

## 3.17 Recreation

### 3.17.1 Introduction

This section describes the regulatory setting and affected environment for recreation, addresses parks and recreational facilities within the recreation RSA, and describes the potential impacts on those facilities during construction and operation of the proposed Project. This section also identifies the cumulative impacts of the proposed Project on recreation when considered in combination with other relevant projects.

### 3.17.2 Regulatory Setting

This section identifies the federal, state, regional, and local laws, regulations, and orders that are relevant to the analysis of parks and recreational facilities. It also addresses the proposed Project's consistency with the regulations described herein.

#### 3.17.2.1 Federal

##### **National Park Service Organic Act**

Congress passed the National Park Service Organic Act (or simply the Organic Act) in 1916 to manage and preserve the nation's national park lands. The Organic Act established the U.S. National Park Service as an agency under the direction of the Secretary of the Interior with the stated purpose of promoting use of national park lands while protecting them from impairment. Specifically, the Organic Act declares that the U.S. National Park Service has a dual mission, both to conserve park resources and provide for their use and enjoyment "in such a manner and by such means as will leave them unimpaired" for future generations. The National Park System currently includes 388 units encompassing approximately 83.6 million acres. In addition to 58 national parks, the National Park System includes recreation areas, seashores, lakeshores, cemeteries, rivers, military parks, historic sites, parkways, over 3,600 miles of trails, and several other land designations.

##### **Wilderness Act**

The Wilderness Act of 1964 established the legal definition of wilderness in the United States as "an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." The act originally set aside 9.1 million acres of federal land as protected wilderness areas, which cannot contain any permanent or temporary roads, commercial enterprises, motorized equipment, or mechanical transport. In addition, the act established the National Wilderness Preservation System, a federal program designed for the preservation and protection of wilderness areas. The system is managed by four federal agencies—the U.S. National Park Service, the U.S. Forest Service, the U.S. Fish and Wildlife Service, and the U.S. Bureau of Land Management.

## **National Trails System Act**

The National Trails System was created in 1968 by the National Trails System Act, which authorized a national system of interstate riding and hiking trails to provide additional outdoor recreation opportunities and to promote the preservation of access to the outdoor areas and historic resources. The National Trails System includes four classes of trails: National Historic Scenic Trails, National Historic Trails, National Recreation Trails, and Connecting or Side Trails.

### **3.17.2.2 State**

#### **California Public Park Preservation Act**

The California Public Park Preservation Act of 1971 (PRC Sections 5400–5409) is the primary instrument for protecting and preserving parkland in the state. Under the California Public Park Preservation Act, a public agency that acquires public parkland for non-park use must either pay compensation that is sufficient to acquire substantially equivalent substitute parkland or provide substitute parkland of comparable characteristics. If less than 10 percent of parkland, but not more than one acre is acquired, the operating entity may improve the unacquired portion of the parkland and facilities instead of acquiring substitute parkland or facilities.

#### **California Recreational Trails Act**

The California Recreational Trails Plan is a guide produced by California State Parks for all state agencies and recreation providers that manage recreational trails. Preparation of a recreational trails plan was authorized by the California Legislature in 1978 as an element of the California Recreational Trails Act (PRC 2070–5077.8). The plan identifies Trail Corridors that form a statewide trail system that links mountain, valley, and coastal communities to recreational, cultural, and natural resources throughout the state.

#### **California Department of Fish and Wildlife**

The CDFW is responsible for over 1.1 million acres of fish and wildlife habitat, managed through 749 properties throughout the state. These properties provide habitat for a rich diversity of fish, wildlife, and plant species and comprise habitats from every major ecosystem in the state. In addition, several private lands conservation programs assist landowners with the management of wetlands, riparian habitats, native grasslands, and wildlife-friendly farmlands.

CDFW owns and maintains 142 ecological reserves across the state. All ecological reserves are maintained for the primary purpose of developing a statewide program for protection of rare, threatened, or endangered native plants, wildlife, aquatic organisms, and specialized terrestrial or aquatic habitat types. Visitor use of all CDFW properties is subject to the general regulations in sections 550 and 550.5, Title 14, California Code of Regulations. Visitor use of ecological reserves is also subject to subsections 630(a) and (b) of Title 14, California Code of Regulations.

#### **San Francisco Bay Conservation and Development Commission**

The BCDC was created by the California Legislature in 1965 under the McAteer-Petris Act in response to broad public concern over the future of the San Francisco Bay. The BCDC is a California state planning and regulatory agency with regional authority over the San Francisco Bay and its

shoreline. The McAteer-Petris Act (California Government Code 66600–66682) is the key legal provision under California state law that preserves the San Francisco Bay from indiscriminate filling and to regulate shoreline public access. The McAteer-Petris Act requires that any person or governmental agency wishing to place fill, to extract materials, or to make any substantial change in use of any land, water, or structure within the area of BCDC’s jurisdiction must secure a permit from BCDC.

### San Francisco Bay Plan

The *San Francisco Bay Plan* (BCDC 2023) was prepared by the BCDC and adopted by the California Legislature in 1969. The BCDC is the agency designated to carry out the *San Francisco Bay Plan*. The plan provides a formula for developing the San Francisco Bay and its shoreline to their highest potential, while protecting the San Francisco Bay as an irreplaceable natural resource for the benefit of present and future generations. This plan contains policies that the BCDC uses to determine whether permit applications can be approved for projects within the BCDC’s jurisdictions.

The following *San Francisco Bay Plan* policies are applicable to the proposed Project:

- Because of the continuing vulnerability of the San Francisco Bay to filling for transportation projects, the BCDC should continue to take an active role in San Francisco Bay Area regional transportation and related land use planning affecting the Bay, particularly to encourage alternative methods of transportation and land use planning efforts that support transit and that do not require fill. The Metropolitan Transportation Commission, the California Department of Transportation, the California Transportation Commission, the Federal Highway Administration, county congestion management agencies, and other public and private transportation authorities should avoid planning or funding roads that would require fill in the San Francisco Bay and certain waterways.
- Transportation projects on the San Francisco Bay shoreline and bridges over the San Francisco Bay or certain waterways should include pedestrian and bicycle paths that will either be a part of the San Francisco Bay Trail (Bay Trail) or connect the Bay Trail with other regional and community trails. Transportation projects should be designed to maintain and enhance visual and physical access to the San Francisco Bay and along the San Francisco Bay shoreline.

### 3.17.2.3 Regional

#### East Bay Regional Park District Master Plan

The *East Bay Regional Park District Master Plan 2013* (EBRPD 2013), adopted July 16, 2013, provides policy direction for resource stewardship and development of parks within the jurisdiction of EBRPD. The master plan includes policies related to recreational outreach, resources, education, programs, interpretive resources, and availability and access to park resources and facilities. The master plan includes the following policies that are relevant to the proposed Project:

- **Policy NRM1.** The EBRPD will maintain, manage, conserve, enhance, and restore park wildland resources to protect essential plant and animal habitat within viable, sustainable ecosystems.
- **Policy RFA10.** The EBRPD will continue to provide special recreational facilities throughout the parklands to broaden the range of opportunities in the parks and to take advantage of existing

resources. The EBRPD will ensure that these facilities are compatible with its vision and mission, with other parkland resources and priorities, and with public needs and demands.

- **Policy KEP5.** The EBRPD will work actively with cities, counties, districts, and other governmental agencies to ensure that they understand and consider EBRPD interests. The EBRPD will protect its interests when other jurisdictions plan or approve projects that affect the EBRPD and will work with them to develop and articulate mutual goals that are consistent with the EBRPD's standards. The EBRPD will seek to understand the perspectives of other governmental agencies and to resolve conflicts in mutually satisfactory ways.
- **Policy PRPT16.** The EBRPD will coordinate with other agencies and organizations involved in planning for jointly managed facilities that extend beyond its jurisdiction. When applicable, the EBRPD will use planning documents and CEQA documents produced by, or in cooperation with, other agencies for its park and trail planning and development.

### County of Alameda Eden Area General Plan

Chapter 5, Parks and Recreation Element, of the *County of Alameda Eden Area General Plan* (County of Alameda 2010) includes the following goals and policies that are relevant to the proposed Project:

- **Goal PR-1.** Improve the quality of life in the Eden Area through the maintenance and improvement of parks and recreation facilities.
  - **Policy P4.** The County, working with Hayward Area Recreation and Park District (HARD), shall strive to achieve a combined park acreage-to-population ratio of five acres per 1,000 population for local and community parks in the Eden Area.
  - **Policy P6.** The County shall work with HARD to identify sufficient, appropriately located land to meet the park standards identified in HARD's parks Master Plan.
  - **Policy P9.** All park and recreation lands shall, to the greatest extent feasible, be dedicated and held inviolate in perpetuity, protected by law against diversion to non-recreational purposes and against invasion by inappropriate uses. Exceptions to this policy may be made in the interest of acquiring additional park land or recreation facilities.
- **Goal PR-2.** Develop new parks and recreational facilities in the Eden Area to meet existing deficiencies.
  - **Policy P4.** Require new development to pay an impact fee or dedicate parkland at five acres of parks per 1,000 population to offset the increase in park needs resulting from new residents to the greatest extent allowed by law.
  - **Policy P5.** In-lieu park fees shall be maintained at levels that reflect true costs of land acquisition and park development costs.

#### 3.17.2.4 Local

##### City of Oakland General Plan

The Open Space, Conservation, and Recreation Element of the *City of Oakland General Plan* (City of Oakland 1996) includes the following policies that are relevant to the proposed Project:

- **Policy OS-1.1: Wildland Parks.** Conserve existing City and Regional Parks characterized by steep slopes, large groundwater recharge areas, native plant and animal communities, extreme fire hazards, or similar conditions. Manage such areas to protect public health and safety and conserve natural resources.
- **Policy OS-2.1 Protection of Park Open Space.** Manage Oakland's urban parks to protect and enhance their open space character while accommodating a wide range of outdoor recreational activities.

### City of San Leandro General Plan

The *San Leandro 2035 General Plan* (City of San Leandro 2016) includes the following policies that are relevant to the proposed Project:

- **Policy OSC-1.11 Projects with Impacts on Parks and Recreation.** Require that capital improvement or development projects with the potential to adversely affect or temporarily disrupt San Leandro's park operations and open spaces include measures to mitigate impacts. This should include projects outside of the City limits, such as work by East Bay Municipal Utility District on Lake Chabot Dam and in the San Leandro watershed.

### HARD Parks Master Plan

The *Parks Master Plan* (HARD 2019) provides guidance for both short and long-range planning for HARD by integrating community input and recreation planning standards. The plan reflects the significant investments HARD has made and is currently undertaking since the previous 2006 Parks Master Plan, establishes a set of priorities for the next ten years, and identifies strategies to leverage partnerships and financing to achieve these priorities. HARD is currently undertaking a set of major park design and development projects, as well as improvements or renovations to several existing parks.

### City of Hayward General Plan

The following *Hayward 2040 General Plan* (City of Hayward 2014) policies that are relevant to the proposed Project:

- **Policy HQL-10.16 Public Facilities for Recreation.** The City shall coordinate with HARD to improve access to public facilities that can be used for open space and/or recreation activities.
- **Policy HQL-12.6 Public Spaces.** The City shall encourage incorporation of design features in new construction that can provide accessible venues and public spaces for community programs and activities.

### Union City General Plan

The *Union City 2040 General Plan* (City of Union City 2019) includes the following goals and policies relevant to the proposed Project:

- **Policy HQL-2.1 Increase Parkland.** The City shall strive to increase the number and/or size of neighborhood and/or community parks.

- **Policy RC-1.8 Protection of Significant Open Space Resources.** All significant open space resources (i.e., identified habitat for wildlife and rare, threatened, or endangered plant species, etc.) shall, to the extent feasible be protected or avoided through project design and appropriate mitigation. Removal of vegetation should be minimized, and replanting required to maintain soil stability, prevent erosion, and maximize regeneration. Existing wildlife habitats should be protected in a natural and undeveloped state as part of open space areas and as a means of preserving and attracting wildlife. Depleted habitats adaptable to restoration should also be included as open space where appropriate.

### City of Fremont General Plan

The following *City of Fremont General Plan* (Chapter 8, Parks and Recreation Element) (City of Fremont 2011) policies are pertinent to the proposed Project:

- **Policy 8-1.2 Acreage Standards for Park Acquisition and Development.** Acquire and develop park land using a standard of five (5) acres per one thousand (1000) residents.
- **Policy 8-4.1 Public Recreation Programs.** Continue to offer an array of recreational programs to the public.

### City of Fremont Park and Recreation Master Plan

The City of Fremont is in the process of updating its Parks and Recreation Master Plan dated February 1995. The goal of the updated plan is to provide guidance on how to meet the demands for future recreational, programming, environmental, and maintenance needs, strategize funding and establish priorities for facility improvements, future park development, and land acquisitions for the next 15 years (City of Fremont 2021a).

### City of Newark General Plan

The *Newark General Plan* (City of Newark 2013) includes the following pertinent policies and actions:

- **Policy T-2.9 Recreational Trails.** Develop and maintain trails in parks and open space areas, and between Newark neighborhoods and the City's open spaces.
- **Policy PR-1.1 Public Open Space.** Protect and where possible enhance the public open space resources available within or near Newark.
- **Action PR-1.B Environmental Review and Open Space.** Use the environmental review process to encourage new development to designate areas with unique vegetation, wildlife habitat, or natural resources as open space or to provide adequate mitigation for impacts to such areas.

### City of Newark Citywide Parks Master Plan

The *City of Newark Citywide Parks Master Plan* (City of Newark 2017) creates a framework for the future provision of parks in the City. The plan identifies recreation needs in Newark and explores opportunities to enhance the existing network, while evaluating the creation of new recreation amenities. The plan assesses the City's existing framework, generates a needs assessment for

recreation planning, and directs a plan and implementation for priority projects. The planning process identifies a total of 92 individual park projects for the City's consideration. These projects range from amenity enhancements to the creation of new facilities.

### **San Francisco Bay Trail Plan**

Senate Bill 100, which was passed into law in 1987, created the vision of the Bay Trail and directed ABAG to develop a plan for this regional trail system. The *San Francisco Bay Trail Plan* (Bay Trail Plan) (ABAG 1989), adopted by ABAG in July 1989, includes a proposed alignment, a set of policies to guide the future selection and implementation of routes, and strategies for implementation and financing. Since its inception, the Bay Trail Plan has enjoyed widespread support. The majority of counties and cities through which the Bay Trail passes have included the Bay Trail in general plans, specific plans, bicycle plans, and/or pedestrian plans. The BCDC considers the Bay Trail Plan in making determinations as to whether a project is consistent with their policies.

#### **3.17.2.5 Consistency with Plans, Policies, and Regulations**

The proposed Project would comply with all relevant recreation regulations, including compliance with the California Public Park Preservation Act and all applicable goals and policies set forth by the local general plans and master plans, to the extent feasible.

### **3.17.3 Methods for Evaluating Environmental Impacts**

This section defines the recreation RSA and describes the methods used to analyze potential impacts on recreational facilities within the RSA.

#### **3.17.3.1 Resource Study Area**

As defined in Section 3.1, Introduction, RSAs are the geographic boundaries within which the environmental investigations specific to each resource topic were conducted.

The RSA for recreation encompasses the areas directly and indirectly affected by the construction and operation of the proposed Project, which is defined as the Project footprint plus a 1,000-foot buffer area around the footprint.

#### **3.17.3.2 Data Sources**

For the analysis, GIS data and aerial imagery were collected on parks and other recreation facilities within the recreation RSA. Potential impacts from construction and operation of the proposed Project on these resources were evaluated through the following methods:

- Aerial imagery from Google Earth and collection of GIS data from the California Projected Areas Database (California State Geoportal 2023) to identify parks and other recreation facilities within a 1,000-foot radius of the Project footprint (i.e., the RSA);
- GIS analysis to measure the distance of recreational facilities from the Project footprint;
- Evaluation of temporary construction and permanent operational activity that could impact the use of recreational facilities; and

- Analysis of the requirements of all plans, policies, and regulations listed in the regulatory context noted above.

### **3.17.3.3 CEQA Thresholds**

To satisfy CEQA requirements, recreation impacts were analyzed in accordance with Appendix G of the CEQA Guidelines. According to the CEQA Guidelines, CCR, Title 14, Section 15002(g), “a significant effect on the environment is defined as a substantial adverse change in the physical conditions which exist in the area affected by the proposed project.” As stated in CEQA Guidelines Section 15064(b)(1), the significance of an activity may vary with the setting. The impact analysis identifies and analyzes construction (short-term) and operation (long-term) impacts, as well as direct and indirect impacts (see PRC Section 21065). The proposed Project would have significant recreation impacts under CEQA if it would:

- a. Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- b. Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?

## **3.17.4 Affected Environment**

### **3.17.4.1 Environmental Setting**

#### **Regional and Local Setting**

Parks and recreation facilities within the RSA are managed by various state, regional, and local agencies. Figure 3.17-1 through Figure 3.17-4 provide an overview of the parks and recreation facilities within the RSA. Table 3.17-1 lists the existing parks and recreation facilities within the RSA by agency and their corresponding distances from the proposed Project footprint, listed from north to south.



Figure 3.17-1. RSA Recreational Facilities, Extent 1

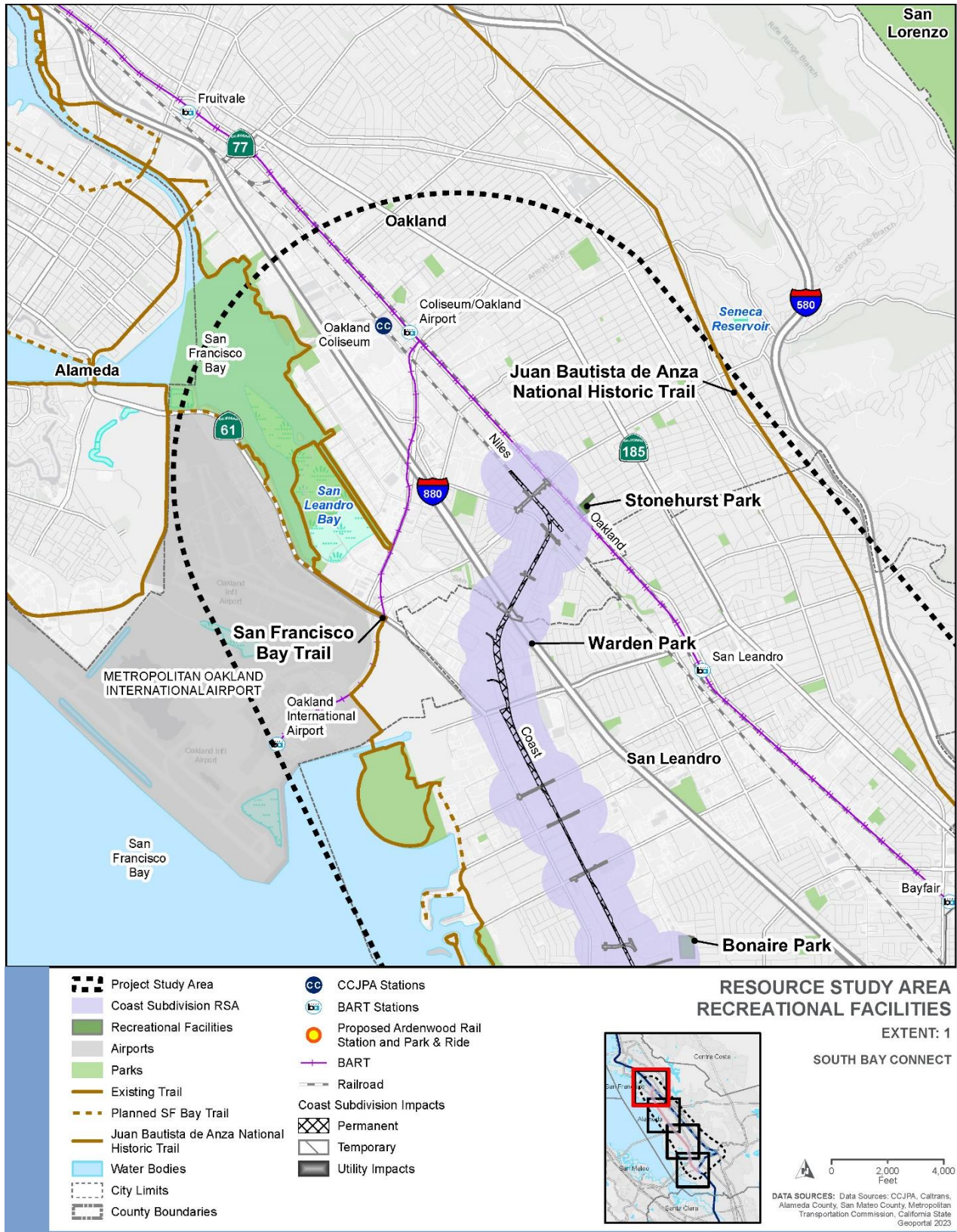


Figure 3.17-2. RSA Recreational Facilities, Extent 2

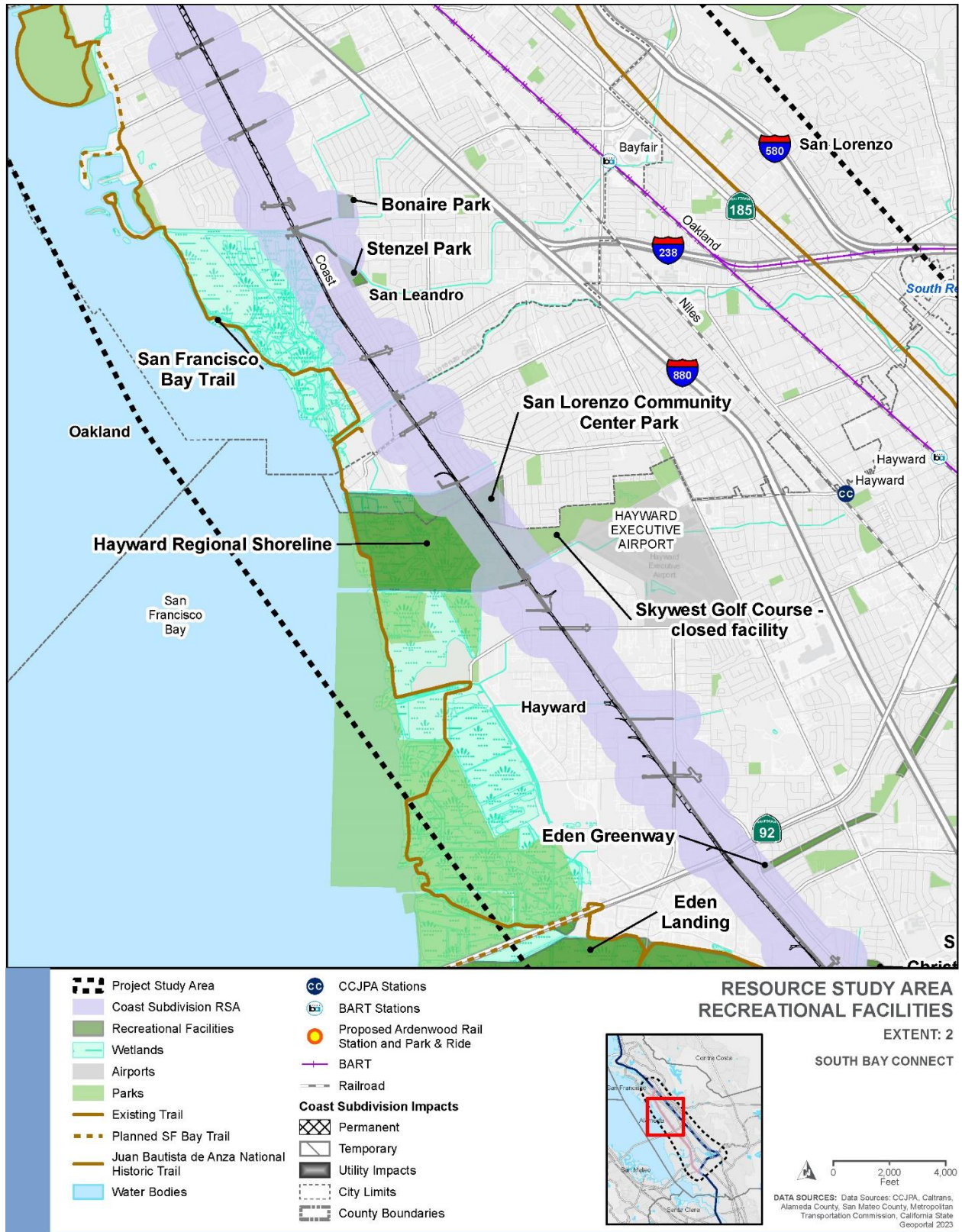


Figure 3.17-3. RSA Recreational Facilities, Extent 3

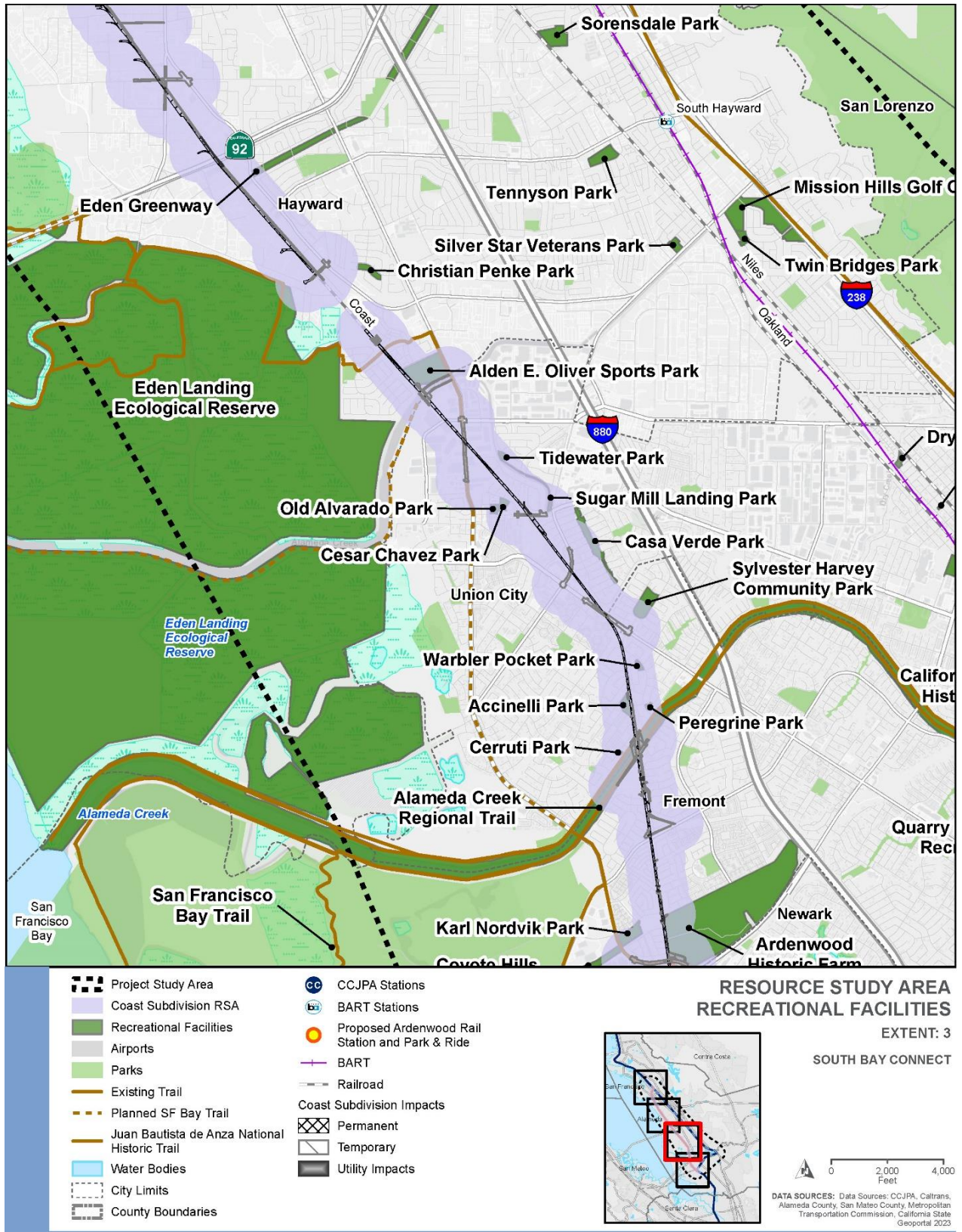
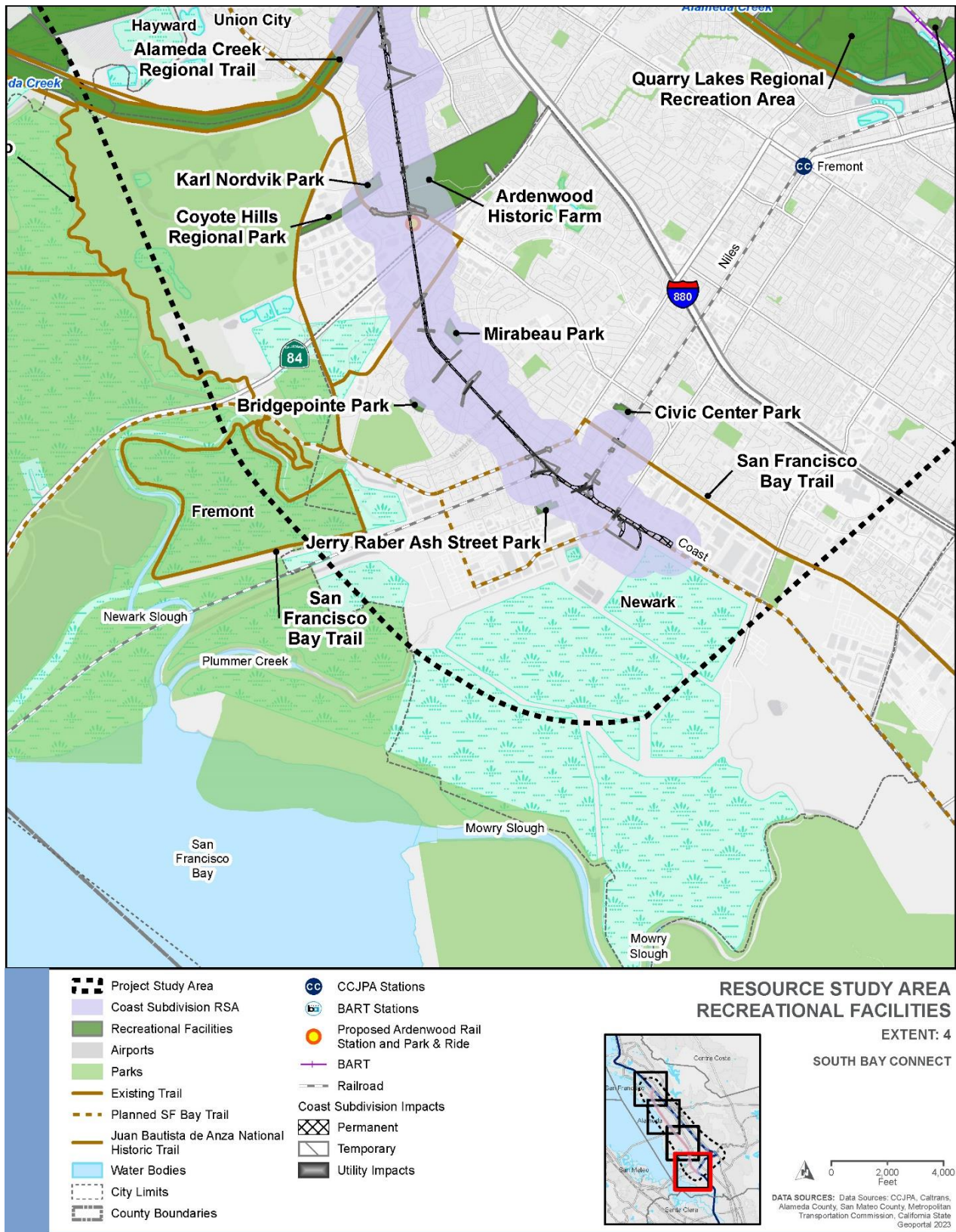


Figure 3.17-4. RSA Recreational Facilities, Extent 4



**Table 3.17-1. Recreation Facilities within RSA**

<b>Parks/Recreation Facilities by Agency</b>	<b>Distance from Project Footprint (feet)</b>
<b><i>CDFW</i></b>	
Eden Landing Ecological Reserve	543
<b><i>EBRPD</i></b>	
Alameda Creek Regional Trail <sup>1</sup>	0 (within/adjacent)
Coyote Hills Regional Park	428
Hayward Regional Shoreline	0 (within/adjacent)
<b><i>HARD</i></b>	
Alden E. Oliver Sports Park	0 (within/adjacent)
Christian Penke Park	986
Eden Greenway	565
San Lorenzo Community Center Park	0 (within/adjacent)
<b><i>City of Oakland</i></b>	
Stonehurst Park	923
<b><i>City of San Leandro</i></b>	
Warden Park	980
Bonaire Park	300
Stenzel Park	882

**Table 3.17-1. Recreation Facilities within RSA**

Parks/Recreation Facilities by Agency	Distance from Project Footprint (feet)
<b><i>City of Union City</i></b>	
Accinelli Park	0 (within/adjacent)
Casa Verde Park	640
Cerruti Park	345
Cesar Chavez Park	305
Old Alvarado Park	514
Sugar Mill Landing Park	64
Tidewater Park	513
<b><i>City of Fremont</i></b>	
Ardenwood Historic Farm	0 (within/adjacent)
Karl Nordvik Park	767
Peregrine Park	437
Sylvester Harvey Community Park	421
Warbler Pocket Park	346
<b><i>City of Newark</i></b>	
Bridgepointe Park	858
Civic Center Park	784
Jerry Raber Ash Street Park	411

**Table 3.17-1. Recreation Facilities within RSA**

Parks/Recreation Facilities by Agency	Distance from Project Footprint (feet)
Mirabeau Park	0 (within/adjacent)
<b><i>ABAG</i></b>	
San Francisco Bay Trail	0 (within/adjacent)

**California State Geoportal 2023:**

- The Alameda Creek Regional Trail is a part of the San Francisco Bay Trail system. The portion of San Francisco Bay Trail east of Ardenwood Boulevard/Union City Boulevard overcrossing, at the border of Fremont and Union City constitutes the Alameda Creek Regional Trail.**

The parks and recreational facilities within the RSA are described below.

**California Department of Fish and Wildlife - Eden Landing Ecological Reserve**

The Eden Landing Ecological Reserve is approximately 6,400 acres of restored salt ponds, adjacent diked marshes, and transitional areas to uplands that are managed for resident and migratory waterbirds and tidal marsh habitats and species. The Eden Landing Ecological Reserve provides opportunities for wildlife viewing, hiking, kayaking, and waterfowl hunting. Along with a segment of the Bay Trail, the reserve now hosts a 3-mile seasonal loop trail along the managed ponds and the restored marsh. A 4-mile, year-round trail follows the perimeter of the restored and managed wetlands, where a boardwalk and interpretive exhibits allow wildlife viewing and education (CDFW 2021).

**East Bay Regional Park District**

EBRPD is a system of parklands and trails in Alameda and Contra Costa Counties to the east of San Francisco. The system comprises nearly 125,000 acres in 73 parks, including over 1,250 miles of trails and 55 miles of shoreline (EBRPD 2021a). EBRPD’s recreational facilities within the RSA are:

- Alameda Creek Regional Trail:** The 12-mile Alameda Creek Regional Trail follows the banks of Alameda Creek in southern Alameda County from the mouth of Niles Canyon (in the Niles District of Fremont) westward to San Francisco Bay. The trail is accessible from several major roads in Fremont, Union City, and Newark. The south side of the trail is paved and designed for bicyclers, hikers, joggers, and runners. The north side trail is unpaved and designed for horseback riding (EBRPD 2021b). The Alameda Creek Regional Trail is a part of the Bay Trail system. The portion of Bay Trail east of Ardenwood Boulevard/Union City Boulevard overcrossing, at the border of Fremont and Union City constitutes the Alameda Creek Regional Trail.
- Coyote Hills Regional Park:** Comprising 1,266 acres of marshland and rolling grassland-covered hills, the Coyote Hills Regional Park is located along the eastern shore of San Francisco Bay, northwest of the cities of Fremont and Newark. The most popular visitor activities include

bicycling, walking, bird watching, jogging, nature exploration, and picnicking (EBRPD 2021c). The following trails within or adjacent to the park are a part of the Bay Trail system: Bayview Trail, No Name Trail, Apay Way Trail, and Alameda Creek Regional Trail.

- **Hayward Regional Shoreline:** Hayward Regional Shoreline consists of 1,841 acres of salt, fresh, and brackish water marshes, seasonal wetlands, and public trails. Activities at Hayward Regional Shoreline include hiking, bicycling, jogging, birdwatching, picnicking, and fishing (EBRPD 2023). The Hayward Regional Shoreline has 5 miles of graveled public trails along the shoreline that are a part of the Bay Trail system.

### **Hayward Area Recreation and Park District (HARD)**

HARD's service area spans 104 square miles of Alameda County from the East Bay hills to the eastern shore of San Francisco Bay. HARD provides park and recreation services to the City of Hayward and the unincorporated areas of Ashland, Castro Valley, Cherryland, Fairview, and San Lorenzo. HARD's park system includes some 104 sites covering 1,357 acres. The system includes local and community parks, school recreation sites, aquatic centers, golf courses, and other special facilities as diverse as the Hayward Shoreline Interpretive Center, Hayward Japanese Gardens, the Douglas Morrisson Theater, Sulphur Creek Nature Center, and the Rowell Ranch Rodeo Park (HARD 2019). The following HARD recreational facilities are located within the RSA:

- **Alden E. Oliver Sports Park:** The 25-acre Alden E. Oliver Sports Park has synthetic turf soccer fields, baseball/softball fields, a National Fitness Campaign fitness court, a basketball court, play area, reservable group picnic area, parking, and a restroom (HARD 2019, 2023a).
- **Christian Penke Park:** The 4.2-acre Christian Penke Park in Hayward includes barbeques, basketball court, open lawn area, picnic tables, and playground (HARD 2019, 2021a).
- **Eden Greenway:** The 36.1-acre Eden Greenway is a recreation area in Hayward that includes a dog park, basketball court, fitness court, barbeques, open lawn area, par course, picnic tables, playground, and trails (HARD 2019, 2021b).
- **San Lorenzo Community Center Park:** Features at the 31.4-acre San Lorenzo Community Center Park in San Lorenzo include barbecues, baseball/softball, basketball, community center, lagoon, meeting rooms, open lawn area, par course, parking, picnic tables, playground, restrooms, snack bar, soccer, and trails (HARD 2019, 2023b).

### **City of Oakland**

Oakland has approximately 2,942 acres of parkland, a dozen creeks, 19 miles of shoreline, and a saltwater lake. There are more than 130 parks and athletic field complexes in Oakland, ranging from undeveloped open space lands to intensely developed urban spaces (City of Oakland 1996). The following park is located within the RSA:

- **Stonehurst Park:** This park includes a public athletic field (Google Earth 2023).

### **City of San Leandro**

San Leandro has 104 acres of City-owned parks, including three community parks, 12 neighborhood parks, seven mini-parks, and four special use recreation areas (City of San Leandro 2016). The City



of San Leandro also operates a 178-acre municipal golf course and a 462-berth public marina (City of San Leandro 2016). The following City of San Leandro parks are located within the RSA:

- **Warden Park:** The 0.3-acre Warden Park provides recreation amenities to nearby residents such as barbeque pits, picnic tables, a basketball court, and a playground for children (City of San Leandro 2016, 2023a).
- **Bonaire Park:** This 5-acre neighborhood park includes amenities such as picnic areas, playground, restrooms, and horseshoe pits (City of San Leandro 2023b).
- **Stenzel Park:** This 9.3-acre neighborhood park is developed with four regulation ball fields for baseball league play. The park also includes barbeque pits, picnic tables, a half basketball court, restrooms, and a concession booth (City of San Leandro 2016, 2023c).

### Union City

Union City maintains 35 City parks totaling over 138 acres that range from small pocket parks to larger community parks (City of Union City 2019). The pocket parks are typically located in residential neighborhoods and provide passive recreational facilities such as picnic sites and children's play area. The larger community parks provide recreational opportunities for more active uses and include court areas, multi-use sports fields, and performance areas.

The following Union City parks are located within the RSA:

- **Accinelli Park:** This park includes restrooms, play equipment, open grass area, picnic tables, and barbeque grill (City of Union City 2022).
- **Casa Verde Park:** This park includes three play areas, open grass area, three full basketball courts, picnic tables, and grills (City of Union City 2022).
- **Cerruti Park:** This neighborhood park has a play area, open grass area, and picnic tables (Google Earth 2023).
- **Cesar Chavez Park:** This park has restrooms, open grass area, horseshoe pits, one full volleyball court, picnic tables, and barbeque grills (City of Union City 2022).
- **Old Alvarado Park:** This park includes restrooms, two play areas, one full basketball court, a gazebo, picnic tables, and barbeque grills (City of Union City 2022).
- **Sugar Mill Landing Park:** This neighborhood park has an open grass area and a play area (Google Earth 2023).
- **Tidewater Park:** This neighborhood park is made up of two small sections of green along Tidewater Drive. One section has a playground and the other section has a gazebo. The two sections are connected by the sidewalk and a small strip of grass (Google Earth 2023).

### City of Fremont

The City of Fremont has an extensive park system, anchored by 434-acre Central Park and supplemented by numerous citywide and neighborhood parks, which provide a range of recreational facilities, including sports fields, children play areas, tennis and basketball courts,

walking paths, and water features (City of Fremont 2011). The following City of Fremont parks and recreational facilities are located within the RSA:

- **Ardenwood Historic Farm:** The Ardenwood Historic Farm is owned by the City of Fremont but is operated by the EBRPD as a fully functioning, turn-of-the-last century farm since 1985 (City of Fremont 2011; EBRPD 2021d). The park features include the following: Arden Station and Deer Park Station, Victorian Garden, Patterson House, Farmyard Café, and animal farms (EBRPD 2021d).
- **Karl Nordvik Park:** Amenities at the Karl Nordvik Park include barbeque, bike rack, drinking fountain, half basketball court, open lawn area, parking lot, picnic area, playground, and restrooms (City of Fremont 2023a).
- **Peregrine Park:** This neighborhood park has an open lawn area, playground, and path (City of Fremont 2023b).
- **Sylvester Harvey Community Park:** Amenities at the Sylvester Harvey Community Park include a basketball court, drinking fountain, open lawn area, path, picnic area, playground, restrooms, softball field, and tennis court (City of Fremont 2023c).
- **Warbler Pocket Park:** This park has an open lawn area, path, playground, and trail (City of Fremont 2023d).

### City of Newark

The City of Newark has 131 acres of developed parks with 50 percent of the City's open space, nearly 4,500 acres, consisting of undeveloped or non-urbanized land (City of Newark 2017). The City of Newark maintains 13 parks in total: 8 neighborhood parks, 3 community parks, and the 2 special use parks—Shirley Sisk Grove and MacGregor Play Fields (City of Newark 2017). The following City of Newark parks are located within the RSA:

- **Bridgepointe Park:** This 4-acre neighborhood park includes play structures and picnic facilities (City of Newark 2017).
- **Civic Center Park:** This 5-acre neighborhood park includes play structures, basketball court, pathways, and picnic facilities (City of Newark 2017).
- **Mirabeau Park:** This 6-acre neighborhood park includes play structures, paths, and picnic facilities (City of Newark 2017).
- **Jerry Raber Ash Street Park:** This 6-acre neighborhood park includes play structures, softball fields, basketball court, and picnic facilities (City of Newark 2017).

### San Francisco Bay Trail

The Bay Trail, administered by ABAG, is a partly existing and planned 500-mile walking and cycling path around the entire San Francisco Bay, running through all nine San Francisco Bay Area counties, 47 cities, and across seven toll bridges (Metropolitan Transportation Commission 2023). The Bay Trail, when completed, would encircle the San Francisco and San Pablo bays with a network of continuous cycling and walking trails. Currently, more than 350 miles of the Bay Trail connect communities, parks, open spaces, schools, and transit across the San Francisco Bay Area. Because

the Bay Trail leads to and runs along the shoreline of the San Francisco Bay, it also provides access for fishing, picnicking, windsurfing, boating, nature education, and other waterfront activities. Within the RSA, a portion of the Alameda Creek Regional Trail serves as the Bay Trail system (as shown in Figure 3.17-4). The portion of Bay Trail east of the Ardenwood Boulevard/Union City Boulevard overcrossing, at the border of Fremont and Union City, constitutes the Alameda Creek Regional Trail.

### 3.17.5 Best Management Practices

As noted in Chapter 2, Project Alternatives, CCJPA would incorporate a range of BMPs to avoid and minimize adverse effects on the environment that could result from implementation of the proposed Project. BMPs are included in the proposed Project description, and the impact analyses were conducted assuming application of these practices. The BMPs relevant to recreation are listed below. Full descriptions of the BMPs are provided in Chapter 2, Project Alternatives.

- BMP REC-1     Protection of Alameda Creek Regional Trail**
- BMP REC-2     Coordinate and Provide Advance Notice of Construction Activities Adjacent to Public Trails**
- BMP AQ-1     Implement BAAQMD Basic Construction Mitigation Measures**
- BMP TR - 1     Transportation Management Plan (TMP)**

### 3.17.6 Environmental Impacts

This section describes the potential environmental impacts on parks and recreation facilities as a result of implementation of the proposed Project. Lettering shown within title for each environmental factor below correlates with CEQA Statute and Guidelines, Appendix G table lettering and numbering.

#### 3.17.6.1            (a) Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?

##### **No Project Alternative**

**No Impact.** Under the No Project Alternative, the Capitol Corridor passenger rail service between Oakland and San Jose would not be relocated from the Niles Subdivision to the Coast Subdivision. Improvements proposed for the Niles and Coast Subdivisions associated with the proposed Project would not occur. Capitol Corridor passenger trains would continue to operate based on current routes with no changes. Therefore, the No Project Alternative would not result in direct impacts or changes to existing recreational resources within the RSA.

### 3.17.6.2 (b) Would the project include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment?

#### Proposed Project

##### Construction and Operations

**No Impact.** The proposed improvements would occur primarily within the existing UPRR ROW as well as within existing public roads. Capitol Corridor passenger trains and goods movement via freight rail would not increase the use of existing parks and recreational facilities during operational activities. The existing parks and recreational facilities within the RSA that serve local communities would continue to serve these communities. A new Ardenwood Station is proposed at the existing Ardenwood Park-and-Ride facility. The Ardenwood Historic Farm is located adjacent to the existing Coast Subdivision and is within ¼ mile of the proposed Ardenwood Station. As described in Section 3.15, Population and Housing, proposed improvements associated with the new Ardenwood Station could indirectly foster population growth; however, this indirect population growth is already planned for by the City of Fremont. Therefore, the proposed Project would not result in an increased demand for parks and recreational facilities, and it would not increase the use of the existing recreational facilities in the area or cause substantial or accelerate physical deterioration of these facilities. As a result, no impacts would occur.

##### No Project Alternative

**No Impact.** Under the No Project Alternative, the Capitol Corridor passenger rail service between Oakland and San Jose would not be relocated from the Niles Subdivision to the Coast Subdivision. Improvements proposed for the Coast and Niles Subdivisions associated with the proposed Project would not occur. Capitol Corridor passenger trains would continue to operate based on current routes with no changes. Therefore, the No Project Alternative would not result in direct impacts or changes to existing recreational resources within the RSA.

#### Proposed Project

##### Construction

**Less than Significant Impact with Mitigation Incorporated.** The proposed Project does not include recreational facilities or any features within the RSA that would require construction of new or expanded recreational facilities. The proposed improvements would occur primarily within the existing UPRR right-of-way as well as within existing public roads.

No improvements are proposed adjacent to or within the following parks and recreation facilities located within the RSA:

- Stonehurst Park.
- Warden Park.
- Bonaire Park.
- Stenzel Park.
- Eden Greenway.
- Eden Landing Ecological Reserve.
- Christian Penke Park.
- Tidewater Park.

- Sugar Mill Landing Mill Park.
- Cesar Chavez Park.
- Old Alvarado Park.
- Casa Verde Park.
- Sylvester Harvey Community Park.
- Warbler Pocket Park.
- Peregrine Park.
- Cerruti Park.
- Coyote Hills Regional Park.
- Karl Nordvik Park.
- Mirabeau Park.
- Bridgepointe Park.
- Civic Center Park.
- Jerry Raber Ash Street Park.

As shown in Figure 3.17-1 through Figure 3.17-4, proposed improvements would occur adjacent to the following parks and recreational facilities within the RSA:

- San Lorenzo Community Center Park: Permanent track improvements.
- Hayward Regional Shoreline: Permanent track improvements.
- Alden E. Oliver Sports Park: Permanent track improvements.
- Accinelli Park: Permanent track improvements.
- Ardenwood Historic Farm: Construction of the new Ardenwood Station at the existing Ardenwood Park-and-Ride facility.
- Bay Trail: Permanent track and temporary road improvements.

However, none of the proposed permanent improvements (Chapter 2 Project Alternatives) would alter any recreational features within the San Lorenzo Community Center Park, Hayward Regional Shoreline, Alden E. Oliver Sports Park, Accinelli Park, or Ardenwood Historic Farm. Right-of-way would not be acquired from any of the parks. Further, temporary and permanent improvements adjacent to the Bay Trail would occur within the existing UPRR right-of-way or within existing public roads and would not alter any recreational features of the Bay Trail.

Nearby road closures during construction of the proposed Project may temporarily impact local access to the San Lorenzo Community Center Park, Hayward Regional Shoreline, Alden E. Oliver Sports Park, Accinelli Park, Ardenwood Historic Farm, and the Bay Trail. BMP TR-1, as described in Chapter 2, Project Alternatives, requires the development of a Transportation Management Plan that would provide for temporary alternative access.

Finally, construction activities could affect parks and recreation facilities located adjacent to the proposed improvements through an increase in noise and dust levels. This could result in temporary impacts on park users. However, temporary impacts related to noise and dust during construction would be reduced with the implementation BMP AQ-1. BMP AQ-1 requires implementation of the BAAQMD's basic construction Mitigation Measures, as described in Chapter 2, Project Alternatives. Once construction is completed, dust and noise levels within the recreation RSA would return to pre-existing levels. With the implementation of these BMPs, temporary impacts on parks and recreation facilities located within the RSA would be less than significant.

### **Alameda Creek Regional Trail**

The Project construction activities would occur adjacent to and over Alameda Creek, which would affect the use of a segment of the Alameda Creek Regional Trail (Figure 3.17-5).

As depicted in Figure 3.17-5, the segment of the Alameda Creek Regional Trail that would be affected crosses under an existing railroad bridge south of Lowry Road in Union City. Construction of a double-track bridge to replace the existing single-track bridge at Alameda Creek would take place above the Alameda Creek Regional Trail.

During proposed Project construction, all efforts would be made to keep this segment of the trail open to the public; however, there may be occasions when this segment of the Alameda Creek Regional Trail would need to be closed to facilitate construction activities and to ensure the safety of the public and construction workers. To reduce direct impacts to the Alameda Creek Regional Trail during construction activities, BMP REC-1, BMP REC-2, and MM REC-1 are proposed.

BMP REC-1 would have CCJPA include a contractor construction specification to require protection of the Alameda Creek Regional Trail and its users utilizing CCJPA-approved protective measures over the segment of the trail that is under the bridge. BMP REC-2 would require CCJPA to coordinate construction activities adjacent to the Alameda Creek Regional Trail with the EBRPD. As part of BMP REC-2, CCJPA's contractors will inform and provide advance notice to trail users regarding upcoming construction activities and any potential detours.

MM REC-1 would require CCJPA, in coordination with the EBRPD, to develop a detour plan for short-term closures of the Alameda Creek Regional Trail during construction activities. To the extent feasible, short-term closures will be scheduled during off-peak trail use days or times and the detour plan prepared would ensure that pedestrian and bicycle access would be maintained. With implementation of BMP REC-1, BMP REC-2, and MM REC-1, short-term impacts to the Alameda Creek Regional Trail during construction activities would be reduced to less than significant.

#### **Operations.**

**No Impact.** The proposed Project does not include any recreational facilities. Long-term operations of the proposed Project would not influence the use of existing parks and recreational facilities within the RSA. Therefore, there would be no impacts to parks and recreational facilities within the RSA during operations.

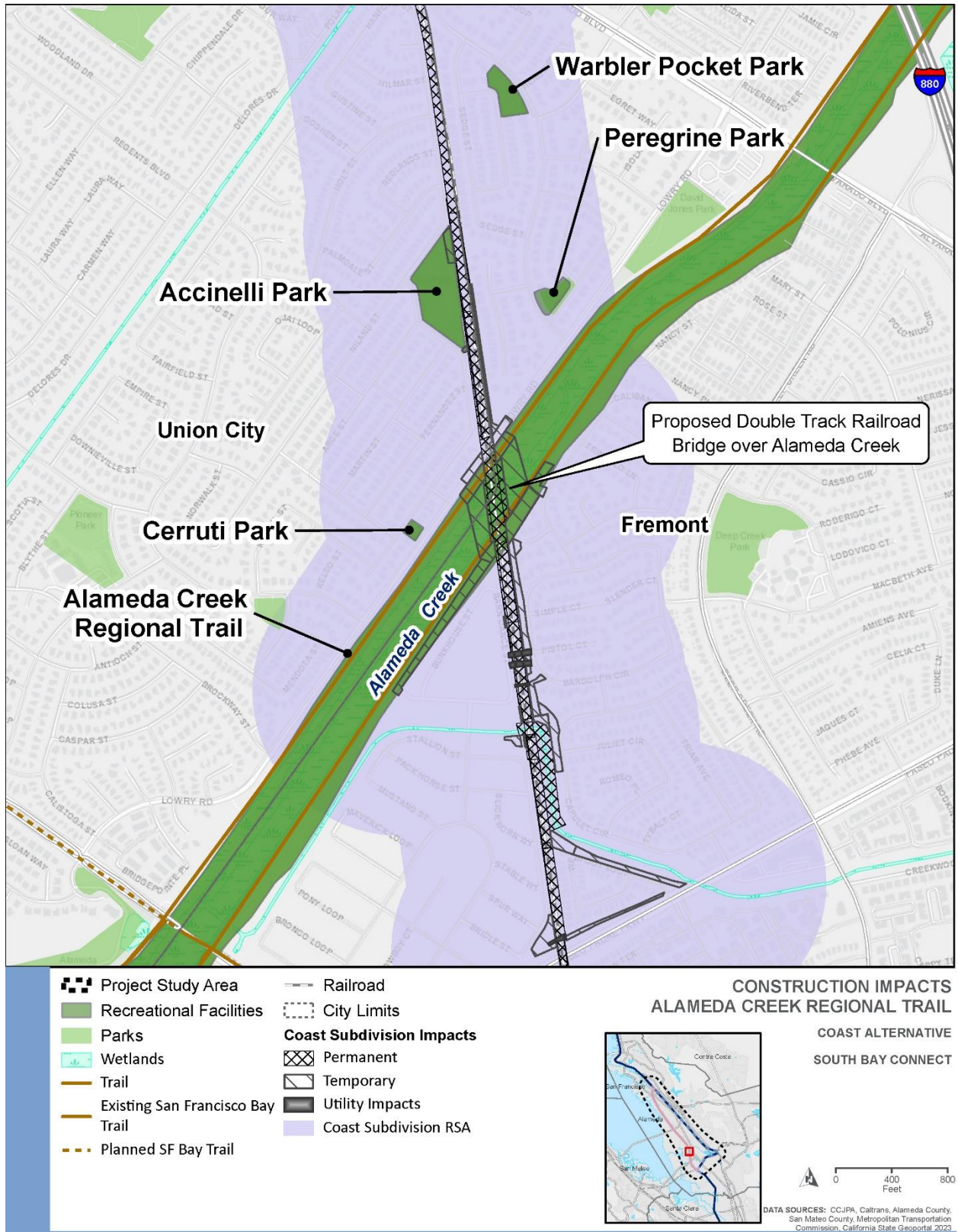
## **3.17.7 Mitigation Measures**

The following mitigation measure would be implemented for the proposed Project.

### **MM REC-1 Detour Plan for the Alameda Creek Regional Trail**

Two weeks prior to temporary trail closures, CCJPA in coordination with the EBRPD, as possible, will develop a detour plan for short-term closures of the Alameda Creek Regional Trail. The detour plan will be available to the public on EBRPD and CCJPA's websites. To the extent feasible, short-term closures will be scheduled during off-peak trail use days or times.

**Figure 3.17-5. Construction Impacts for Proposed Project along Alameda Creek Regional Trail**



### 3.17.8 Cumulative Impact Analysis

Cumulative impacts can result from individually minor, but collectively substantial, impacts from past, present, and reasonably foreseeable future projects. A cumulatively considerable impact to recreational resources would occur if the proposed Project, when combined with past, present, and reasonably foreseeable projects, results in cumulatively considerable impact to the recreational resources in the Project Study Area. The cumulative impact study area for recreational resources is defined by the proposed Project's Recreation RSA. For purposes of this analysis, the cumulative RSA for recreation is defined by the Project footprint plus a 1,000-foot buffer area around the footprint.

A significant cumulative impact on recreation would occur if the cumulative projects identified in the cumulative recreation RSA, combined with the proposed Project, result in a shortage of park facilities for communities or loss of parkland that communities presently use within the cumulative recreation RSA. Cumulative impacts would also occur if the development or expansion of recreational facilities in the cumulative recreation RSA results in environmental impacts.

Cumulative impacts are addressed only for those thresholds that would result in a Project-related impact. If the Project would result in no impact with respect to a particular threshold, it would not contribute to a cumulative impact. Therefore, no cumulative analysis related to impacts associated with the increased demand for or degradation of recreational facilities is presented. The remainder of the cumulative analysis will address CEQA recommended threshold (b): Would the project include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse impact on the environment?

The cumulative projects are identified in Section 3.1, Introduction. Construction of planned projects located on, adjacent to, or in close proximity to existing recreational resources could potentially disrupt use of the resource and contribute to a cumulative impact. Construction activities near recreational resources could result in temporary increases in noise and dust, trail and road closures, and visual degradation experienced by users of these recreational resources. Construction of cumulative projects that are located completely or partially on the site of recreational resources could also require temporary construction easements within a recreational resource or the temporary closure or disruption to the use of a recreational resource. A cumulative construction-period impact on recreational resources is considered significant if these activities prevent the function of a recreational resource from continuing or would diminish the ability of users to use or access the recreational resource, leading to the increased use of other park areas, such that substantial physical deterioration of those facilities could occur and/or be accelerated.

Planned park and recreation projects, would result in additional recreation facilities within the cumulative RSA; these projects would provide more recreation options for the public and decrease the demand on existing parks, thereby preserving their current conditions. Any planned recreational projects would be subject to compliance with state and local regulatory plans and policies.

The population growth in and around these planned infrastructure and transit projects would not be substantial or unplanned. The resultant demand on existing recreational resources from shifting housing or improving park access is expected to be minor and substantial physical deterioration is not anticipated to occur necessitating the construction for new facilities. The planned projects would not directly result in permanent acquisition, displacement, or relocation of parks or recreation facilities. However, temporary road closures may be required during construction of



planned projects, including the proposed Project, which could limit access to parks or recreation facilities.

In general, planned projects and the proposed Project must comply with state and local regulatory plans and policies related to recreation. These mitigation measures would limit exposure of construction activities, minimize potential construction air quality and dust impacts, and limit noise of construction activities to users of nearby recreational resources. Thus, the proposed Project's contribution to cumulative impacts on recreational resources because of construction would be less than significant with mitigation.

Operation of cumulative rail and other regional transportation projects would not induce substantial population growth beyond that already projected for the region. These projects alone would not induce substantial population growth requiring the need for additional recreational resources to serve the population. Operation of cumulative infrastructure and land development projects would increase demand for recreational resources. Although proposed Project operations would shift passenger rail service to a new adjacent route, as well as construct a new passenger rail station, it is anticipated that the existing and future passenger rail users would adapt to the new Capitol Corridor passenger route and not create substantial and unplanned population growth around the proposed Ardenwood Station.

The proposed Project would not be the direct reason for any substantial and unplanned population growth in the proposed Ardenwood Station area, as described in Section 3.15, Population and Housing, and, therefore, would not be responsible for providing additional recreational resources to serve the increase in population as a result of planned projects. The passengers and employees associated with the proposed Ardenwood Station are expected to use the adjacent Ardenwood Historic Farm, but the resultant demand is expected to be staggered (depending on the train schedule) and substantial physical deterioration is not anticipated to occur necessitating the construction for new facilities. Thus, the proposed Project's contribution to cumulative impacts on recreational resources as a result of operations would be less than significant.

### **3.17.9 CEQA Significance Findings Summary Table**

Table 3.17-2 summarizes the recreation resources impacts of the proposed Project.

**Table 3.17-2: Recreation Resources Impacts Summary**

Impact	Level of Significance Before Mitigation	Incremental Project Contribution to Cumulative Impacts	Mitigation	Level of Significance with Mitigation Incorporated	Incremental Project Cumulative Impact after Mitigation
<b>(a) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated</b>	NI	NCC	N/A	NI	NCC
<b>(b) Include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment</b>	S/M	NCC	MM REC-1	LTS	NCC

Notes: LTS = Less than Significant Impact, NI = No Impact, N/A = Not Applicable, SI = Significant Impact, S/M = Significant Impact but Mitigable to a Less than Significant Level, CC = Cumulatively Considerable, NCC = Not Cumulatively Considerable.

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