by substantial watershed analysis and storm water planning approved by the Central Valley Regional Water Quality Control Board.

### ***Public Involvement***

The planning team sought input from a wide variety of agencies, stakeholders, members of the public, and SVRA and OHMVR Division staff. The goal of the outreach program is to facilitate development of a revised Carnegie SVRA General Plan that enjoys broad acceptance among stakeholders and staff. The planning team facilitated four public meetings to collect input and present updates, maintained a General Plan website [www.CarnegieGeneralPlan.com](http://www.CarnegieGeneralPlan.com), conducted an online survey, announced meetings through e-mail blasts and mailings, and collected input in multiple formats. Public meetings were well attended throughout the planning process. The project website also included an online version of a workshop, where participants could walk through the review materials and give feedback on each stage of the presentation.



**1. Public meeting attendees in June 2013**



**2. An attendee reviews the concept alternatives at the June 10, 2013, public workshop.**

A complete description of the public involvement process is contained in the General Plan pages 1-14 through 1-20.

### ***Native American Consultation***

Departmental Notice No. 2007-05 sets forth State Parks' policy for consultation with Native California Indians about activities affecting matters related to their heritage, sacred sites, and cultural traditions. General plans are included in the list of potential activities. In September 2011, Governor Edmund G. Brown Jr. ordered state agencies (including State Parks) to "encourage communication and consultation with California Indian Tribes ... and permit elected officials and other representatives of tribal governments to provide meaningful input." (Governor's Executive Order B-10-11) State Parks conducts Native American consultation in accordance with Departmental Notice 2007-05 and Governor's EO B-10-11.

As part of Native American consultation, OHMVR Division archaeologists contacted the Native American Heritage Commission (NAHC) to request a record search of the sacred lands files and a Native American contact list for the planning area. The NAHC's review of the sacred lands files did not identify any sacred sites within Carnegie SVRA. However, consultation with the Native American tribes on the NAHC contact list, which included site visits with five Native American groups between August and October 2012, identified two sacred sites. The group also had concerns about impacts on a culturally sensitive site and botanical resources that are important for ceremonial uses in the Native American community.

Several of the Draft General Plan Cultural Resource goals and guidelines (Draft General Plan, pages 4-20 through 4-24) were revised through this consultation process.

Native American Consultation will be ongoing for future projects and planning efforts.

### ***Preliminary General Plan and Draft EIR***

The Preliminary Carnegie SVRA General Plan and Draft EIR were published for public review in April 2015 and were available for public comment for 67 days. These documents, the product of a multi-year planning effort involving substantial public/stakeholder input, were provided to the OHMVR Commission at the May 2015 OHMVR Commission meeting in Sonora California, and are available for review on the project website document library: [CarnegieGeneralPlan.com/document-library](http://CarnegieGeneralPlan.com/document-library).

The Draft EIR analyzed potentially significant environmental impacts arising from implementation of the General Plan.

Over 1,000 comment letters were received on the Preliminary General Plan/Draft EIR from agencies, organizations, and individuals during this public review period. The Carnegie SVRA General Plan team drafted proposed responses to the comments and proposed edits to the Preliminary General Plan/Draft EIR based on the comments. The comments received on the Draft EIR did not result in the discussion of any new impact; result in a change in the significance level of an impact disclosed in the Draft EIR; or

require new mitigation, consideration of new alternatives, or any other substantial changes to the Draft EIR.

On February 4, 2016, the OHMVR Commission toured Carnegie SVRA. The tour provided an overview of the recreation and resources programs at Carnegie SVRA. The Commissioners also learned about the anticipated Carnegie SVRA expansion area for ecologically sustainable OHV recreation and resource conservation. On February 5, 2016, the OHMVR Commission met in Tracy, CA and held a public hearing on the Carnegie SVRA General Plan and EIR. At the Commission meeting, over 60 speakers provided testimony regarding the Carnegie SVRA General Plan/EIR. Many of the speakers provided additional written comments in support of their testimony. The public testimony and written comments received through the February 5th OHMVR Commission hearing as well as response to comments from the planning team are contained in the Final EIR which is available for review on the project website document library: [CarnegieGeneralPlan.com/document-library](http://CarnegieGeneralPlan.com/document-library).

The EIR does identify significant and unavoidable air quality impacts even with implementation of Park Operation Goals and Guidelines provided in the General Plan (pages 4-33 through 4-37) to mitigate air quality impacts. The following conditions exist and render acceptable the significant and unavoidable effects related to Air Quality:

- Carnegie SVRA provides an OHV recreation destination in close proximity to the large East Bay urban centers, limiting the amount of emissions and carbon production associated with citizens traveling to and from the facility
- OHV emissions are regulated at the state level through the California Air Resources Board Green/Red Sticker Registration Program
- The General Plan provides Visitor Experience Areas that limit development and SVRA operations in the portions of Carnegie SVRA nearest to the neighboring community of Livermore, CA
- Carnegie SVRA is legislatively established and sited through Public Resource Code 5006.48, directing the California State Parks to operate Carnegie SVRA as an OHV recreation facility
- Inherent in the operation of an OHV recreation facility are air quality impacts associated with OHV engine emissions and fugitive dust emissions,
- California State Parks is directed by Public resources Code 5090.43(a) to make the fullest public use of outdoor recreational opportunities on SVRA lands
- Carnegie SVRA is sited in a canyon with few sensitive receptors, primarily limited to intermittent SVRA staff housing and campgrounds

These conditions represent an overriding consideration in the State's finding that responsibly managing Carnegie SVRA to reduce air quality impacts during future operation and planning efforts outweighs the potential adverse air quality effects.

***Prior Commission Actions***

There are no prior Commission actions.

***Legal Issues***

There are no known legal issues.

**Commission Action**

Adopt the OHMVR Commission Resolution 02-2016 (Attachment 1) for certification of the General Plan EIR for Carnegie SVRA and approval of the General Plan.

**Attachments**

Attachment 1: OHMVR Commission Resolution 02-2016

Attachment 2: Preferred Concept Map

Attachment 3: Figure 1-1 Carnegie SVRA Regional Location Map



RESOLUTION 02-2016  
Adopted by the  
CALIFORNIA OFF-HIGHWAY MOTOR VEHICLE RECREATION COMMISSION  
at a meeting conducted in  
Sacramento, California  
October 21, 2016

**General Plan and Final Environmental Impact Report for  
Carnegie State Vehicular Recreation Area**

WHEREAS, the Commission is a public body established within the California Department of Parks and Recreation (California State Parks) with responsibility for advisory oversight of the California Off-Highway Motor Vehicle Recreation Program pursuant to Public Resources Code Section 5090.01 et seq.; and

WHEREAS, General Plans are submitted to the Off-Highway Motor Vehicle Recreation Commission for approval pursuant to Public Resources Code Sections 5002.2 and 5090.15 (c), which includes the requirement to hold a public hearing to consider and approve general plans prepared for State Vehicular Recreation Areas (SVRAs) pursuant to PRC section 5002.3; and

WHEREAS, the Director of California State Parks has presented to this Commission for approval the General Plan for Carnegie SVRA dated September 2016 (General Plan) together with the related Draft Environmental Impact Report (EIR), Final EIR, including Public Comments and Responses to Public Comments ; and

WHEREAS, the General Plan and EIR were developed through a public input and review process begun in May 2012, and the culmination of a collaborative public planning process led by California State Parks; and

WHEREAS, the General Plan is consistent with the California State Parks SVRA classification; and

WHEREAS, pursuant to Public Resources Code (PRC) Section 5002.2, prior to implementing facility improvements California State Parks must prepare a general plan containing elements defining and evaluating the proposed land uses, facilities, concessions, operation of the unit, any environmental impacts, and the management of resources to serve as a guide for the future development, management, and operation of the SVRA: and

WHEREAS, the General Plan will guide the development and management of the Carnegie SVRA for public use and resource protection for the next 20 or more years, by establishing goals and guidelines to assist in the daily and long-term management of the SVRA to provide OHV recreation and related recreation activities while ensuring that its sensitive resources are protected; and

WHEREAS, as stated in Impact 3.2-2 and Impact 3.2-3 of the Draft EIR, the operation of Carnegie SVRA as envisioned in the General Plan, even with implementation of goals and guidelines to reduce impacts, would have significant and unavoidable impacts associated with Air Quality; and

WHEREAS, the General Plan and operation of Carnegie SVRA include the following conditions that render acceptable the significant and unavoidable effects related to Air Quality:

- Carnegie SVRA provides an OHV recreation destination in close proximity to the large East Bay urban centers, limiting the amount of emissions and carbon production associated with citizens traveling to and from the facility,
- OHV emissions are regulated at the state level through the California Air Resources Board Green/Red Sticker Registration Program,
- The General Plan provides Visitor Experience Areas that limit development and SVRA operations in the portions of Carnegie SVRA nearest to the neighboring community of Livermore, CA,
- Carnegie SVRA is legislatively established and sited through Public Resource Code 5006.48, directing the California State Parks to operate Carnegie SVRA as an OHV recreation facility,
- Inherent in the operation of an OHV recreation facility are air quality impacts associated with OHV engine emissions and fugitive dust emissions,
- California State Parks is directed by Public resources Code 5090.43(a) to make the fullest public use of outdoor recreational opportunities on SVRA lands,
- Carnegie SVRA is cleverly sited in a canyon with few sensitive receptors, primarily limited to intermittent SVRA staff housing and campgrounds, and

WHEREAS, a statement of overriding considerations was made by the Director when she made the finding that a commitment to responsibly managing Carnegie SVRA to reduce air quality impacts during future operation and planning efforts, outweighs the potential adverse air quality environmental effects required as a part of the approval of the Project; and

WHEREAS, the General Plan is subject to the California Environmental Act (CEQA) and the General Plan and EIR function as a “tiered EIR” pursuant to PRC 21093, covering general goals and objectives of the General Plan, and that the appropriate level of CEQA compliance will be conducted for each project relying on the Plan; and

WHEREAS, the Commission toured Carnegie SVRA on February 4, 2016 and met in Tracy California on February 5, 2016 to receive comments from the public on the EIR prepared for the General Plan; and

WHEREAS, the Commission met in Sacramento California on October 21, 2016 to receive comments from the public and consider for approval the General Plan and related environmental documents for Prairie City SVRA;

NOW, THEREFORE, BE IT RESOLVED: That this Commission has reviewed and considered the information and analysis in the General Plan and EIR prior to approving the General Plan and EIR, and this Commission finds that the General Plan reflects and EIR reflects the independent judgement and analysis of this Commission and has been completed in accordance with CEQA; and be it

RESOLVED: In connection with its review of the General Plan and EIR prior to approving the General Plan, the Commission independently finds the environmental conclusions contained within the EIR are supported by facts therein and that each fact in support of the findings is true and is based on substantial evidence in the record and that the plan goals and guidelines have been incorporated into the General Plan, which will avoid or substantially lessen the potential impacts identified in the EIR; and be it

RESOLVED: That all feasible mitigation measures have been incorporated into the General Plan to substantially reduce significant effects on the environment, as described in the Findings, and that the legal, social, technological and other benefits of the General Plan described herein outweigh the unavoidable air quality impacts, as described in the Statement of Overriding Considerations adopted by the Director of State Parks at the time of project approval, and so the unavoidable significant environmental impacts are overridden by these factors and are, therefore, acceptable; and be it

RESOLVED: That the commission acknowledges that additional project level environmental analysis will be required and completed prior to implementation of project specific plans; and be it

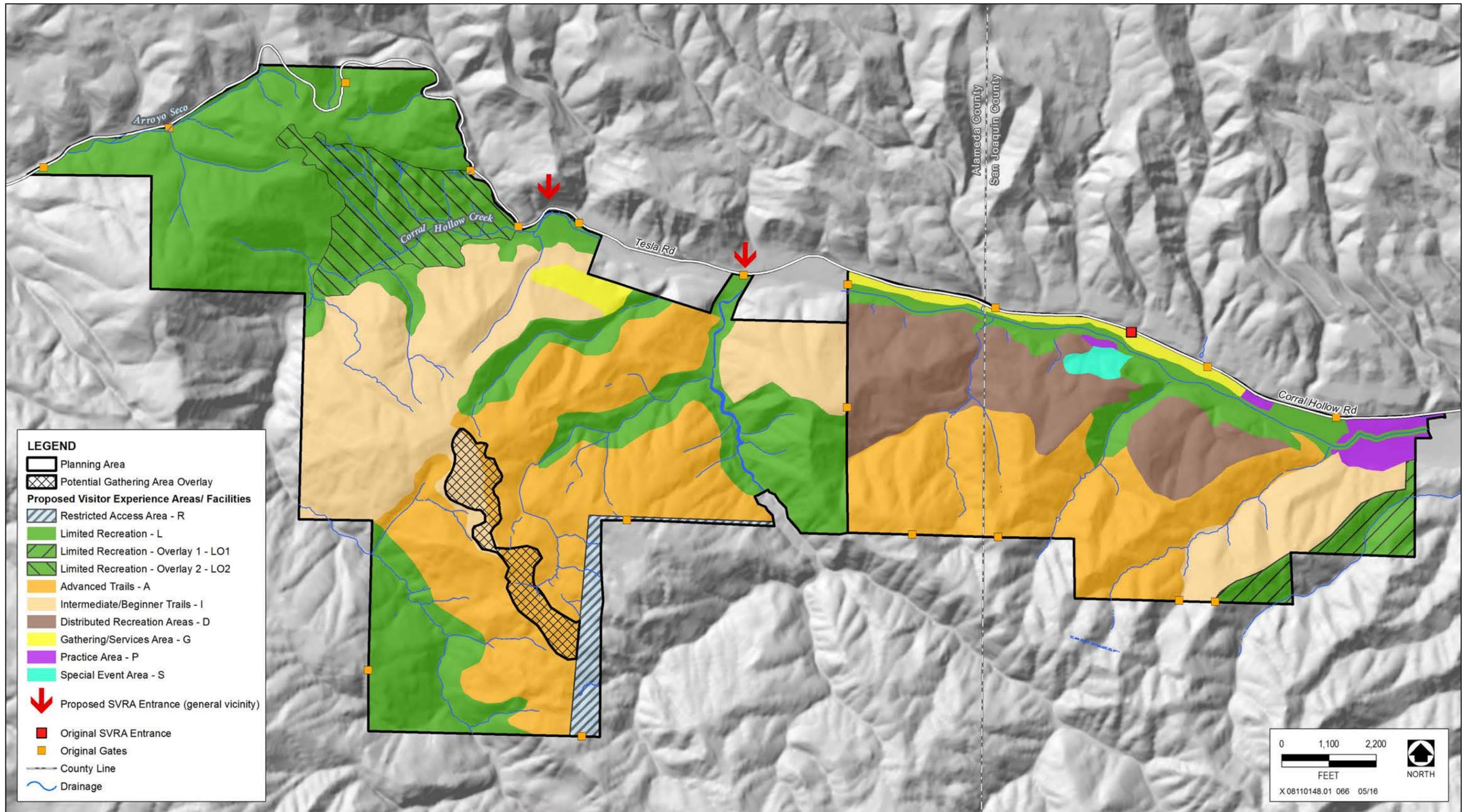
RESOLVED: The location and custodian of the General Plan and other materials which constitute the record of proceedings on which the Commission's decision is based is: Off-Highway Motor Vehicle Recreation Commission, 1725 23<sup>rd</sup> Street, Suite 200, Sacramento, California, 95816, Phone 916/324-4442; and be it

RESOLVED: The Off-Highway Motor Vehicle Recreation Commission hereby certifies the EIR prepared for the Carnegie SVRA General Plan and approves the September 2016 Prairie City SVRA General Plan; and be it

FURTHER RESOLVED: That a Notice of Determination will be filed with the Governor's Office of Planning and Research within five days of this approval.

Attest: This Resolution was duly adopted by the California State Parks, Off Highway Motor Vehicle Recreation Commission on October 21, 2016 at the Commission's duly noticed public meeting at Sacramento, California.

By: \_\_\_\_\_ Date: \_\_\_\_\_  
Brian Robertson, Chief  
Off-Highway Motor Vehicle Recreation Division  
for Lisa Mangat, Director  
California State Parks  
Secretary to the Commission



Source: Data compiled by AECOM in 2014

Figure 4-1. Preferred Concept Map

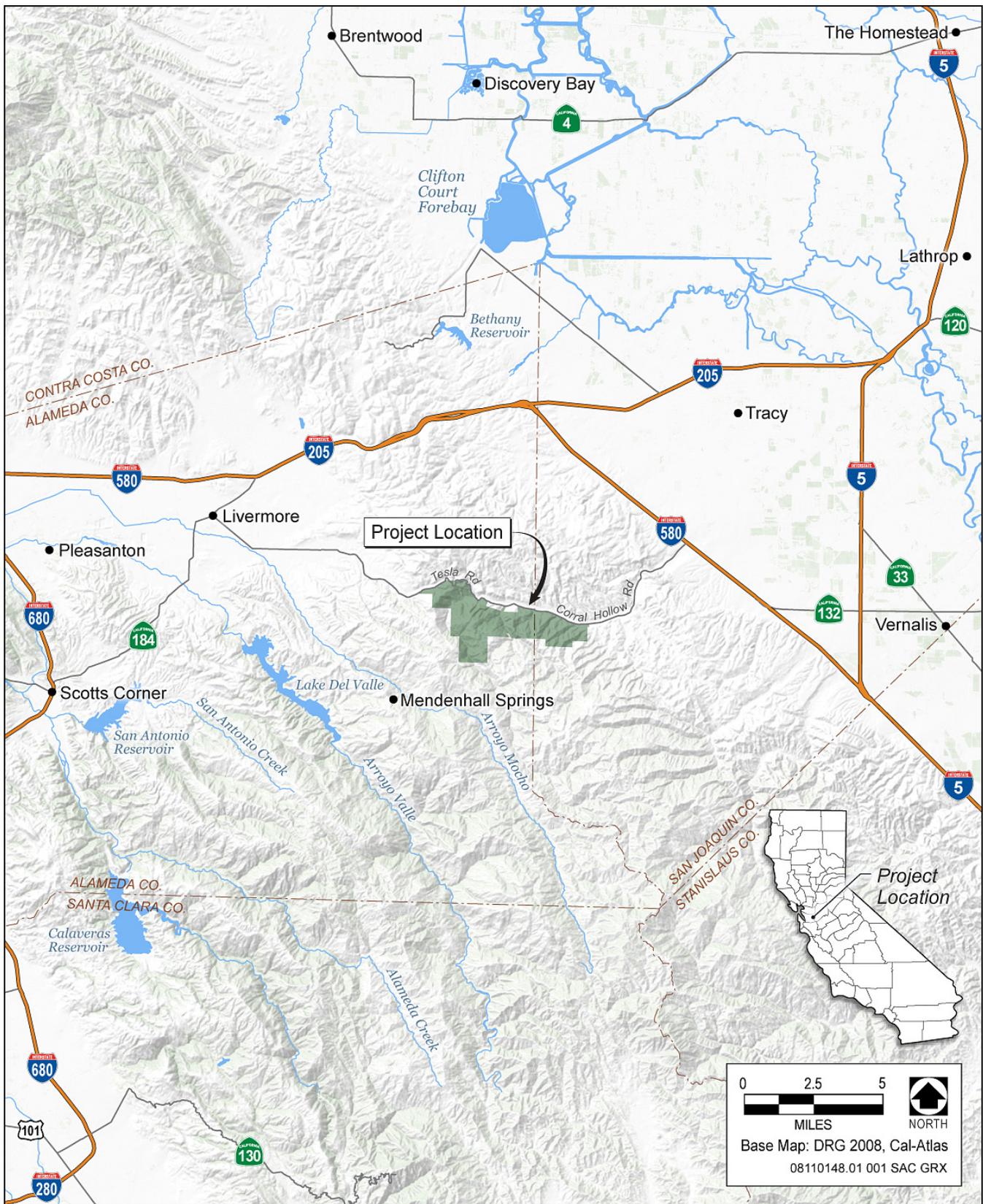


Figure 1-1. Vicinity Map