

D R A F T

**ADDENDUM
TO THE 2005 FINAL SUBSEQUENT
ENVIRONMENTAL IMPACT REPORT
FOR THE MARE ISLAND SPECIFIC PLAN
AMENDED AND RESTATED**

**ADOPTED BY
THE VALLEJO CITY COUNCIL
JUNE 2007**

A. INTRODUCTION

This document is an Addendum to the Subsequent Environmental Impact Report (SEIR), State Clearinghouse #2003092057 for the 2005 Mare Island Specific Plan Amended and Restated (2005 Specific Plan), which was certified by the Vallejo City Council in November 2005. The purpose of the Addendum is to disclose and discuss any potential environmental impacts associated with a proposed amendment to the 2005 Specific Plan and an amendment to Chapter 16.38 Architectural Historic Preservation Ordinance of the Vallejo Municipal Code. The project encompasses amendments to both documents and is referenced as “SPA II” in this Addendum.

Pursuant to the California Environmental Quality Act (CEQA) Guidelines Section 15164, an Addendum to a previously-certified EIR may be prepared by the Lead Agency when a proposed action will not lead to a new significant effect or a significant effect being substantially more severe than shown in the previous EIR. CEQA requires that the decision making body consider the Addendum with the Final EIR prior to making a decision on the project. As further described in Section C of this document, the City has determined that the proposed SPA II will result in none of the conditions described in Section 15162 of the CEQA Guidelines requiring the preparation of a Subsequent EIR, and the preparation of this Addendum is the appropriate environmental review document required by CEQA.

B. PROJECT DESCRIPTION

Project Location and Setting

Mare Island occupies approximately 5,250 acres within the City of Vallejo. The Island is bounded by the San Pablo Bay to the west, Carquinez Strait to the southwest, Mare Island Strait to the northeast, with the mainland further east, and a series of sloughs and marshlands and Highway 37 to the north. Mare Island generally encompasses 1,400 acres of dry uplands and 3,800 acres of wetlands, submerged lands and inactive dredged material disposal ponds.

Mare Island Naval Shipyard closed operation as a naval facility in 1996. The Shipyard was listed as a National Historic Landmark (NHL) in 1975, which includes four specific land areas and 50 buildings, all of which still remain in existence. A larger portion of the former Shipyard contains 502 historic structures that are Contributing Resources to the Mare Island Historic District, which was listed in the National Register in 1997.

Project Background and Previous Environmental Review

In 1993 prior to closure of the Shipyard, the City of Vallejo conducted a community-based planning process for the potential reuse of Mare Island as a civilian area of the City. This effort resulted in the development of the Final Mare Island Reuse Plan (Reuse Plan), which identified 13 Reuse Areas for Mare Island, as well as wetlands and dredge ponds areas on the west side of the Island. The Reuse Plan described the desired character of each Reuse Area and the potential redevelopment opportunities. The City Council accepted the Final Mare Island Reuse Plan in July 1994 and certified an Environmental Impact Statement/Environmental Impact Report (EIS/EIR) for the Disposal and Reuse of Mare Island Naval Shipyard in 1998.

In 1999 the City Council adopted the Mare Island Specific Plan (1999 Specific Plan) as the implementation document for the Reuse Plan after approving an Addendum to the 1998 EIS/EIR. The 1999 Specific Plan included additional detail regarding land use policies, allowable land uses and development standards. Amendments to the City of Vallejo Municipal Code (V.M.C.) Zoning Ordinance and General Plan were also made to address policies related to the treatment of the historic resources, and to ensure consistency with the 1999 Specific Plan.

The City selected Lennar Mare Island (Lennar) as the Master Developer of approximately 650 acres of uplands on Mare Island, and in 2001 entered into a Development Agreement (DA) with Lennar to provide a binding mechanism to ensure the timely, efficient, and orderly development of the area. In December 2005, the City Council approved Lennar's proposal to amend and restate the 1999 Mare Island Specific Plan and adopted the 2005 Mare Island Specific Plan Amended and Restated (2005 Specific Plan). The 2005

Specific Plan covers the entire Island and generally consists of a development program similar to that in the 1999 Specific Plan as well as the 1994 Mare Island Final Reuse Plan. The primary changes from the 1999 Specific Plan included an additional 2.7 million square feet of development potential; more detailed development policies; elimination of a third access point from the mainland to the Island, via the Southern Crossing; and inclusion of the Historic Project Guidelines. The adopted 2005 Specific Plan replaces and supersedes the 1999 Specific Plan.

Pursuant to the requirements of the California Environmental Quality Act (CEQA), the City Council certified a Final Subsequent Environmental Impact Report (SEIR) for the 2005 Specific Plan on November 29, 2005. The SEIR identified and analyzed the significant impacts associated with the incremental change in intensity and distribution of land uses on Mare Island from the 1999 Specific Plan, as described in the 2005 Specific Plan. The SEIR concluded that the incremental change would result in unavoidable adverse impacts in cultural resources, transportation, air quality, and noise categories. Three project alternatives were also analyzed that included a No Project Alternative, Historic Preservation Alternative, and the Reuse Area 1A Increased Development Alternative.

The SEIR identified mitigation measures to lessen the severity of potential adverse environmental impacts, some of which would not reduce the impacts to a level of insignificance. While most of the mitigation measures were incorporated as part of the approved project, several were rejected by the City Council as infeasible. The Council concluded that although the 2005 Specific Plan would result in adverse environmental impacts that cannot be avoided even with the incorporation of all feasible mitigation measures into the project, the anticipated economic, social, technological or other benefits of the project outweighed the unavoidable adverse effects, and such effects were considered acceptable. Pursuant to Public Resources Code Section 21081 and CEQA Guidelines Section 15093, the City Council adopted a Statement of Overriding Considerations for the 2005 Specific Plan and SEIR. A Mitigation Monitoring Program was also adopted. The SEIR is available at the City of Vallejo Planning Division and is incorporated herein by reference.

Proposed SPA II

Lennar and the City propose to amend the 2005 Specific Plan and the V.M.C. regarding policies generally related to historic resources on Mare Island. The purpose of the amendment is to address commitments made by Lennar regarding impacts of the 2005 Specific Plan "Development Plan" on historic resources, pursuant to a Settlement Agreement between Lennar, the National Trust for Historic Preservation (NTHP), the Vallejo Architectural Heritage Foundation (VAHF) and the City of Vallejo. During the public review process for the 2005 Specific Plan and SEIR, representatives of the NTHP and VAHF had expressed concerns regarding the Development Plan's impacts to historical resources. To address their issues, Lennar entered into negotiations with the NTHP, VAHF, and City, and in April 2006, a Settlement Agreement between the above parties was approved by City Council and executed. The Settlement Agreement commits

Lennar to apply for an amendment to the 2005 Specific Plan to ensure that the negotiated terms of the Settlement Agreement are implemented. In June 2006, Lennar submitted an application for the subject Specific Plan Amendment.

The City Planning Division also proposes to include additional changes to the 2005 Specific Plan that address issues raised since its adoption in December 2005, and to incorporate appropriate mitigation measures identified in the SEIR adopted by City Council. Minor editorial and formatting changes to enhance the documents are included as well.

The proposed SPA II includes the following:

1. Reclassification of 15 historic resources to upgrade their level of significance. Appendix B.1 Historic Project Guidelines provides the regulatory process for the reuse, rehabilitation, relocation, and demolition of historic resources on Mare Island. The Guidelines have established three classifications of historic buildings: City Landmarks (Highly Significant); Notable Resources (Individually Significant); and Component Resources (Not Individually Significant). The criteria to demolish historic buildings on Mare Island are based on their individual classification. Under the approved 2005 Specific Plan, 183 Contributing Resources would be demolished. This affects 154 Components and 29 Notable Resources. No Landmark Resources would be demolished under the 2005 Specific Plan. The proposed amendment would upgrade 15 of the Components to Notable Resources, thus the requirements to demolish those buildings would be more restrictive.
2. Retention of nine historic resources originally approved for demolition and reuse of two historic resources with no designated use. As stated above, under the approved plan, 183 Contributing Resources would be demolished, and of that number, 29 are classified as a Notable Resource. SPA II would retain nine additional buildings classified as a Notable Resource and approved for demolition, which would decrease the total number of Notables that would be demolished. In addition, two buildings also classified as Notable Resources with no reuse activity identified in the 2005 Specific Plan, would be reused. Thus, fewer Notable Resources would be demolished.
3. Additional criteria and standards to demolish historic resources. The Historic Project Guidelines provides regulatory procedures and required criteria to demolish a Contributing Resource. These criteria are intended to ensure that the Master Developer or property owner has evaluated all possible reuse options for the structures. SPA II would include additional criteria required to demolish a Notable Resource. This generally includes a relocation and reuse analysis, an approved development permit for a replacement project, a financial analysis to determine that the replacement project is feasible, and that the project can commence within six months of all City approvals, and the appropriate level of HABS (Historic American Buildings Survey)

documentation. As agreed, SPA II would specifically exclude Contributing Resources within Reuse Areas 2A, 2B, and 3A from the additional demolition criteria.

4. Land use restrictions related to the inactive dredge ponds. As part of a separate agreement with the Master Developer and a third party, the City committed to restricting land uses within the inactive dredge pond areas on Mare Island to activities compatible with managed wetlands, open space or conservation, and to not allow the reactivation of the dredge ponds as a commercial activity.
5. Clarification of building standards for new residential subdivisions. The redevelopment of Mare Island includes new housing development that requires review and processing of residential subdivision applications. While Chapter 4 Urban Design Guidelines of the 2005 Specific Plan addresses most issues related to residential development, SPA II would incorporate additional standards. These include the requirement that all accessory structures, patios, trellises, etc. for single-family homes be subject to setback requirements as established in the development permit approved for the subject subdivision; that all additions to single-family homes, including enclosed porches, be subject to development review; and that garage conversions and construction of carports be prohibited in the residential areas.
6. Incorporation of applicable mitigation measures identified in the SEIR and adopted by the City Council. To minimize the impact of the 2005 Specific Plan on historic resources, the SEIR identified two mitigation measures that as proposed, would be included as criteria to demolish an historic resource. The mitigation measures generally call for the preparation of a relocation and reuse analysis before the demolition of a Notable Resource, and preparation of a cultural landscape evaluation prior to carrying out any work within any of the ten historic landscapes on Mare Island.
7. Other minor text amendments. In addition to the above-described amendments, the City has also proposed to make minor non-substantive editorial and formatting changes to enhance the documents. These changes would not affect the approved Development Plan or policies for implementing the 2005 Specific Plan.
8. Amendments to the Vallejo Municipal Zoning Code related to historic resources on Mare Island. Chapter 16.38 Architectural Heritage and Historic Preservation Chapter of the V.M.C. requires the development of Historic Project Guidelines for the preservation and treatment of Mare Island historic resources. Given the adoption of the 2005 Specific Plan, which included the incorporation of Appendix B.1 Historic Project Guidelines, the V.M.C. would be amended to delete this requirement and include appropriate references to the Historic Project Guidelines for consistency.

C. SCOPE OF THE ADDENDUM

This Addendum to the 2005 SEIR examines the potential environmental impacts associated with the proposed SPA II, which includes amendments to the V.M.C. The Addendum has been prepared pursuant to the requirements of CEQA and in accordance with the CEQA Guidelines, and is intended to inform the public and the City Council of potential environmental impacts that may occur with the adoption of the proposed SPA II.

CEQA Guidelines Section 15164 provides authority for use of an addendum to document the basis for a lead agency's decision not to require a Subsequent or Supplemental EIR for a project that is already adequately analyzed in an existing certified EIR. That section states, in pertinent part:

- a. The lead agency or responsible agency shall prepare an addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred ...
- b. An addendum need not be circulated for public review but can be included in or attached to the final EIR or adopted negative declaration.
- c. The decision making body shall consider the addendum with the final EIR or adopted negative declaration prior to making a decision on the project.
- d. A brief explanation of the decision not to prepare a subsequent EIR pursuant to Section 15162 should be included in an addendum to an EIR, the lead agency's findings on the project, or elsewhere in the record. The explanation must be supported by substantial evidence.

As noted above, the lead agency's decision to use an addendum must be supported by substantial evidence that none of the following conditions that would trigger the preparation of a Subsequent EIR, as provided in Section 15162, are present. That section limits the requirement for preparation of a Subsequent EIR to the following situations, presented below in pertinent part:

- a. Substantial changes are proposed in the project, which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects, or a substantial increase in the severity of previously identified significant effects;

- b. Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- c. New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete ... shows [that]: The project will have ...significant effects not discussed in the previous EIR...[or] Significant effects previously examined will be substantially more severe than shown in the previous EIR.

SPA II would not trigger preparation of a Subsequent EIR, under conditions set forth in CEQA Guidelines Section 15162 for the following reasons:

- a. The proposed SPA II does not represent a substantial change from the 2005 Specific Plan. The retention and reuse of additional historic buildings would decrease the loss of historic resources. While it would increase the total amount of non-residential building area analyzed as part of the SEIR, Lennar has proposed to reduce the square footage of new buildings in the SPA II Preliminary Master Development Plan as part of the amendment, thereby maintaining the total amount of development as the 2005 Specific Plan. This change is noted in SPA II Appendix E and Chapter 3, Land Use Element. The remaining amendments would affect the process by which historic resources could be demolished and policy changes regarding land use, development standards and minor edits to the documents, including demolition criteria, elimination of the dredge ponds as an allowed activity, development standards, incorporation of applicable mitigations measures, and editorial changes, none which represent a significant change over the 2005 Specific Plan.

The proposed SPA II would lessen the environmental effects of the 2005 Specific Plan by reducing the number of historic resources that would be demolished and reducing the amount of new construction.

- b. SPA II contains no substantial changes that would require major revisions to the 2005 SEIR due to the involvement of significant environmental effects or a substantial increase in the severity of previously identified significant effects. While SPA II involves several changes regarding historic structures on Mare Island, these changes would not result in new or substantially increased impacts to the historic resources individually or the Historic District. The proposed changes affecting dredge ponds, and the incorporation of standards for new residential subdivisions, mitigation measures from the SEIR, and non-substantive text changes would not

affect the total amount of development analyzed and approved for the 2005 Specific Plan, and would therefore not result in new or substantially increased environmental effects previously identified in the SEIR.

- c. No new information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous SEIR was certified as complete, and the proposed SPA II would not have significant effects not discussed in the previous SEIR. The purpose of the Settlement Agreement was to address the impacts of the 2005 Development Plan on historic resources. The remaining elements regarding the dredge ponds, new residential subdivisions, mitigation measures and non-substantive text changes proposed as part of SPA II would not affect the environmental analysis. Therefore, there are no mitigation measures or alternatives which are considerably different from those analyzed in the SEIR that would substantially reduce the environmental effects related to the project.

Environmental Analysis

The following is a complete list and analysis of the significant and mitigable impacts and the significant unavoidable impacts identified in the SEIR. In this case, the proposed project is in reference to the 2005 Mare Island Specific Plan. (A complete description, analyses and associated mitigation measures are contained in the SEIR.) No new significant impacts will result from the proposed SPA II.

A. Cultural Resources

Impact A.1: The proposed demolition of Contributing Resources would diminish the integrity of the Mare Island Historic District.

The proposed SPA II would lessen the impact of the project to the Historic District. The proposed retention of nine additional Contributing Resources programmed for demolition, and reuse of two additional Contributing Resources that had no designated reuse activity would decrease the number of buildings that would be demolished and increase the number of historic structures that would remain present in the Historic District, furthering the preservation of the Historic District. SPA II would also reclassify 15 Contributing Resources from a Component to a Notable classification and required additional and more restrictive criteria to demolish a Notable Resource to ensure all reasonable reuse and relocation options have been assessed.

Impact A.2: The proposed demolition of Notable Resources would impact each of these Contributing Resources at the level of the individual resource.

The proposed SPA II would lessen the impact of those Contributing Resources that would be retained, reused and reclassified. Nine historic resources programmed for demolition buildings would be retained and would therefore no longer be impacted by 2005 Specific Plan. The added level of review and criteria

required to demolish a Notable Resource would reduce the impact to the individual resources by requiring a reuse and relocation analysis to determine if demolition is the only feasible option.

Impact A.3: The proposed project would contribute to the cumulative impacts on Mare Island historical resources.

The proposed SPA II would lessen the cumulative impacts on Mare Island historical resources. As noted above, nine historic resources programmed for demolition buildings would be retained in SPA II and would therefore not be impacted by 2005 Specific Plan. This reduces the cumulative impact on historic resources.

B. Traffic

Impact B.6: The full buildout of the proposed project would increase demand for public transit service to an area that is not currently served by transit.

The proposed SPA II project would not affect the total amount of development on Mare Island as defined in the 2005 Specific Plan, nor buildout of the project and would therefore not result in any new or increased impacts related to the use of public transit.

Impact B.10: Traffic generated by full buildout of the proposed project would cause levels of service to degrade to unacceptable levels on one roadway segment in the long-term 2020 Future Baseline Plus Project scenario.

The proposed SPA II project would not affect the buildout of the project and would therefore not result in any new or increased impacts related traffic.

Impact B.11: Traffic generated by full buildout of the proposed project with the 2020 Baseline would cause several impacts to study intersections and roadway segments that are significant and unavoidable.

The proposed SPA II project would not affect the buildout of the project and would therefore not result in any new or increased impacts related traffic.

C. Air Quality

Impact C.2: Operation including occupation and use of the development would cause long-term traffic-related emissions of ozone precursors and particulate matter.

The proposed SPA II project would not affect the buildout of the project and would therefore not result in any new or increased impacts related traffic-related air-quality issues.

D. Noise

Impact D.5: Traffic would cause noise increases at locations near sensitive land uses.

The proposed SPA II project would not affect the buildout of the project and would therefore not result in any new or increased impacts related to traffic or noise.

D. CONCLUSION

The proposed SPA II is intended lessen the environmental impacts by retaining, reclassifying, and reusing additional historic resources than under the 2005 Specific Plan. Changes to the V.M.C. would provide consistency between the Historic Project Guidelines and Chapter 16.38 of the V.M.C. and would not affect the physical environment. Based on the environmental analysis supported by substantial evidence provided in this Addendum, the City concludes that the proposed SPA II does not require major changes to the 2005 Specific Plan and the proposed changes do not rise to the level of change that require a Subsequent EIR. The City concludes, as set forth in this Addendum, that no new significant or substantially more severe environmental effects would result from the proposed SPA II. The City also determines that none of the criteria in CEAA Guidelines Section 15162 are present and therefore no subsequent EIR or additional CEQA compliance is required for the adoption of SPA II