Acknowledgements

This Master Plan is the culmination of years of collaborative work that could not have been completed without the concerted effort of many public agencies, non-profits, stakeholders, and individuals. Regional Parks would like to express gratitude to all the agencies, non-profits, stakeholders, neighbors, staff, and community members who participated and contributed to this Plan through committees, workshops, focus groups, web input, and planning meetings.

Sonoma County Board of Supervisors

David Rabbitt, 2nd District
Shirlee Zane, 3rd District
James Gore, 4th District
Efren Carrillo, 5th District
Susan Gorin, 1st District

Funding Partners

Bay Joint Venture
California State Parks
California Department of Fish and Wildlife
California Wildlife Conservation Board
Gordon and Betty Moore Foundation
City of Petaluma
Save the Bay
City of Sonoma
State Coastal Conservancy

Federated Indians of Graton Rancheria
Sonoma County Agricultural Preservation and Open Space District
Friends of Tolay Lake Park
Sonoma County Regional Park Foundation
Gold Foundation
The Bay Institute
Land And Water Conservation Fund
U.S. Fish & Wildlife Service
National Oceanic Atmospheric Administration

Sonoma Land Trust

Wendy Elliot, Conservation Director
Bob Neale, Stewardship Director

Sonoma County Agricultural Preservation and Open Space District

Bill Keene, General Manager
Sheri Emerson, Stewardship Program Manager
Jake Newell, Stewardship Planner

California Coastal Conservancy
Federated Indians of Graton Rancheria

Thank you to all of the tribal citizens of the Federated Indians of Graton Rancheria for supporting the project through sharing tribal ancestral knowledge, tribal perspective, and stewardship values.

Greg Sarris, Tribal Chairman
Lorelle Ross, Vice-Chair
Melissa Elgin, Tribal Secretary
Gene Buvelot, Treasurer
Robert Stafford Jr., Member at Large
Lynn Silva, Member at Large
Lawrence Stafford
Buffy McQuillen, Tribal Heritage Preservation Officer
Peter Nelson, Chair of Sacred Sites Protection Committee
Gillian Hayes, Director of Planning and Development
Nick Tiplon, Sacred Sites Protection Committee
Charles Johnson, FIGR Monitor
David Carrillo, FIGR Monitor
Nick Tiplon, former Sacred Sites Committee Member
Jeannette Anglin, former Council Member
Joanne Campbell, former Council Member
Kathleen Smith, Tolay Advisory Group
Robert Baguio, Tolay Advisory Group
Yana Ross, Tolay Advisory Group
Roberta Martinez, Tolay Advisory Group
Eric Goziak, Tolay Advisory Group
Lisa Ouse, Tolay Advisory Group
and the Tribal Environmental Department

Occidental Arts and Ecology

Lakeville Volunteer Fire Department
Nick Silva, Chief

Marin/Sonoma Mosquito and Vector Control District
Erik Hawk, Assistant Manager
Neighbors of Tolay Lake Regional Park

Sonoma County Permit and Management Resource Department

Sonoma County Transportation and Public Works

Sonoma County Regional Parks
  Caryl Hart, Park Director
  Steve Ehret, Park Planning Manager
  Bert Whitaker, Park Manager
  Melanie Parker, Park Natural Resource Manager
  Bethany Facendini, Park Community Engagement Manager
  Christina McGuirk, Youth & Community Programs Coordinator
  Brandon Bredo, Administrative Ranger Supervisor
  Karen Davis-Brown, Planner II
  Andrew Stricklin, Planning Technician

Prepared by MIG
  Carolyn Verheyen, Principal in Charge
  John Baas, Project Manager
  Katrina Hardt-Holoch, Environmental Analysis Task Lead
  Ivy Ku, Master Plan Production
  Mark Brandi, GIS Analysis
  Maria Mayer, Public Outreach Support

In Association With
  Architectural Resources Group, Cathleen Malmstrom, Historic Buildings Evaluation
  Peter Baye, Lake Restoration Design Peer Review
  Clearwater Hydrology, William Vandivere, Lake Restoration Design Peer Review
  Fall Creek Engineering, Peter Haase and Emily Corwin, Wastewater System Design
  Fehr and Peers, Dana Weissman, Site Circulation and Access Road Design
  Garcia and Associates, Barbara Siskin and Cassidy Debaker, Cultural Resources
  Kennedy Jenks, Mike McLeod, Groundwater Hydrology and Potable Water Evaluation
  WRA, Geoff Smick, Biological Resources, and George Salvaggio, Lake Restoration Design
# TABLE OF CONTENTS

## INTRODUCTION
- Overview and Purpose of the Master Plan 3
- Components and Organization of the Master Plan 4
- Master Plan Process 4
- Acquisition 4
- Park Setting 5
- History of the Park 10
  - Natural History 10
  - Cultural History 12
  - Park History 19

## PURPOSE, OBJECTIVES, AND GOALS
- Purpose 23
- Objectives 23
- Goals 24
  - Habitat Restoration and Enhancement 24
  - Cultural Resource Conservation 26
  - Public Access 28
  - Open Space Protection 29
  - Environmental, Cultural, and Agricultural Study and Education 29
<table>
<thead>
<tr>
<th>PUBLIC OUTREACH</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Background and Methodology</strong></td>
<td>33</td>
</tr>
<tr>
<td><strong>Summary of Community Meetings</strong></td>
<td>33</td>
</tr>
<tr>
<td>Community Workshop #1</td>
<td>33</td>
</tr>
<tr>
<td>Community Workshop #2</td>
<td>34</td>
</tr>
<tr>
<td>Community Workshop #3</td>
<td>35</td>
</tr>
<tr>
<td><strong>Focus Group on Trail Users</strong></td>
<td>35</td>
</tr>
<tr>
<td>Ideal Trail System</td>
<td>35</td>
</tr>
<tr>
<td>Desires for Trail Infrastructure</td>
<td>36</td>
</tr>
<tr>
<td>Seasonal Trail Closures</td>
<td>36</td>
</tr>
<tr>
<td>Access and Staging</td>
<td>36</td>
</tr>
<tr>
<td>Special Events and Races</td>
<td>37</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>REGULATORY SETTING AND POLICY FRAMEWORK</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Federal</strong></td>
<td>41</td>
</tr>
<tr>
<td>Archaeological Resources Protection Act</td>
<td>41</td>
</tr>
<tr>
<td>The Native American Graves Protection and Repatriation Act</td>
<td>41</td>
</tr>
<tr>
<td>National Register of Historic Places (NRHP)</td>
<td>41</td>
</tr>
<tr>
<td>Federal Endangered Species Act</td>
<td>42</td>
</tr>
<tr>
<td>The Migratory Bird Treaty Act</td>
<td>42</td>
</tr>
<tr>
<td>Clean Water Act Sections 404 and Section 401</td>
<td>42</td>
</tr>
<tr>
<td><strong>State</strong></td>
<td>43</td>
</tr>
<tr>
<td>Assembly Bill 52</td>
<td>43</td>
</tr>
<tr>
<td>California Register of Historical Resources</td>
<td>44</td>
</tr>
<tr>
<td>California Endangered Species Act</td>
<td>45</td>
</tr>
<tr>
<td>Fully Protected Species and Species of Special Concern</td>
<td>45</td>
</tr>
<tr>
<td>Other Sensitive Plants – California Native Plant Society</td>
<td>45</td>
</tr>
<tr>
<td>Porter-Cologne Water Quality Control Act</td>
<td>45</td>
</tr>
<tr>
<td>California Fish and Game Code Section 1600-1616</td>
<td>46</td>
</tr>
<tr>
<td>Sensitive Vegetation Communities</td>
<td>46</td>
</tr>
<tr>
<td>Caltrans</td>
<td>46</td>
</tr>
<tr>
<td><strong>County</strong></td>
<td>46</td>
</tr>
<tr>
<td>Sonoma County General Plan</td>
<td>46</td>
</tr>
<tr>
<td>Sonoma County Public Works</td>
<td>46</td>
</tr>
</tbody>
</table>
TOLAY LAKE MASTER PLAN CONCEPTUAL SITE PLAN OPTIONS

Concept Plan Description 49
Interpretation Plan 49
Developing Conceptual Site Plan Options 51
Preferred Site Plan Option 52
Utilities and Infrastructure 53
Trails 61
Trail Types 61
Tolay Lake Restoration 62
Background 62
Historic and Current Lake Conditions 63
Ecological Processes of a Late Holocene Period Tolay Lake 64
Habitat Values and Species 66
Opportunities and Constraints 67
Lake Restoration Alternatives 67
Implementation and Phasing Strategy 73
Project Types 73
Implementation Phases 73

RESOURCE MANAGEMENT PLAN

Introduction 81
Overview and Purpose 81
Support Studies and Methodology 81
Existing Conditions 82
Setting and Location 82
Land Use and Infrastructure 83
Climate and Watershed 83
Geology and Soils 84
Biological Resources 86
Cultural Resources 87
Encumbrances 87
Existing Resource Management Practices 91
Natural and Cultural Resources Management 94
Natural Resources 94
Cultural Resources 128
Proposed Habitat Restoration and Enhancement Activities 130
Overview 130
Wetland and Tolay Lake 131
APPENDICES
Appendix A Community Workshop and Survey Reports
Appendix B Conceptual Site Plan Options
Appendix C Historic Structures Report
Appendix D Groundwater Availability Memo
Appendix E Wastewater Treatment Options
Appendix F Analysis of Allowable Park Uses
Appendix G Technical Memorandum - Water Budget Analysis
Appendix H Tolay Lake Conceptual Ecological Model for Restoration Goals
Appendix I Biological Resources Report
Appendix J Biological Resources Study for Tolay Lake Regional Park
Appendix K Biological Resources Study for Tolay Creek Ranch
Appendix L Rangeland Resources Study
Appendix M Tolay Creek Ranch Grazing Plan
Appendix N Wildlife Conservation Board Easement
Appendix O SCAPOSD Conservation Easement for Tolay Lake Ranch
Appendix P SCAPOSD Conservation Easement for Tolay Creek Ranch
Appendix Q California State Parks Accessibility Guidelines
Appendix R Capital Investments, Revenue Stream, Expenditures, and Phasing Analysis
Appendix S Operations and Maintenance Checklist
This page intentionally left blank.