



# MASTER PLAN 1997

EAST BAY REGIONAL  
PARK DISTRICT





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EAST BAY REGIONAL PARK DISTRICT



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**EBRPD Headquarters** • 2950 Peralta Oaks Court • P.O. Box 5381 • Oakland, California 94605

Dear Friends,

It is with great pleasure that the Board of Directors presents the 1997 East Bay Regional Park District Master Plan. This Master Plan pledges the continued implementation of the visions and ideals of the public spirited citizens who formed the District in 1934 and dedicates this continued effort to those who have worked selflessly over the past 63 years to create and care for this extraordinary Regional Park System.

The 1997 District Master Plan will guide us for the next decade, well into the 21st Century. Our hopes and dreams for the future of the East Bay Regional Park District are embodied in this plan. The Master Plan recognizes the two primary duties of the District: the conservation of our scenic, natural, and open space resources and the provision of needed recreation opportunities, and describes the process to find a proper balance between these responsibilities. The Master Plan also recognizes the need to expand our parks, trails, and services as a proper response to the need of our dynamic, diverse, and growing region.

Many citizens worked countless hours on the preparation and review of this Master Plan. The Board of Directors deeply appreciates this public participation and we commit ourselves to continue to work with you, our neighbors and friends to provide the highest standard of resource conservation and recreational service for the citizens of Alameda and Contra Costa counties.

Douglas L. Siden  
Director Ward 4  
President



Carol Severin  
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Secretary



Jean Siri  
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# 1

## The East Bay Regional Park District



The East Bay Regional Park District, located at the edge of San Francisco Bay, comprises 85,000 acres of parkland that preserves open space and habitat at the doorstep of the East Bay's urban area. This view from Claremont Canyon Regional Preserve looks west toward San Francisco and the Bay. Photo by Bob Walker.



## PURPOSE OF THE MASTER PLAN

The East Bay Regional Park District provides and manages the regional parks for Alameda and Contra Costa Counties, a 1,700 square mile area which is home to 2.1 million people. This Master Plan defines the vision and the mission of the East Bay Regional Park District and sets priorities for the next ten years. It explains the District's multi-faceted responsibilities and provides a framework for the decisions of the Board of Directors and staff.



Public service is the District's primary function. To this end, the Master Plan provides policies and guidelines for achieving the highest standards of service in resource conservation, management, interpretation, public access, and recreation. These policies seek to guide the stewardship and development of the parks in such a way as to maintain a careful balance between the need to protect and conserve resources and the recreational use of parklands for all to enjoy now and in the future.

The Master Plan 1997 has been prepared with the active participation of the District's citizen-based Park Advisory Committee (PAC) and with extensive review and comment from the community.

## PURPOSE AND ROLE OF THE EAST BAY REGIONAL PARK DISTRICT

### Vision

"The need is a vital one....The charm of the region as a place in which to live will depend largely upon natural conditions that are destined to disappear unless properly protected for the public in general." (Report on Proposed Park Reservations for East Bay Cities, Olmsted Brothers and Ansel F. Hall, December, 1930)

This founding vision will continue to be an inspiration for the East Bay Regional Park District as an enduring

statement of its social and environmental responsibilities. With this Master Plan, the Board of Directors re-dedicates the East Bay Regional Park District to the conservation of open space resources and the provision of outdoor recreational opportunities for present and future generations.

The following vision statement will guide the District:

- ▶ **The East Bay Regional Parks will preserve a priceless heritage of natural and cultural resources, open space, parks, and trails for the future and will set aside park areas for enjoyment and healthful recreation for generations to come. An environmental ethic guides us in all that we do.**



Through interpretive programs like this one at Coyote Hills Regional Park, the Park District educates youth about the region's ecology and cultural and natural history. Interpretation is an essential element of the District's mission.

Photo by Nancy McKay.

## **Mission**

The East Bay Regional Park District will achieve its vision in the following ways:

Provide a diversified system of regional parklands, trails, and parkland-related services that will offer outstanding opportunities for creative use of outdoor time.

Acquire and preserve significant biologic, geologic, scenic, and historic resources within Alameda and Contra Costa Counties.

Manage, maintain, and restore the parklands so that they retain their important scenic, natural, and cultural values.

Interpret the parklands by focusing educational programs on the visitor's relationship to nature, natural processes, ecology, the value of natural conditions, and the history of the parklands.

Support the development and retention of well trained, dedicated, and productive employees.

Improve access to and use of the parks by members of groups that have been under represented, such as disabled, economically disadvantaged, and elderly visitors.

Balance environmental concerns and outdoor recreational opportunities within regional parklands.

Provide recreational development that fosters appropriate use of parklands while preserving their remoteness and intrinsic value.

Create quality programs that recognize the cultural diversity represented in the region.

Participate in partnerships with public agencies, nonprofit organizations, volunteers, and the private sector to achieve mutual goals.

Provide leadership to help guide land use decisions of East Bay governments that relate to the District.

Ensure open and inclusive public processes.

Pursue all appropriate activities to ensure the fiscal health of the District.

### **Description of the East Bay Regional Park District**

The jurisdiction of the East Bay Regional Park District (EBRPD) includes all of Alameda and Contra Costa Counties. The District is the primary provider of regional park facilities and activities for this two-county area. The regional park system consists of 55 regional parklands and over 1,000 miles of trails on approximately 85,000 acres of land. The District is governed by a publicly elected Board of Directors. Its administrative headquarters are located in Oakland, California.

Under the California Public Resources Code (Article 3, 5500 series), the District has the power to *“...acquire land...to plan...develop...and operate a system of public parks, playgrounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards and other facilities for public recreation, for the use and enjoyment of all the inhabitants of the District...to conduct programs and classes in outdoor science education and conservation education...to employ a police force...prevent*

*and suppress fires...and to do all other things necessary or convenient to carry out the purposes of the District.”* This broad mandate is key to understanding the District’s complex responsibilities to its constituents.

The regional parks offer an extraordinary choice of educational and recreational activities. The District’s Interpretive Division operates nine interpretive and educational centers (including two summer-only satellite centers and one outdoor exhibit), and provides programs to interpret the natural, cultural, and historical features of the region, such as the historic farm (Ardenwood), sand and coal mines (Black Diamond), Native American shell mounds (Coyote Hills), a botanical garden of California plants and a nature area (Tilden), oak woodland and grasslands (Sunol), and the San Francisco Bay shoreline (Crown Memorial State Beach).

Most of the regional parklands are large open space areas where the public can roam the trails by foot, horseback, or bicycle. Trail users have access to 1,000 miles of trails within the parks, including 150 miles of inter-park regional trails. The ridges and peaks afford spectacular panoramic views. The valleys, canyons, and large open space expanses provide seclusion and escape from the hustle and bustle of the surrounding urban environment. The natural conditions preserved by these parklands provide a healthy ecosystem for plants and wildlife. (See Figure 1, Existing Parks and Trails, page 7.)



**Arrowhead Marsh at Martin Luther King Jr. Regional Shoreline preserves a remnant of the once-extensive bayshore marshland—critical habitat for shorebirds and other shoreline wildlife. The marsh has a walkway and elevated viewing platform for birders.**  
Photo by Joe DiDonato.

Park entrances are designed for easy access, and recreational facilities are generally located close to the edges of the parks. Park facilities include picnic sites, some with turf meadows and children's play structures; camping areas, both nearby and remote; and miles of multi-use trails. Lakes, lagoons, and shoreline areas offer opportunities for swimming, boating, fishing, bird watching and other water-related activities.

### **History of the East Bay Regional Park District**

The first regional parks were established on watershed land owned by the East Bay Municipal Utility District (EBMUD). In 1928, when EBMUD declared surplus some 10,000 acres of former watershed lands in the East Bay hills, the announcement was the impetus for a concerted effort by East Bay community leaders who had urged for years that some of these lands should be open to the public.

Ultimately the regional park movement involved a cross-section of the East Bay community: outdoor recreation enthusiasts, political leaders, city officials, academicians, members of organized labor, civic, community organizations, and ordinary citizens who recognized the value of regional parks close to home. A vigorous lobbying effort culminated in the passage in 1933 of AB 1114, which authorized establishment of a regional park district and a board to govern it. Then on November 6, 1934, voters approved the East Bay Regional Park District and its tax rate by a margin of greater than two to one.

The foresight of the community leaders who seized the opportunity to preserve open space lands for public recreational use was especially remarkable in that it anticipated trends that were not obvious at the time. In 1934, America was experiencing the worst economic depression in its history. Neither the Golden Gate nor the Bay Bridge was finished. Alameda County

had a population of only 475,000 people. Contra Costa County was mostly farms and ranches—its urban and suburban expansion awaited World War II and the postwar baby boom. Although there was open space all around, concerned citizens realized that it would have to be formally set aside as parkland in order to preserve the region's natural beauty for present and future inhabitants to enjoy. Their efforts led to the creation of the East Bay Regional Park District.

The District's subsequent history has been one of increased service, both in terms of land stewardship and programmatic responsibilities, as its constituency has become more populous, complex, and culturally diverse. Gradually at first, then more rapidly, the District acquired more parklands and expanded its area of jurisdiction. The Hayward area joined the District in 1956. Fremont voters approved annexation in 1958. Most of Contra Costa County joined the District in 1964, the Pleasanton area in 1966, East Contra Costa in 1981, and finally the Livermore area in 1992, resulting in the full two-county jurisdiction.

With increasingly complex demands upon District resources came the need for increasingly sophisticated planning processes. The District's first comprehensive, two-county master plan was approved in 1973. It outlined balanced acquisitions to be distributed throughout the region, and also envisioned a wide variety of parklands for the public to enjoy. Since then, the Master Plan has been revised every six to seven years to reflect the rapid changes that the region is undergoing and the new circumstances to which the District must respond.

Public open space and recreation are key elements of the quality of life in Alameda and Contra Costa Counties. This philosophy, established in the 1930s, will continue to guide the East Bay Regional Park District into the next century.



## Current Challenges

The East Bay Regional Park District faces many challenges that did not exist when the Master Plan was last revised in 1988. The following is a summary of key changes affecting the District which have helped shape this Master Plan's policies and the proposals for future parks, trails, and recreation services:

- Population growth has increased the impact on the natural resources for which the District is responsible and has heightened the need to provide more effective park management and protection programs. The District must re-evaluate its strategies with regard to natural resource management, particularly as new scientific information becomes available.
- The growing cultural and ethnic diversity of the District, increased demands for programs to serve youth, growing numbers of active seniors, more activity by persons with disabilities, and new forms of recreation have increased the range of park users to be served.
- The expanding population of the District, coupled with heightened public interest in open space and recreational areas and facilities, has increased the need for sufficient public access, parks, open space, recreational and interpretive programs, and trail activities. Public agencies of all types are experiencing increased demands for service, even as they attempt to cope with economic limitations and fiscal uncertainty. The East Bay Regional Park District is no exception to this trend: Despite the welcome passage in November 1988

of Measure AA—a bond act mandating and funding new parks, trails and facilities— revenue growth is slowing, and operational requirements have increased.

- The closure and conversion of East Bay military bases, the District's expansion into eastern Alameda County, and the District's partnership with the State of California to establish the Eastshore State Park have created new opportunities and new responsibilities. The District's responsibilities (and costs) also continually increase as we comply with new laws and regulatory programs, such as the Americans with Disabilities Act and state and federal water and air quality regulations.

## How to Use this Document

This first chapter of the Master Plan 1997 expresses the vision of the District, defines how the District will achieve its vision, and describes the key challenges for the years ahead. Chapters II and III establish policies for conserving natural and cultural resources and for providing recreational opportunities. Chapter IV provides policies that will guide the balanced distribution, acquisition, protection, restoration, management, and development of the regional parks. Chapter V discusses the District's continuing commitment to informed public participation and provides policies for managing the human and financial resources that will be instrumental in achieving the District's mission and vision. Chapter VI describes the future physical growth and

Children can experience farm life  
of the nineteenth century at  
Ardenwood Historic Farm Regional  
Preserve. Photo by Nancy McKay.

expansion of the East Bay Regional Park District and highlights the priorities for the next decade. The Master Plan concludes by discussing how the District prepares its annual budget, which is the chief vehicle for realizing the goals of the Master Plan, and by inviting interested residents to become involved.

Each chapter is divided into subject areas that contain explanatory background information in non-boldface type, with associated policies in boldface type marked by arrows. These policies will guide our decision making and operations in the years ahead. We commend

them to your particular attention, because they are the heart of the Master Plan and the roadmap for the future of the East Bay Regional Park District.

Some policy statements contained herein are summaries of more comprehensive policies. Please refer to Appendix, page 72, for a complete list of policies and operating manuals. As needed, the Board will review existing policies to ensure that they are consistent with the new Master Plan.



# 2

## Natural and Cultural Resources



This is a view of Mission Peak Regional Preserve, whose summit provides panoramic views of southern San Francisco Bay. Management of the natural resources within parklands like this are critical for preserving wildlife habitat.

Photo by Bob Walker.



## RESOURCE MANAGEMENT

The various natural and cultural resources of the East Bay Regional Park District—whether a rare plant or animal, a valley grassland or chaparral-covered slope, an ancient petroglyph or bedrock mortar, a panoramic vista or a secluded dell—are all a public treasure. The 85,000 acres of mostly undeveloped, natural, open space parklands in Alameda and Contra Costa Counties offer a variety of grassland, shrubland, woodland, forest, lake, shoreline, riparian<sup>1</sup> and wetland<sup>2</sup> environments, which provide essential habitat for a diverse collection of wild plants and animals. (Please see Table 1, Existing Resources Matrix, page 19.)



This chapter outlines the policies that pertain to natural and cultural resources on park land. Nearly all of the District's parklands are open space, natural areas. The policies for managing natural resources apply to these undeveloped areas as well as to developed areas where natural and cultural resources are found. Cultural resources include prehistoric and historic sites, which are protected. Most park "wildlands" (or natural areas) are managed to allow natural ecological processes to take place. Some areas, such as eucalyptus forests and fuel breaks, may be managed more intensively.

The District has identified more than 500 sites containing distinctive or irreplaceable resources that require conservation and special management. These include sites containing species of plants or animals listed as rare, threatened, or endangered (RTE) by the state or federal government, sites with species included on a District list of special concern, sites having notable geological or paleontological features, and locations identified as unique natural habitat.

The District's natural resource management programs have a wide-ranging impact. Park wildlands are managed as portions of larger watershed areas, with the intent of conserving soil and water quality, promoting overall plant and animal diversity, providing supporting habitat for RTE species, and maintaining wildlife corridors as natural passageways for the movement of

animals between open space areas. Interagency support and community cooperation are necessary to ensure the conservation and protection of natural resources, which often extend beyond artificially established boundary lines. In addition, the District plays an important role in urban revitalization, through activities such as restoring public access to the shorelines and re-creating habitat.

Any comprehensive program to conserve biological resources must incorporate the concept of biodiversity, which calls for management that promotes variability within and among living organisms in an ecosystem. The District will continue to integrate the principles of biodiversity conservation into the management of its resources to maintain stable and functioning biological communities. This philosophy will help sustain healthy and balanced parkland environments for the education, enjoyment, and well-being of present and future generations.

## WILDLAND RESOURCE MANAGEMENT

Most of the lands managed by the East Bay Regional Park District are wildlands—natural areas that provide watershed, open space, recreation, and habitat for plants and animals. The goal of the District's wildland management program is to conserve and enhance

<sup>1</sup> Situated on the banks of a river or other body of water.

<sup>2</sup> A lowland area such as a marsh or a swamp that is saturated with moisture and is a natural habitat of wildlife.



The California poppy (*Eschscholzia californica*), the state flower, is a vibrant golden orange spring wildflower found at many regional parklands. These poppies are growing at Pleasanton Ridge Regional Park in Central Alameda County.

Photo by Steve Fiala.

important resource values such as soil, vegetation, wildlife, and water to ensure that natural parkland ecosystems are maintained in a healthy and productive condition. (Refer to “Wildland Management Policies and Guidelines, Appendix, page 72.)

Management of wildland areas requires conservation practices that accomplish resource objectives consistent with the District’s vision and mission. The District has additional legal responsibilities to protect state and federally listed rare, threatened, and endangered plant and animal species found in the regional parks, as well as a responsibility to its neighbors and downstream property owners to conduct sound and sensible management practices.

- ▶ The District will maintain, manage, conserve, enhance, and restore park wildland resources to protect essential plant and animal habitat within viable, sustainable ecosystems.

### **Vegetation Management**

The regional park wildlands reflect the plant communities of the Bay Area: They contain a diverse mixture of native and non-native trees, shrubs, and annual and perennial herbaceous plants. Although the flora has changed considerably as a result of non-native plant introductions and increased urbanization, numerous native plants remain. Land use and vegetation changes over the past two centuries have irreversibly altered the landscape, making it necessary to use management techniques to maintain an ecological balance between native and non-native vegetation and to achieve wildland fire safety objectives.

All District vegetation management activities are designed to maintain plant community dynamics. The District manages most plant communities to preserve their intrinsic value as naturally functioning ecosystems. However, some parks contain pockets of introduced, non-native vegetation and agricultural or landscaped areas which require special management. Examples

include groves of eucalyptus, pine and cypress trees, weed infestations, farm fields, orchards, and cultivated land. Areas of native vegetation within fuel breaks, and some shrubland and woodland areas where natural and urban areas meet (the wildland/ urban interface) may be managed primarily to provide a line of defense against wildfire. These areas will be designated as Special Management Features. (See Chapter 4, page 53.)

▶ The District will maintain and manage vegetation to conserve, enhance, and restore natural plant communities; to preserve and protect populations of rare, threatened, endangered, and sensitive plant species and their habitats; and, where possible, to protect biodiversity and to achieve a high representation of native plants and animals.

▶ The District will evaluate eucalyptus, pine and cypress plantations, and shrubland or woodland areas occurring along the wildland/urban interface on a case-by-case basis for thinning, removal, and/or conversion to a less fire-prone condition. The District will construct and maintain fuel breaks, as necessary, to manage hazardous fuels and contain wildfires. The District will minimize the widespread encroachment of monotypic stands of coyote brush, poison oak, and broom on park land.

▶ The District will manage agricultural sites and cultivated areas in accordance with appropriate agricultural and landscaping practices and Integrated Pest Management (IPM) methods; control noxious weed infestations, broom, and other invasive, non-native shrubs; and eventually replace these invasive plants with desirable native species.

## Wildlife Management

**Terrestrial Wildlife.** The abundant and diverse assortment of birds, mammals, reptiles, and invertebrates that dwell in the regional parks is an integral part of the ecology of the San Francisco Bay Area and an aesthetic natural feature of the parks that visitors greatly enjoy. The terrestrial wildlife found within the parks occupies a variety of habitats. Most species are native and adapted to the California landscape and climate. The District manages animals that are not native to the region or are feral (domestic animals that have returned to a wild, untamed condition) to minimize conflicts with native species. The District is responsible for the protection of all wildlife, including animals that are state and federally listed as rare, threatened, and/or endangered, and others which are of local concern. Certain additional species, whose specific habitat

requirements limit their population size and distribution, may require special management to reduce the potential for isolation or loss of the population.



EBRPD protects habitat of rare, threatened, and endangered species, such as the elusive kit fox (*Vulpes macrotis nutica*), found at Round Valley, Vasco Caves, and Black Diamond Mines, all regional preserves in Contra Costa County. Photo by Steve Bobzien.

- ▶ The District will conserve, enhance, and protect native animal species and enhance their habitats to maintain viable wildlife populations within balanced ecosystems. Non-native and feral animals will be managed to minimize conflicts with native wildlife species. The District will cooperate on a regular basis with other public and private land managers and recognized wildlife management experts to address wildlife management issues on a regional scale.

**Aquatic Wildlife.** East Bay residents have a rich and varied fisheries resource in the District's ten freshwater lakes, numerous ponds, streams, and miles of Bay and Delta shoreline. The District fisheries program protects, conserves, enhances, and restores native fish and amphibian species, and offers myriad recreational angling opportunities to the public (See Chapter III). Angler use fees support fish planting programs and habitat enhancement projects that encourage the growth of the game fish population. As part of this effort, and in cooperation with the California Department of Fish and Game, the District manages a major fresh water lake fishery enhancement program that includes habitat improvements and regular stocking of game fish.

- ▶ The District will conserve, enhance and restore native fish and amphibian populations and their habitats; will develop aquatic facilities, where appropriate, to create a wide variety of fisheries; will monitor fisheries resources to determine species composition, size, population, and growth rates; and will cooperate with the State Department of Fish and Game to conserve, enhance and manage its fisheries resources for ecological and recreational benefit.

### **Rare, Threatened, and Endangered Species Management**

Park wildlands contain numerous plants and animals that are designated as rare, threatened, or endangered (RTE) or are candidates for such a designation. Many of these species are indigenous to the Bay Area, while others occur more widely. These species are vulnerable to changing conditions brought about by natural processes or by human activities that introduce non-native plants and animals, destroy critical habitat, or eliminate individual species or populations. The District must comply with federal and state Endangered Species Acts, which mandate protection of RTE species and their habitats. Other plants and animals found in the parks, while not officially listed, are locally rare and deserve some level of protection.

- ▶ The District will identify, evaluate, conserve, enhance, and restore rare, threatened, endangered, or locally important species of plants and animals and their habitats, using scientific research, field experience, and other proven methodologies. Populations of listed species will be monitored through periodic observations of their condition, size, habitat, reproduction, and distribution. Conservation of rare, threatened, and endangered species of plants and animals and their supporting habitats will take precedence over other activities, if the District determines that the other uses and activities would have a significant adverse effect on these natural resources.

### **Water Management**

**Water Resources.** District water resources are comprised of both surface and ground water. Surface waters include streams, lakes, ponds, and portions of the San Francisco Bay estuary. Groundwater consists



The American avocet (*Recurvirostra americana*), with its distinctive black-and-white pattern, has a home in the protected marshes of Hayward Regional Shoreline.

Photo by Joe DiDonato.

water at least part of the year. Such areas include swamps, freshwater, brackish water and saltwater marshes, bogs, vernal pools, periodically inundated saltflats, intertidal mudflats, wet meadows, wet pastures, springs and seeps, portions of lakes, ponds, rivers, streams, riparian corridors and their

of springs and wells that originate from water stored in underground aquifers.<sup>1</sup> The potential beneficial uses of a water source are determined by water quality and quantity characteristics. Beneficial uses of water on District lands include recreation (fishing, swimming, boating), wildlife and fisheries habitat, livestock watering, drinking water, irrigation, and domestic use. The District monitors water quality to comply with water quality standards intended to protect public health.

- ▶ Park water resources will be used for beneficial purposes. Water quality will be monitored to comply with established standards. The District will participate in cooperative efforts to plan comprehensive watershed management, and will adopt “best management practice” guidelines for District land use activities to minimize potential storm water pollution. The District will monitor land use planning and development activities by other agencies and cities to avoid potential adverse impacts to park land from pollutants generated by offsite or upstream sources.

**Riparian and Wetland Resources.** Riparian and wetland areas are transitional lands between terrestrial and aquatic systems, where the water table is usually at or near the surface or the land is covered by shallow

buffer zones, and all other areas which seasonally or permanently exhibit at least one of the attributes described above. These water sources improve the value of the surrounding area as habitat for wildlife, and are themselves an essential habitat element for plants and animals that require free water or a wetland environment for all or part of their life stages. Wetland resource areas include wetlands, associated plant and animal species, and, to a reasonable extent, the watershed or rights to water sources, the home range of wetland community members, ecological transition zones, and buffer zones adequate to prevent loss of wetland resources by human activity.

- ▶ The District will manage riparian and other wetland environments and their buffer zones to preserve and enhance the natural and beneficial values of these important resources and to prevent the destruction, loss, or degradation of habitat. The District will participate in the preservation, restoration, and management of riparian and wetland areas of regional significance, and will not initiate any action that could result in a net decrease in park wetlands. The District will encourage public access to the Bay/Delta shoreline, but will control access to riparian and wetland areas, when necessary, to protect natural resources.

<sup>1</sup> An underground bed or layer of earth, gravel, or porous stone that yields water.



The towering rocks at Diablo Foothills Regional Park, on the slopes of Mt. Diablo, are picturesque and provide habitat for falcons, vultures, and owls. Photo by Bob Walker.

### **Geology, Soils, and Paleontology**

Soil—the part of the earth’s crust that has been transformed as a result of decomposition, weathering, and organic decay processes—is a basic natural resource that plays a critical role in supporting life. Preventing soil loss due to landslides and wind and water erosion is an important resource management consideration on park land. A certain amount of natural erosion occurs due to steep slopes, immature soils, flooding, wildfire, and/or unstable geologic conditions. Other evidence of erosion can be attributed to past and current land use practices and other human activities. The most successful long-term approach to controlling soil erosion is to maintain vegetative cover and vegetation residue, as this approach forms a barrier to erosion and impedes the overland flow of water by increasing infiltration and inhibiting runoff.

Along with minimizing erosion, the District seeks to preserve the natural geological features of the regional parks and to protect paleontological resources, such as the fossils of organisms from a past geological age that are embedded in rock formations.

- ▶ The District will identify existing and potential erosion problems and take corrective measures to repair damage and mitigate causative effects. The District will manage the parks to assure that an adequate cover of vegetation remains on the ground to provide soil protection. Where vegetative cover has been reduced or eliminated, the District will take steps to restore it, using native or naturalized plants adapted to the site. The District will minimize soil disturbance associated with construction and maintenance operations and avoid disruptive activities in areas with unstable soils, whenever possible. The District will arrest the progress of active gully erosion, where practical, and take action to restore these areas to stable conditions. The District will notify adjacent property owners of potential landslide situations on District lands to warn of potential risks and conform with applicable law, and will protect important geological and paleontological features from vandalism and misuse.

### **Wildland Management Methods**

The wildlands of the East Bay are a dynamic system developed over millennia through complex physical and biological processes, under such influences as fire and grazing animals. Fire is a primal force that plays an important role in the natural cycle of ecological succession, and many plants and animals have adapted to and depend upon recurring fire. Likewise, the native flora of the region evolved in association with grazing by large herds of prehistoric herbivores, long since extinct, and once abundant populations of elk and deer. The wildland flora we see today is a mixture of native vegetation and introduced, non-native annual

grasses and herbs. Most wildlife species are native, with the exception of several species of introduced, non-native, and feral animals. Wildland fires, which once burned unimpeded over wide areas, are largely suppressed today to protect life and property.

Research has demonstrated that active management which simulates the natural influences of fire and grazing animals can be an important factor in maintaining balanced and diverse ecosystems. Controlled livestock grazing and prescribed burning programs can be used to achieve these results. Other resource management methods, such as using machinery to crush, uproot, and mow, disk, or cut down vegetation, are useful in managing wildland resources on a small scale.

Integrated pest management (IPM) provides ecologically compatible practices and treatment strategies for the control of plant and animal pests. (Refer to “Pest Management Policies and Practices,” Appendix, page 72.) Fire management activities are carried out, as necessary, to reduce or maintain wildland fuels at acceptable levels.

- ▶ The District will conserve, enhance, and restore biological resources to promote naturally functioning ecosystems. Conservation efforts may involve using controlled grazing, in accordance with Wildland Management Policies and Guidelines, prescribed burning, mechanical treatments, integrated pest management, and/or habitat protection and restoration. Restoration activities may involve the removal of invasive plants and animals or the reintroduction of native or naturalized species adapted to or representative of a given site.
- ▶ Plant and animal pest species will be controlled by using integrated pest management (IPM) procedures and practices adopted by the Board of Directors. The District will employ integrated pest management practices to minimize the impact of undesirable species on natural resources and to reduce

pest related health and safety risks to the public within developed facilities and/or high-use recreational areas.

- ▶ The District will manage park wildlands using modern resource management practices based on scientific principles supported by available research. New scientific information will be incorporated into the planning and implementation of District wildland management programs as it becomes available. The District will coordinate with other agencies and organizations in a concerted effort to inventory, evaluate, and manage natural resources and to maintain and enhance the biodiversity of the region.

## CULTURAL RESOURCE MANAGEMENT

The lands managed by the East Bay Regional Park District have a rich and diverse cultural and historical background. Cultural resources include archaeological, historical, and scientifically valuable sites, areas, and objects. The District has a responsibility to preserve the legacy and the history of the peoples who occupied this land before the District was established and park properties acquired, as well as to preserve the history of the District itself. Within the regional parks are some of the finest remaining Native American sites in the Bay

Native Americans share their stories and dances at the annual Gathering of the Ohlonean Peoples at Coyote Hills Regional Park. Photo by Nancy McKay.

Area. Native American descendants treasure these remnants of their ancestral heritage and look to the District for their continued protection. The parks also contain many historic features, including buildings, corrals, springs, and foundations in use today, that serve to educate citizens about the early settlers who carved an existence out of the land in the East Bay.

- ▶ The District will maintain a current map and written inventory of all cultural features and sites found on park land, and will preserve and protect these cultural features and sites "in situ," in accordance with Board policy. The District will evaluate significant cultural and historic sites to determine if they should be nominated for State Historic Landmark status or for the National Register of Historic Places; may acquire cultural and historic resource sites when they are within lands that meet parkland acquisition criteria; and will maintain an active archive of its institutional history and the history of its parklands and trails.





Table 1  
**Existing  
 Resources  
 Matrix**

	Birds (special)	Other Animals (special)	Plants (special)	Geology or Fossils	Historic Features	Native American Sites	Grasslands	Chaparral	Shrublands	Oak Woodlands	Oak/Bay Woodlands	Mixed Evergreen Forests	Redwood Forests	Riparian Areas	Bay Openwater and Tidelands	Bay Marsh or Wetlands	Fresh Marsh or Wetlands	Unusual Natural Features	Other
1. Antioch Shore			•												•				
2. Ardenwood			•		•	•												•	•
3. Bay Point																			
4. Big Break	•	•	•							•					•	•	•		
5. Bishop Ranch			•				•	•			•			•	•	•	•		
6. Black Diamond	•	•	•	•	•			•	•	•	•		•	•			•	•	•
7. Briones	•	•	•	•	•		•	•	•	•	•			•			•		•
8. Brooks Island	•				•	•	•	•		•					•	•			•
9. Browns Island			•		•		•	•		•					•	•			•
10. Carquinez Strait	•		•		•	•	•	•	•	•				•	•		•		•
11. Castle Rock					•		•	•		•				•					•
12. Chabot - Anthony	•		•		•		•		•		•		•	•	•		•	•	•
13. Chabot - Lake	•		•		•	•	•		•		•		•	•			•	•	•
14. Claremont Canyon		•	•				•		•		•			•					•
15. Contra Loma		•	•		•		•			•				•			•		
16. Coyote Hills	•	•			•	•	•		•					•		•	•		•
17. Crown Beach	•				•										•	•			
18. Cull Canyon							•		•		•			•			•		•
19. Del Valle	•	•	•	•	•		•	•	•	•				•			•	•	•
20. Diablo Foothills	•	•	•	•			•	•		•				•			•	•	•
21. Don Castro	•						•	•		•				•					•
22. Dry Creek Pioneer	•				•		•		•	•	•			•			•		•
23. Garin	•	•			•	•	•	•	•	•	•			•			•	•	•
24. Hayward Shore	•	•	•		•										•	•	•		•
25. Huckleberry			•				•	•	•	•	•	•		•				•	•
26. Kennedy Grove	•	•			•		•		•	•	•			•					•
27. Las Trampas	•	•	•	•	•		•	•	•	•	•			•			•		•
28. Leona Heights			•				•		•		•			•					•
29. Little Hills							•				•			•					•
30. Martin Luther King	•		•												•	•			•
31. Martinez Shore			•		•										•	•			•
32. Miller/Knox					•	•	•		•			•			•	•	•	•	•
33. Mission Peak	•	•			•	•	•	•	•	•	•			•			•	•	•
34. Morgan Territory	•	•	•	•	•	•	•	•	•	•	•			•			•	•	•
35. Ohlone	•	•	•		•	•	•	•	•	•	•			•			•	•	•
36. Oyster Bay	•														•	•			•
37. Pleasanton Ridge	•	•	•		•	•	•	•	•	•				•			•		•
38. Pt. Pinole	•	•	•	•	•		•								•	•		•	•
39. Pt. Isabel			•												•	•			•
40. Quarry Lakes	•						•										•		•
41. Redwood	•		•		•	•	•	•	•	•	•	•	•	•					•
42. Roberts			•		•			•			•		•						•
43. Round Valley	•	•			•	•	•	•	•	•				•			•		•
44. San Pablo Bay															•	•			•
45. Shadow Cliffs	•	•	•		•									•			•		•
46. Shell Marsh	•		•				•										•		•
47. Sibley	•		•	•			•		•		•	•					•		•
48. Sobrante Ridge			•				•	•	•	•	•			•					•
49. Sunol	•	•	•	•	•	•	•	•	•	•	•			•			•	•	•
50. Sycamore Valley							•			•	•			•			•		•
51. Temescal			•	•	•			•		•	•			•					•
52. Tilden	•	•	•	•	•		•		•	•	•	•		•			•		•
53. Vargas Plateau							•	•		•	•								•
54. Vasco Caves			•	•		•	•		•	•							•	•	•
55. Wildcat Canyon	•		•	•	•	•	•		•	•	•			•			•	•	•

# 3

## Public Access and Services



Park District naturalists provide programs for school groups like this class at Sunol Wilderness Regional Preserve. Photo by Blitz Krieger.

## **Public Access, Interpretation, and Recreation**

One of the most attractive features of the East Bay Regional Park District is that its parks and trails are easily accessible to virtually every Bay Area resident. Most park visitors are drawn from the 2.1 million residents of Alameda and Contra Costa Counties, all of whom can find regional park areas within 15 to 30 minutes of their homes. Indeed, no park in the system is much more than an hour away from any District resident by automobile or public transit. The District also welcomes people from throughout greater Northern California who live within convenient driving time of East Bay parks and visitors who come to the San Francisco Bay Area from around the world.



Many of the regional parks are several thousand acres in size. Most can generally be described as “open space” or “wildlands,” as they remain in a relatively natural state except for trails and small, developed areas, usually located at the edges of the parks. Other parklands, usually smaller in size and located on previously developed areas, are designed and built to accommodate higher levels of access and use. This combination of natural areas and more developed (or “built”) recreational areas offers visitors the opportunity for a wide variety of recreational activities, facilities, services, and programs.

The District develops recreational sites selectively and carefully, in keeping with the special features of each site. Generally, the public can find trails, picnic areas, and camping areas, as well as facilities that focus on the special resources of the site, such as a boat ramp on a lake. Some parks also include unique facilities, such as a miniature steam train or a sand/coal mine. Built facilities are numerous, varied and well-used; however, they represent no more than 10 percent of District lands. (Refer to the Existing Activities and Facilities Matrix on page 29.)

The District recognizes that people must understand and appreciate the intrinsic value of the parks’ natural and cultural features if they are to care for them and enjoy them to the fullest. Thus, the District is committed to a strong educational effort that seeks to impart the value of the parks to visitors and instill in them an abiding appreciation for the environment.

## **PUBLIC ACCESS**

### **Transportation Accessibility**

Regional parks are generally located within a 30 minute drive of East Bay residents’ homes or places of employment. The District encourages access to and use of the regional park system by providing parking and trail heads at convenient locations. The District also advocates and supports public transportation that provides easy access from communities throughout the District. While automobiles continue to be the primary means of getting to the parks, travel to parks on foot, horseback, and bicycle is becoming increasingly popular and is encouraged by the District.



A Teen Adventure Camp ropes course at Anthony Chabot Regional Park teaches youngsters teamwork and self-confidence. Activities like this, including kayaking, horseback riding, trail building, and camp outs, encourages physical and mental development in teenagers. Photo by Nancy McKay.

- ▶ The District will provide access to parklands and trails to suit the level of expected use. Where feasible, the District will provide alternatives to parking on or use of neighborhood streets. The District will continue to advocate and support service to the regional park system by public transit.

### **Accessibility for those Requiring Special Assistance or Facilities**

Facilities should be easily accessible for all park users. Comprehensive laws, such as the Americans With Disabilities Act (ADA) and the corresponding California Accessibility Code, require that places of public accommodation, commercial facilities, building additions, or alterations be designed and constructed to meet specific accessibility standards. The District implemented a “Whole Park Access” program in 1987 and continues to retrofit existing facilities to accommodate the needs of disabled park users. (Refer to the Whole Park Access Study, Appendix, page 72.)

The District serves a broad economic spectrum of users, and recognizes the need to provide access for everyone, regardless of economic status. In every way feasible, the District strives to accommodate the need of the park user for affordable opportunities in the regional parks.

- ▶ The District will endeavor to assist individuals and groups who require special assistance with programs or facilities because of physical disability or economic circumstances.

### **INTERPRETATION AND RECREATION SERVICES**

The District has placed a high and continued emphasis on recreational and interpretive programs that enhance access to and use of the park system. These programs are aimed at serving people of all ages, cultural back-

grounds, and abilities, in keeping with the District's vision and mission. Over time, this effort will increase public services while expanding public understanding of the important role that open space resources play in sustaining the quality of life for all Bay Area residents.

## **Interpretation**

The objective of the Interpretive Program is to offer park visitors stimulating educational experiences that will instill in them an appreciation of the region's natural and cultural resources and motivate them to conserve and protect these resources. In this pursuit, the District provides a variety of programs, services, and facilities. Specially trained naturalists and other professionals offer interpretive programs in visitors centers located throughout the region. Interpretive services include talks and tours, workshops, permanent and portable exhibits, resource materials, activities with school groups and educators, and special events. With naturalist-led field trips and hands-on demonstrations, the parklands serve as "living laboratories" for students of all ages. (Refer to the Interpretive Services Manual, 1983.)

- ▶ **The District will provide a variety of interpretive programs that focus attention on the region's natural and cultural resources. Programs will be designed with sensitivity to the needs and interests of people of all ages and backgrounds. Programs will enhance environmental experiences and foster values that are consistent with conserving natural and cultural resources for current and future generations to enjoy. The District will pursue and encourage volunteer support to assist in meeting these objectives.**

## **Recreation**

The District offers a variety of programs designed to expand the recreational options for current park users as well as to reach out to individuals, families, and

groups who have not had the opportunity to develop an active outdoor lifestyle. Participants in these regional programs can swim at lifeguarded beaches, picnic, camp, take Park Express bus trips through the parks, volunteer useful services, and enjoy a wide range of special events and outdoor activities. By offering programs that appeal to its diverse communities, the District plays a key role in promoting healthy, positive recreational uses of the regional parks. This exposure to the parks helps build public support for preserving open space and investing in regional recreational areas and facilities. (The District is currently preparing a Recreation Manual. Please refer to the Special Events Policy, Appendix, page 72.)

- ▶ **The District will offer recreational programs and services that appeal to participants of all ages and backgrounds, in keeping with its vision and mission. The District will create and manage a comprehensive offering of recreational opportunities, tours, and outdoor skills training that will help visitors use and enjoy the parks and trails, and will collaborate with other agencies, organizations, and partners to provide a broad spectrum of regional recreational opportunities.**

## **RECREATIONAL FACILITIES AND AREAS**

The District's 85,000 acres of scenic regional parks provide for many activities that require little more than access by trails. Such activities include contemplation, nature appreciation, photography, painting, and birding. The District also provides a carefully developed system of active recreational areas and facilities that support a wider variety of opportunities, such as picnicking, camping, and aquatic activities. Beyond the standard facilities that are found in many of the parks, some parks offer special recreational resources, such as the merry-go-round, miniature steam train, and meeting hall found in Tilden Park. Future offerings

may include an even greater variety of easily accessible regional recreational facilities. (Refer to the Activities & Facilities Matrix on page 29 and Chapter 4.)

The District manages recreational facilities in a way that is sensitive to the preservation of natural and cultural resources and open space. Through the District's planning process, described in Chapter IV, recreational proposals are evaluated for suitability and designated for selected locations. In many cases, recreational facilities are operated by lessees, concessionaires, and non-profit organizations. The public-private partnerships thus created help to serve the public interest by meeting demands for regional recreational opportunities that the District alone could not provide. (Refer to the Process for Concessions and Special Use Projects Policy, Appendix, page 72.)

- ▶ The District will provide areas and facilities that serve the recreational needs of park users, in accordance with the plans, policies, and park classifications adopted by the Board of Directors. The District will generally not develop or provide facilities that are more appropriately provided by local recreational and park agencies. Where possible and appropriate, the District will provide multiple-use facilities to serve recreational needs.

The following summarizes the variety and scope of currently built areas and facilities. It is not intended that this summary limit discussions about future areas

and facilities. The Board of Directors will determine new development, in the context of the District's vision and mission.

#### Trails

The District provides over 1,000 miles of trails, including regional trails that connect parklands and provide access to local communities. Some trails are for hiking only or hiking and equestrian use, while others accommodate multiple uses, like hiking and biking. The District also provides special trail development, such as boardwalks. In recent years, the demand for trails close to home has increased dramatically, and trail use has been on the rise for everything from basic transportation to healthful outdoor exercise.

- ▶ The District will expand its comprehensive trail system by providing more hiking and equestrian narrow trails and more multiple-use paved and unpaved trails. A primary objective will be to provide

Hundreds of miles of quiet, scenic trails are within minutes of East Bay urban areas. This visitor is hiking through Redwood Regional Park.

Photo by Nancy McKay.



An extensive network of paved, multi-use trails connects many East Bay cities with regional parklands. These bicyclists are enjoying a ride on the Delta DeAnza Regional Trail in Antioch.  
 Photo by Andrew Van Dis.



inter-connecting trails and to link the regional parks through a District-wide system of trails. (Refer to Figure 2, page 50 and Figure 3, page 74.)

**Hiking and Equestrian Narrow Trails.** The District provides more than 200 miles of narrow trails for hiking and equestrian uses. These trails are often designed to provide access to quiet, natural areas where construction of wider, multi-use trails would be inappropriate. These trails are found in all parks, particularly the older parks in the system. From time to time the District may limit use or access to trails to protect sensitive resources or for public safety purposes.

- ▶ The District will continue to add narrow trails throughout the system of regional parklands.

**Unpaved Multi-use Trails.** The District provides over 600 miles of unpaved, multiple use trails for walking, hiking, jogging, bicycle and horseback riding, and wheelchairs, where paved trails are not appropriate or necessary. Multi-use trails also provide access for service and emergency vehicles. Most of these trails were installed as service roads by prior owners.

- ▶ The District will expand its unpaved multi-use trail system as additional acreage and new parks are added. The District will continue to provide multi-use trails to link parks and to provide access to park visitor destinations

**Paved Multi-use Trails.** The District currently provides over 130 miles of paved trails. These trails, primarily located in more developed areas, serve as a non-

motorized circulation and transportation system connecting to public transportation hubs, employment and retail centers, and other destinations. Generally, the District's West Metropolitan Sector and South Metropolitan Sector have a greater unmet need for paved, multi-use trails. (See sectors on map, page 7.)

- ▶ The District will continue to plan for and expand the system of paved, multi-use regional trails connecting parklands and major population centers.

**Picnic Areas**

The District is the primary source for group and family picnic sites in the East Bay. In 1996, the District provided over 4,000 picnic tables with cooking or barbecue equipment, over 100 reservable group picnic sites, and more than 300 family picnic areas. In addition, informal picnicking on lawns and in meadows is a popular pastime for park users. Demand for family and group picnic areas is increasing.

- ▶ The District will continue to develop group and family picnic facilities throughout the parks system and will continue to improve the reservation system.



Swimming is a popular activity at Del Valle Regional Park's two swim beaches. Lifeguards are on duty daily during the summer swim season. Photo by Norm Hughes, California Department of Water Resources.

### Children's Play Areas

The District currently provides children's play structures in 21 areas, including Martin Luther King Jr. Regional Shoreline, Pt. Pinole Regional Shoreline, Wildcat Canyon Regional Park, and Temescal Regional Recreation Area. Play areas are an integral part of these recreational areas, especially in conjunction with reservable group picnic areas or swim facilities that serve large numbers of children. These facilities provide a special place for young families and introduce children at an early age to the recreational opportunities available in the regional parks. In recent years, the District has developed several play areas with an environmental theme to give these facilities an added interpretive value.

- ▶ The District will continue to develop children's play areas in suitable park settings designated for recreation. The District will attempt to incorporate environmental and cultural themes in the design of these facilities.

### Aquatics

The District offers aquatic activities at lakes throughout the two-county area and at shoreline sites along the San Francisco Bay and the Delta. A primary destination for aquatic activities in the region, the District provides beaches for swimming; marinas with rental boats, windsurfing boards, and launching areas; and opportunities for fishing at nine lakes and along some 60 miles of bay shoreline. Recreational angling opportunities range from no-fee, self-sustaining fisheries to fee-supported "put-and-take" operations that are specially stocked and closely monitored (see page 14). The District encourages angling at appropriate facilities with pedestrian, boat, and auto access. Demand for such access is growing.





Day Camps are an important part of the Park District's summer programs for children. These youngsters mix learning and fun by building model moon rovers during a Science Camp at Redwood Regional Park. Photo by Nancy McKay.

- ▶ The District will continue to plan, develop and provide a regional system of aquatic facilities at parks that can support these activities. The District will strive to improve public access to lakes and to the San Francisco Bay and Delta shorelines for boating and fishing, and will increase access to swimming beaches.

## Camping

The District is the primary provider of day and over-night camping facilities in Alameda and Contra Costa Counties. In 1996, the District concluded a major review of its camping program with the assistance of a citizen-based Camping Task Force and the District's Park Advisory Committee. As a result, the Board of Directors adopted a new comprehensive Camping Program for improving existing sites and for expanding the availability of camping opportunities by carefully adding new sites, using a step-by-step review process. (See Appendix.)

The District will develop a priority list of projects for upgrading current sites, for adding new camps to meet the growing camping needs of East Bay residents, and for welcoming campers from throughout the greater Bay Area and the world. Since funding for this expanded program is limited, the District will seek gifts, grants, and other forms of financial and operational support, including possible site development and operation by others. Each facility is to be designed and operated, to the maximum extent feasible, in a way that will serve individuals with physical disabilities.

Accommodations for bicycle and equestrian use will be provided as necessary. The District will plan, develop, and operate a balanced regional system of camps, including:

**Day Camps.** The District will improve existing and develop new day camp sites, located geographically around the East Bay to ensure that youth groups will have access to sites with minimum driving time.

**Group Camps.** The District will increase the number of group camp sites to balance service throughout the region.

**Backpack Camps.** The District will develop and operate a system of backpack sites for multi-day hikes, now that longer treks are possible on regional trails. The District will give priority to backpack camps on or along the regional trails.

**Family Camps.** The District currently operates three family camp sites. New family camps will be considered at parks listed in the Camping Program that can support this activity.

**Residential Camps.** The District will move cautiously into this new program, identifying sites that are appropriate for group residential and retreat uses and seeking out suitable organizations to develop and operate its residential camps. All residential camps will be specifically designed for full access and use by disabled individuals and groups.

**Hostels.** Where appropriate, the District will encourage others to establish hostels, especially along regional trails.

- ▶ The District will continue to plan and develop a balanced system of regional camping facilities, including day camps, group camps, backpack camps, family camps, and residential camps.

### Special Facilities

The District operates special facilities that offer unique recreational opportunities and appeal to diverse interests. These special facilities include, for example, equestrian centers; meeting and conference areas; a botanical garden; golf courses; archery and marksmanship ranges; a water slide; a hang gliding area; model boat, train, and airplane areas; an historic merry-go-round; and an historic farm. Before constructing new special facilities or adding them through acquisitions,

the District analyzes the proposed facilities to ensure that they are consistent with the District's vision and mission, that they are economically feasible, that they will not damage other parkland resources, and that they are desired by the visiting public. The processes for these evaluations are described in Chapter IV.

- ▶ The District 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 District will ensure that these facilities are compatible with the District's vision and mission, with other parkland resources and priorities, and with public needs and demands. ensure that these facilities are compatible with the District's vision and mission, with other parkland resources and priorities, and with public needs and demands.



The Regional Park's Botanic Garden at Tilden Regional Park in Berkeley is devoted exclusively to the collection and propagation of California native plants. Photo by Nancy McKay.

Table 2  
**Existing  
Activities  
and Facilities  
Matrix**

	Parking or Staging Areas	Swimming	Fishing	Boat Rentals or Marinas	Boat Launch Ramps	Windsurfing	Visitor Centers	Picnic Areas	Children Play Areas	Trails – Unpaved Multi-use	Trails – Paved Multi-use	Narrow Hiking and Riding Trails	Equestrians – Boarding Barns	Equestrians – Horse Rentals	Equestrians – Arenas	Day Camps	Group Camps	Family Campgrounds	Backpack Camps	Food Service Facilities	Golf Courses	Field Archery Ranges	Marksmanship Range	Public Meeting Rooms	Model Trains or Boats	Other Special Facilities	Meadows and Lawns		
1. Antioch Shore	•		•					•																		•	•		
2. Ardenwood	•						•	•				•									•					•	•		
3. Bay Point																													
4. Big Break			•																										
5. Bishop Ranch	•									•																			
6. Black Diamond	•						•	•		•		•								•									
7. Briones	•							•	•	•							•									•			
8. Brooks Island			•									•											•						
9. Browns Island			•									•																	
10. Carquinez Strait	•		•					•		•		•																	
11. Castle Rock	•	•						•	•	•		•																	
12. Chabot – Anthony	•									•		•	•	•							•						•	•	
13. Chabot – Lake	•		•	•				•		•	•													•			•	•	
14. Claremont Canyon												•									•	•		•			•	•	
15. Contra Loma	•	•	•	•	•	•		•		•	•			•								•			•		•	•	
16. Coyote Hills	•						•	•		•	•	•									•						•	•	
17. Crown Beach	•	•	•			•		•		•	•																•	•	
18. Cull Canyon	•	•	•					•		•	•	•															•	•	
19. Del Valle	•	•	•	•	•	•	•	•		•	•	•		•							•						•	•	
20. Diablo Foothills	•									•											•						•	•	
21. Don Castro	•	•	•					•		•		•																	
22. Dry Creek Pioneer										•											•								
23. Garin	•		•				•	•		•								•								•		•	
24. Hayward Shore	•									•																			
25. Huckleberry	•											•																	
26. Kennedy Grove	•							•	•	•		•																	
27. Las Trampas	•							•		•	•	•	•	•											•		•	•	
28. Leona Heights	•									•																			
29. Little Hills	•	•						•	•	•		•																	
30. Martin Luther King	•		•	•	•			•	•	•	•										•					•	•	•	
31. Martinez Shore	•		•					•	•	•	•	•			•						•						•	•	
32. Miller/Knox	•	•	•					•	•	•	•	•													•		•	•	
33. Mission Peak	•									•	•	•															•	•	
34. Morgan Territory	•									•	•	•																	
35. Ohlone												•							•										
36. Oyster Bay	•		•					•		•		•																	
37. Pleasanton Ridge	•									•																			
38. Pt. Pinole	•		•					•	•	•	•							•											
39. Pt. Isabel	•		•			•				•																			
40. Quarry Lakes			•									•															•	•	
41. Redwood	•							•	•	•	•	•	•		•											•	•	•	
42. Roberts	•	•						•	•	•	•	•												•			•	•	
43. Round Valley										•											•							•	•
44. San Pablo Bay	•		•					•		•	•	•																	
45. Shadow Cliffs	•	•	•	•	•			•		•	•	•																•	
46. Shell Marsh	•											•									•			•					
47. Sibley	•						•			•		•																	
48. Sobrante Ridge	•									•																			
49. Sunol	•						•	•		•	•	•		•					•	•	•								
50. Sycamore Valley										•																			
51. Temescal	•	•	•					•	•	•	•	•																	
52. Tilden	•	•	•				•	•	•	•	•	•									•			•			•	•	
53. Vargas Plateau										•											•	•			•	•	•	•	
54. Vasco Caves																													
55. Wildcat Canyon	•							•	•	•	•	•																•	

# 4

## Planning and Acquisition



Round Valley Regional Preserve was made accessible to the public through recent key land acquisitions linking it to a public road. The planning process that leads to the opening of the parkland was designed to accommodate visitors' needs while protecting the parkland's unique natural resources. Photo by Bob Walker.

## PLANNING PROCESSES AND POLICIES

The first plan for creating regional parklands, "Proposed Park Reservations for East Bay Cities," was written in 1930. The goals of this plan were highly publicized, well debated, and led ultimately to the formation of the East Bay Regional Park District in 1934. Since that time, the District has followed the practice of preparing plans for the future of the regional parks and submitting these plans to the public for review and comment. Over the years, planning based on informed public review has helped to distribute parkland resources equitably within the region and has formed a framework for acquiring, protecting, restoring, and managing park resources as well as for providing recreational facilities and services. This chapter describes the District's planning processes and policies for acquiring and protecting resources and for providing access and services.



### BALANCED PARKLAND DISTRIBUTION: A GUIDING PRINCIPLE

The East Bay Regional Park District strives to provide a balanced system of regional parks, trails, and services for all District residents, in keeping with this Master Plan. For purposes of planning, the Master Plan divides the District into three sectors:

**West Metropolitan Sector:** Crockett to San Leandro, bounded on the west by the San Francisco Bay and on the east by the East Bay hills

**South Metropolitan Sector:** San Lorenzo to the Santa Clara County line in the south; and in Alameda County to the San Joaquin County line in the east

**Diablo Sector:** East of the East Bay hills; includes lands bounded on the north by Carquinez Strait and the Delta Shoreline; on the east by San Joaquin County; and on the south by the Alameda County line and Hwy 580.

Refer to Figure 1, Existing Parks and Trails, Chapter 1, page 7, for a map showing the locations of the sectors. The population percentages for the three sectors for the years 1995 and 2005 (projected)<sup>1</sup> are :

	1995	2005
West Metropolitan Sector	38.8 %	35.6 %
South Metropolitan Sector	31.2 %	31.6 %
Diablo Sector	30.0 %	32.8 %

The District allocates resources based primarily on the population projections for the three sectors. However, to balance land acquisition, development, services, and parkland operations equitably among the sectors, the District evaluates a variety of other important factors for any given project. These factors include financing, long-term goals, special opportunities, and the unique characteristics of the sectors. The District also endeavors to take advantage of opportunities that can help to supplement or otherwise make the most of residents' tax dollars. Thus, the District affects the balance with the implementation of each project. Balanced parkland distribution is a goal to be achieved over a period of time and a guide for day-to-day Board decisions.

<sup>1</sup> Source - "Population Projections for Master Plan 1997" by the Association of Bay Area Governments, July 25, 1996.

The passage of Bond Measure AA in 1988 enabled the District to greatly increase its acquisition and recreational development programs. Measure AA allocates funds equitably by planning sector and parkland, and includes a commitment to distribute bond funds equitably between Alameda and Contra Costa Counties.

In 1992, the size of the District increased by about 200 square miles with the annexation of eastern Alameda County. In 1994, the regional park and trail portions of the Livermore Area Recreation Park District's (LARPD) Master Plan were incorporated into the District's Master Plan on an interim basis. This Master Plan fully integrates eastern Alameda County into the East Bay Regional Park District. The current and proposed distribution of parklands is shown in Figure 3, Regional Parkland and Trail Map, Chapter 6, page 74.

- ▶ The District will continue to acquire, develop, and operate areas and facilities and to provide programs and services with the primary goal of achieving a long-term balance throughout the park system. The District will continue to allocate resources based on the populations projected for the West Metropolitan, South Metropolitan and Diablo sectors. Eastern Alameda County will be added to the South Metropolitan sector. To make the most efficient use of public funds, the District will evaluate and seek to support and enhance the parks, programs, and services of other agencies.

### KEY ELEMENTS OF THE PLANNING PROCESS

The District's planning efforts involve a core commitment to public participation and informed review; compliance with applicable laws; analysis of natural resources and assessment of public use objectives;

protection of open space; and on-going liaison with other jurisdictions. Each of these key elements of the planning process is addressed below.

### Public Participation

The District encourages public participation in all of its planning processes. For example, the District holds a public meeting before developing a Land Use Plan (LUP) to obtain comments about possible resources, activities, and facilities. The LUP process also includes review by the Park Advisory Committee (PAC), a citizen-based committee that provides wide-ranging guidance to the Board of Directors; a public meeting after a draft of the LUP is circulated; and a public hearing before the Board adopts the plan. As a part of this process, the District notifies interested agencies, groups, individuals, and park neighbors; notifies neighborhoods; and publishes news releases to publicize the public meetings.

- ▶ The District will notify the public about the publication of plans and the scheduled times for public review and comment. The Board will schedule plan review sessions in the geographic locale of interested communities, and will conduct other public outreach efforts as needed to fully communicate the goals of the plan and to accept review and comment from interested individuals.

### Environmental Compliance

The District follows policies and procedures that comply with the California Environmental Quality Act (CEQA). The District evaluates the environmental impact of planned projects and prepares the appropriate CEQA documentation for Board approval. In the case of parklands located adjacent to lands owned by other jurisdictions, the District fully considers the comments of these neighboring agencies in the plan



preparation process. (Refer to page 48 for information about facilities planning.) The District also complies with applicable laws and permit requirements.

- ▶ All District planning documents will be developed and approved in compliance with the California Environmental Quality Act (CEQA), and when appropriate, the National Environmental Policy Act (NEPA).

### **Resource and Recreational Use Analysis**

Resource protection is a primary goal of the District planning process. (See pages 48-51 for the types of resource management and land use planning documents prepared by the District.) To this end, the District conducts field investigations, research, and surveys that analyze existing conditions, constraints, potential threats, and opportunities, then recommends

Fun, games, and environmental skits are on the program at the Tilden Watershed Festival and similar special events at Tilden Regional Park's Environmental Education Center. These children are singing a song about respect for the land. Photo by Nancy McKay.



measures to address problems and mitigate the impact that plans may have on natural resources. The District actively seeks public review of these recommendations. Another primary planning goal is to determine the appropriate use for potential parklands. The District reviews existing parkland use and reviews public need, desires, and trends. These are evaluated through observation and contact with the public. District surveys, other agency surveys, and comments from the public about future recreational activities and facilities form the basis for establishing public use.

- ▶ The District will identify important natural resources in the parks and develop measures for protecting them. Based on its evaluation, the District will make recommendations and take appropriate action. The District will consider the needs of potential park users along with resource information and recreational policies in determining future recreational facilities.

### **Open Space Protection**

Cities and counties in California are required by state legislation to include an open space element in their general plans. Open space is defined broadly in this legislation to cover land for preservation of natural resources, land for managed production of resources, land or water for protection of fishing or mineral deposits, land or water for recreation, or land for public health and safety. A wide range of public

Preserving shoreline habitat and securing bay access are two goals of the Eastshore State Park project, in which the Park District has acted as land acquisition agent for the state of California. This parkland will protect San Francisco Bay shoreline in Oakland, Emeryville, Berkeley, Albany, and Richmond. Photo by Bob Walker.



agencies and private groups are involved, and a wide range of approaches are being used, to preserve open space for these different purposes. The District participates actively in this open space preservation effort.

The District seeks to protect its parklands through scenic easements, development restrictions, zoning and land use regulations, and other techniques. The District also works with cities, counties, regional agencies, and public interest groups to preserve open space and important habitat in order to enhance biodiversity and protect wildlife habitat and corridors.

- ▶ The District will participate in efforts to protect scenic or cultural resources, develop larger, multi-agency open space preserves, provide recreational opportunities, protect agricultural use, avoid hazards, and plan for appropriate urban growth boundaries. The District will work with other jurisdictions to develop open space preservation plans and policies that recognize the District's public interests in open space preservation and that are consistent with Board policy.

### **Liaison with Other Jurisdictions**

The District maintains direct relationships with other public agencies that have common interests through formal liaison committees, participates in joint powers agreements of various types, and serves on a wide

range of special purpose committees and study groups. The District monitors the activities of the neighboring 32 cities, two counties, numerous special districts, and a variety of federal, state and regional agencies to identify mutual goals and to protect its interests. The District requests changes in proposed projects and/or requests specific mitigation measures and conditions of approval to protect or support its purposes. The District seeks financial assistance from other jurisdictions, as appropriate, in order to acquire, develop, operate, or maintain properties.

- ▶ The District will work actively with cities, counties, districts, and other governmental agencies to assure that they understand and consider District interests. The District will protect its interests when other jurisdictions plan or approve projects that affect the District and will work with them to develop and articulate mutual goals. The District will seek to understand the perspectives of other governmental agencies and to resolve conflicts in mutually satisfactory ways.
- ▶ The District will work with local governments and other agencies to develop funding agreements that offset the cost of maintaining and operating open space, parklands and trails accepted by the District.

### **ACQUISITION**

The District acquires land, or the right to operate land, through purchases, gifts, bequests, or dedication (as part of a land development or subdivision approval). It acquires rights to use land owned by others through easements, license agreements, operating agreements, special permits, or any other mutually agreed upon arrangement that permits the District to carry out its policies and programs in keeping with the Master Plan.



### Park and Trail Acquisition Criteria

In deciding whether to acquire land for parklands or trails, the District must consider whether a specific acquisition is consistent with the District's plans and policies, as set forth in the Master Plan, and, if so, whether the timing, price, and conditions of the acquisition are acceptable. The factors to be considered can vary widely, depending on the size and location of the property, the rights acquired, owner's requirements or interests, and funding sources.

The District seeks to acquire parklands and trails so that, over time, it maintains an equitable distribution of facilities and programs throughout the District. Each park or trail is generally composed of several acquisitions made over the years. Various parcels may have different attributes that work together for optimum public use. Potential acquisitions are considered with respect to the features they contribute, which may include natural resources, opportunities for recreation or for enjoying open space, historic or cultural resources, interpretive and educational opportunities, scenic value, access and transportation, or, in the case of trails, a needed link in the regional system. Many acquisitions offer several of these features.

Some acquisitions are made because they serve important operational or land management needs. For example, an acquisition may provide a logical, more manageable park boundary, protect trail or wildlife corridors, link properties, or eliminate an operational problem such as poor access, thus reducing costs. It may provide a buffer to protect important resources or prevent visual intrusion on parklands and open space.

In some cases, also, an acquisition may be important as part of a coordinated program with another agency. The District usually acquires property that is contiguous to existing holdings, but it may acquire non-contiguous lands if doing so is consistent with the policy represented by the Regional Parks and Trails Map shown in Chapter 6, page 74.

The timing of an acquisition may be affected by such considerations as the availability of funding, especially from grants or outside sources, needs or desires of the seller, coordination with other agencies, the need to prevent the loss of an important site to development, or the opportunity to take advantage of favorable real estate market conditions.

- ▶ The District will acquire property in accordance with the Master Plan 1997, giving careful consideration to operating and program needs, the District's financial position, timing factors that affect the sale of the property, and opportunities provided under Measure AA and any subsequent funding measures.

Land forms at Mission Peak Regional Preserve reveal the underlying geology. Parks like Sibley and Black Diamond preserve unique geological features for posterity. Photo by Bob Walker.



## Acquisition Procedures

After the District identifies a parcel that is important for carrying out the purposes of the Master Plan, the Board adopts a resolution in open session authorizing negotiations. The District obtains an independent appraisal of the parcel, and then enters into negotiation for the property at fair market value. The District does not exercise its right of eminent domain (condemnation) except as a last resort or at the request of the property owner. After an option or purchase agreement is signed, the District brings to the Board a comprehensive Acquisition Evaluation which the Board reviews before taking action. The evaluation includes compliance with the Regional Parkland and Trail Map, a property boundary determination, a preliminary resource evaluation, including recreational potential, and an estimate of acquisition, development and annual operating costs over a five-year period.

The District also works actively with cities and counties, other public agencies, and property owners to encourage them to convey to the District land or land rights that are consistent with the Master Plan and District programs. The District prepares an Acquisition Evaluation which the Board reviews before accepting land offered as a dedication, gift, or bequest.

- ▶ Before acquiring land or land rights, the District will prepare an Acquisition Evaluation for the proposed land, based on the best available information, to determine its consistency with the Master Plan and its suitability as an addition to the District's park and trail system.

## Land Banking

Most of the property the District acquires is usually not suitable for immediate use, due to such factors as lack of public access, the need to eliminate unsafe conditions, the need to protect natural or man-made



Each year, volunteers join park staff in trail construction and rehabilitation at various regional parklands. These workers are putting in a new trail at Del Valle Regional Park during the annual statewide Trail Days. Photo by Steve Fiala.

resources, or the need to acquire contiguous land. Such property is not opened to the public and remains in “land bank status” until the constraints on public access are removed. While in land bank status, property is maintained at the minimum level necessary to protect District interests.

- ▶ The District will hold acquisitions in land bank status until the property is suitable for public access.

### **Parkland Dedication in Perpetuity and Parkland Disposition**

Under Public Resources Code Section 5540, the East Bay Regional Park District is authorized to dedicate land or property rights for public park and recreational use in perpetuity. This is a specific process through which the Board, by formal Resolution of Dedication, specifies that certain described and mapped lands are set aside permanently as public parkland or trail. Section 5540.5 of the Public Resources Code provides that the Board may, by unanimous vote, exchange up to ten acres per year of dedicated land under specified circumstances. The District, with the participation of the citizen-based Park Advisory Committee (PAC), annually reviews its undedicated land holdings to determine which may be suitable for dedication in perpetuity. For properties found to be suitable for dedication in perpetuity, an appropriate Resolution of Dedication is prepared and presented to the Board.

- ▶ District parklands that the Board determines are appropriate for permanent commitment to park, recreational, or trail use, will be dedicated in perpetuity as provided for in state law. Non-dedicated parklands that the District determines are not necessary or appropriate for District use may be transferred to other agencies or sold, when doing so is in the best interest of the District.

## **PLANNING FOR REGIONAL PARKS AND TRAILS**

The East Bay Regional Park District’s planning process is designed to inform the public, to protect natural and cultural resources, and to direct the District in proper land use and recreation development. Plans are the District’s primary vehicle for striking the appropriate balance between resource protection and recreational use. They are based on a thorough assessment of site conditions and are instrumental in preserving open space areas by concentrating recreational development. They identify recreational opportunities based on an analysis of the needs and interests of potential visitors and an assessment of existing facilities. The planning process provides a major opportunity for interested people to review and comment about particular parks or trails.

Planning has two phases:

- The District classifies parklands by their general or predominant character. This classification indicates the general level of resource protection or recreational use appropriate for an area. The various classifications are described below.
- The District next prepares a plan for resource management and proposed development. Important elements of each plan are the Land Use Designations and the Planning and Management Guidelines. (See pages 52-57.)

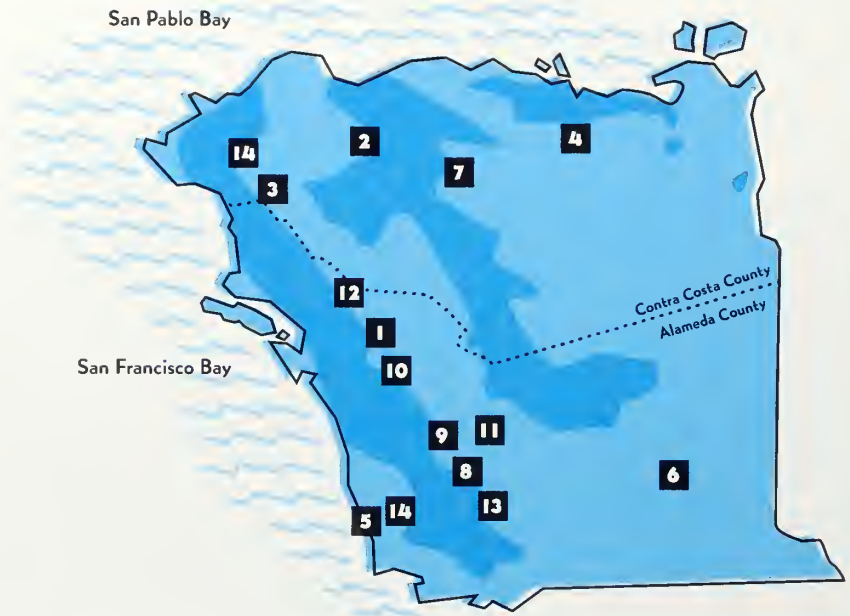
Park classification and land use planning work hand in hand to provide a long-range, comprehensive program for parks, trails, and facilities throughout the two-county area.

## Classifying Parklands

All District parks are categorized into the following five classifications: Regional Park, Regional Preserve, Regional Recreation Area, Regional Shoreline, or Regional Trail, as described below. Each classification has a distinct purpose and sets forth the minimum standards that an area must have to be considered part of the regional park system. (The classifications are supported by planning documents that indicate appropriate, general levels of recreational use and provide resource protection strategies.) The classification of a parkland may be changed by a separate resolution of the Board or in the course of land use planning. A classification is intended to apply to an entire park, based on its predominant characteristic. However, a park may also have features which are amenable to different levels of resource protection or recreational use. For example, a Regional Shoreline may include features that are also found in a Regional Preserve. Please refer to pages 53 to 57 for the Planning and Management Guidelines for each classification described below.

- ▶ The District will classify existing and potential parklands in the Master Plan. At the time that the District prepares a Land Use Plan for a park, it will review the classification of the park and reclassify the park, if appropriate .

**Regional Park.** A Regional Park is a spacious land area with outstanding natural features including rare species of flora and fauna. A Regional Park also has sufficient land area to support many outdoor recreational opportunities for the enjoyment and education of the public. There are 14 Regional Parks within the District: Anthony Chabot, Lake Chabot, Briones, Tilden, Contra Loma, Coyote Hills, Del Valle, Diablo Foothills, Dry Creek Pioneer, Garin, Pleasanton Ridge, Redwood, Vargas Plateau, Wildcat Canyon. Potential acquisition of future regional parks will include the Cowell Ranch area.



## Regional Park

- URBAN AREAS
- EXISTING REGIONAL PARKS

- 1 Anthony Chabot
- 2 Briones
- 3 Charles Lee Tilden
- 4 Contra Loma
- 5 Coyote Hills
- 6 Del Valle
- 7 Diablo Foothills
- 8 Dry Creek Pioneer
- 9 Garin
- 10 Lake Chabot
- 11 Pleasanton Ridge
- 12 Redwood
- 13 Vargas Plateau
- 14 Wildcat Canyon



Anglers enjoy the early morning solitude at Lake Chabot Regional Park. The Park District maintains ten stocked fishing lakes, popular among anglers in the East Bay and beyond. Photo by Lane Powell.

- ▶ A Regional Park must be 500 acres or more, including land and water. It must have scenic or natural resources in at least 70 percent of its area. A Regional Park must have the capacity to accommodate a variety of recreational activities; however, these activities, in a designated Recreation/Staging Unit, may not take place in more than 30 percent of its area.

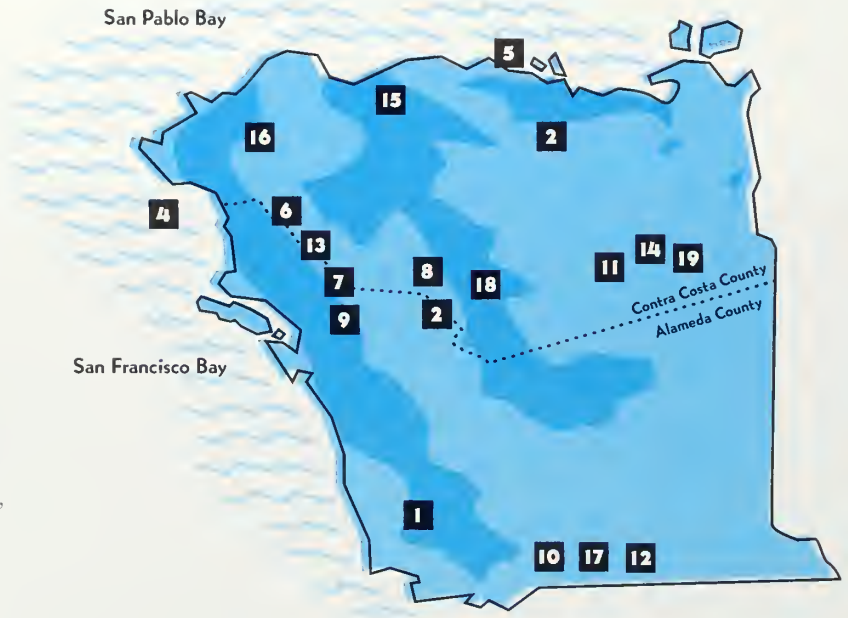
**Regional Preserve.** A Regional Preserve is an area with outstanding natural or cultural features that are protected for their intrinsic value as well as for the enjoyment and education of the public. The essential feature of a Regional Preserve may be open space; wilderness; scenic beauty; flora; fauna; or archeological, historic or geological resources. The name of the

preserve may reflect these features, e.g., Huckleberry Botanic Preserve. Generally, the size of a Regional Preserve is determined by the characteristics, nature, and needs of its special features.

The District has 19 Regional Preserves: Ardenwood Historic Farm, Bishop Ranch Open Space, Black Diamond Mines, Brooks Island, Browns Island, Claremont Canyon, Huckleberry Botanic, Las Trampas Wilderness, Leona Heights Open Space, Mission Peak, Morgan Territory, Ohlone Wilderness, Robert Sibley Volcanic, Round Valley, Shell Marsh, Sobrante Ridge Botanic, Sunol Wilderness, Sycamore Valley Open Space, and Vasco Caves.

Potential acquisition of future Regional Preserves will include: Alvarado Wetlands, Dublin Hills Open Space, Cedar Mountain Botanic, Dougherty Valley Open Space, Duarte Canyon, North Richmond Wetlands, and Point Edith Wetlands.

- ▶ The primary objective of a Regional Preserve is to preserve and protect significant natural or cultural resources. A Regional Preserve must have great natural or scientific importance (for example, it may contain rare or endangered plant or animal species and their supporting ecosystems, significant fossils, unique geologic features, or unusual topographic features) or be of such significant regional historic or cultural value as to warrant preservation.
- ▶ The size of a Natural or Cultural Preserve must be sufficient to ensure that its significant resource(s) can be managed so as to be protected and enjoyed. The significant resource(s) will consist of botanical, wildlife, geologic, topologic, archaeological, historic, or other features. The Recreation/Staging Unit(s) providing for public access and services will comprise no more than five percent of the area.
- ▶ A Wilderness Preserve is a distinct District category and is different from state or federally designated wilderness areas. A Wilderness Preserve must be



## Regional Preserve

■ URBAN AREAS

■ EXISTING REGIONAL PRESERVES

- 1 Ardenwood Historic Farm
- 2 Bishop Ranch Open Space
- 3 Black Diamond Mines
- 4 Brooks Island
- 5 Browns Island
- 6 Claremont Canyon
- 7 Huckleberry Botanic
- 8 Las Trampas Wilderness
- 9 Leona Heights Open Space
- 10 Mission Peak
- 11 Morgan Territory
- 12 Ohlone Wilderness
- 13 Robert Sibley Volcanic
- 14 Round Valley
- 15 Shell Marsh
- 16 Sobrante Ridge Botanic
- 17 Sunol Wilderness
- 18 Sycamore Valley Open Space
- 19 Vasco Caves

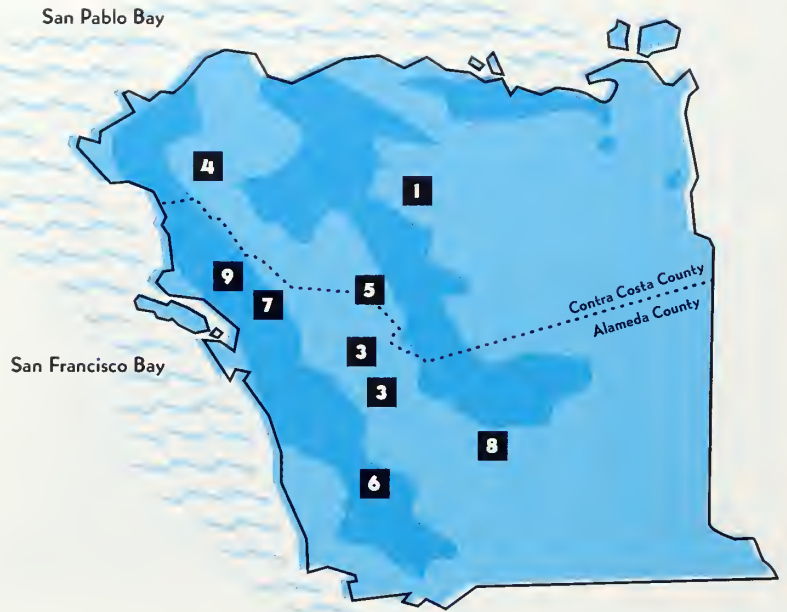


A young park visitor gets a “closeup”  
view of the fish during a boat tour  
of the lake at Del Valle Regional Park.

Photo by Nancy McKay.



sufficiently wide at all points to minimize disturbance from noise and to protect the qualities of the wilderness. The area will be a minimum of 3,000 acres. The area may exceed 10,000 or more acres with the potential for both unrestricted and possibly restricted public access areas. The area will include a view shed that does not degrade the values of the preserve. Motorized vehicles will not be allowed within the Wilderness Preserve except for park maintenance or emergency services. Generally, the Recreation/Staging Unit(s) providing for public access and services will comprise no more than one percent of the area.



## Regional Recreation Areas

- URBAN AREAS**
  - EXISTING RECREATION AREAS**
- 1 Castle Rock
  - 2 Cull Canyon
  - 3 Don Castro
  - 4 Kennedy Grove
  - 5 Little Hills
  - 6 Quarry Lakes
  - 7 Roberts
  - 8 Shadow Cliffs
  - 9 Temescal

- ▶ An Open Space Preserve will generally consist of at least 200 acres of undeveloped open space land within or bordering an urban area. An Open Space Preserve may be used for agriculture or for passive recreational activities that do not require substantial facilities or improvements.

**Regional Recreation Area.** A Regional Recreation Area provides a variety of outdoor recreational experiences on a site that is particularly well suited to the type of recreational activities that the District provides. There are nine Regional Recreation Areas: Castle Rock, Cull Canyon, Don Castro, Kennedy Grove, Little Hills, Quarry Lakes, Roberts, Shadow Cliffs, and Temescal. Potential acquisition of future Regional Recreation Areas will include: Bethany Reservoir and Chain of Lakes.

- ▶ A Regional Recreation Area will be at least 40 acres in size, including both land and water area. The area must have established regional recreation facilities or the potential to provide the opportunities for regional facilities such as picnicking, swimming, fishing, camping and boating. The area must lend itself to development for a variety of uses that meet recreational needs and it must be able to withstand intensive public use. The Recreation/Staging Unit



### Regional Shorelines

■ URBAN AREAS

■ EXISTING REGIONAL SHORELINES

- 1 Antioch
- 2 Bay Point
- 3 Big Break
- 4 Carquinez Strait
- 5 George Miller Jr./John T. Knox
- 6 Hayward
- 7 Martin Luther King, Jr.
- 8 Martinez
- 9 Oyster Bay
- 10 Point Isabel
- 11 Point Pinole
- 12 Robert W. Crown Memorial
- 13 San Pablo Bay

providing for public access and services may comprise no more than 90 percent of a Regional Recreation Area.

**Regional Shoreline.** A Regional Shoreline provides significant recreational, interpretive, natural, or scenic values on land, water, and tidal areas along the San Francisco Bay and the Sacramento/San Joaquin Delta. There are 13 Regional Shorelines: Antioch, Bay Point, Big Break, Carquinez Strait, George Miller Jr./John T. Knox, Hayward, Martin Luther King, Jr., Martinez, Oyster Bay, Point Isabel, Point Pinole, Robert W. Crown Memorial State Beach, and San Pablo Bay. Potential acquisition of future Regional Shorelines will include: Alameda (Naval Air Station), Delta Access, Delta Recreation, Oakland-Richmond (Eastshore State Park), Pittsburgh-Antioch, and Point Molate.

▶ A Regional Shoreline (one area or a group of smaller shoreline areas that are connected by trail or water access) must contain a variety of natural environments and manageable units of tidal, near-shore wetland, and upland areas that can be used for scientific, interpretive, or environmental purposes; and/or contain sufficient land and water to provide a variety of recreational activities, such as swimming, fishing, boating, or viewing. The Recreation/ Staging Unit providing for public access and services may comprise no more than 30 percent of a Regional Shoreline.

**Regional Trail.** Regional Trails provide non-motorized, multiple-use, pedestrian, equestrian, and bicycling connections between District parks, thus encouraging alternative modes of transportation and helping to reduce pollution. They also link District parks with other local parks, open spaces, trails, transportation and employment centers, and urban communities. Regional Trails, by their nature, traverse a wide variety

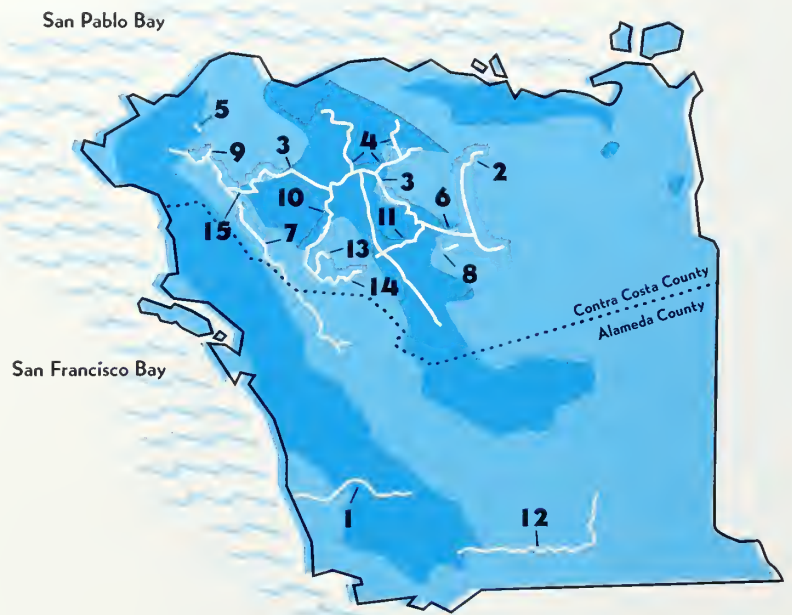
of terrain, ranging from urban streets to open range lands, irrigation canal banks, utility corridors, and former railroad rights-of-way. The District seeks to acquire and develop trails in usable links, with appropriate connections or terminus points for each link, and appropriate staging areas. Potential Regional Trails are listed in Table 3 on page 47.

▶ Regional Trails will connect regional parks or trails to each other; to parks and trails of other agencies; or to areas of unusual scenic beauty, vista points, San Francisco Bay, Delta or lake shoreline, natural or historic resources, or similar areas of regional significance. Regional Trails may also connect regional parks and trails to important destinations such as transit centers, schools, colleges, civic centers, other major institutions, employment centers, large commercial complexes, or residential areas. A regional water trail may provide a water connection with launching and landing sites for small watercraft to points along the San Francisco Bay shoreline and/or the Sacramento/San Joaquin River and Delta.

▶ The District encourages the creation of local trail networks that provide additional access points to the regional parklands and trails, that help to provide loop trail experiences, and that connect the regional system to the community. The District will support other agencies in completing local trail networks that complement the Regional Trail system and will coordinate with local agencies to incorporate local trail connections into District brochures.

▶ Regional Trails may be part of a national, state, or Bay Area regional trail system. The District will cooperate with other agencies and organizations to implement these multi-jurisdictional efforts.

Please refer to the list of existing and potential regional parks and trails, Table 3, pages 46-47.



## Regional Trails

- **URBAN AREAS**
  - **EXISTING REGIONAL PRESERVES**
- 1 Alameda Creek
  - 2 Black Diamond to Mt. Diablo
  - 3 Briones to Mt. Diablo
  - 4 Contra Costa Canal
  - 5 Clark Boas
  - 6 Diablo (Morgan Territory to Mt. Diablo)
  - 7 East Bay Skyline National Recreation
  - 8 Green Valley
  - 9 Kennedy Grove to Wildcat
  - 10 Lafayette/Moraga
  - 11 Las Trampas to Mt. Diablo
  - 12 Ohlone Wilderness (Mission Peak to Del Valle)
  - 13 Old Moraga Ranch
  - 14 Redwood to Las Trampas
  - 15 Tilden to Briones

Table 3

## EXISTING AND POTENTIAL PARKS AND TRAILS LISTED BY REGIONAL PARKLAND CLASSIFICATION

See Figure 3, Regional Parkland and Trail Map, page 74, for all parks and trails.

### Regional Parks

A spacious land area with outstanding natural features and sufficient size to support many outdoor recreational opportunities.

#### EXISTING:

Anthony Chabot  
Briones  
Charles Lee Tilden  
Contra Loma  
Coyote Hills  
Del Valle  
Diablo Foothills  
Dry Creek Pioneer  
Garin  
Lake Chabot  
Pleasanton Ridge  
Redwood  
Vargas Plateau  
Wildcat Canyon

#### POTENTIAL:

Cowell Ranch

### Regional Preserves

An area with outstanding natural or cultural features that are protected for their intrinsic value and for the enjoyment and education of the public.

#### EXISTING:

Ardenwood Historic Farm  
Bishop Ranch Open Space  
Black Diamond Mines  
Brooks Island  
Browns Island  
Claremont Canyon  
Huckleberry Botanic  
Las Trampas Wilderness  
Leona Heights Open Space  
Mission Peak  
Morgan Territory  
Ohlone Wilderness  
Robert Sibley Volcanic  
Round Valley  
Shell Marsh  
Sobrante Ridge Botanic  
Sunol Wilderness  
Sycamore Valley Open Space  
Vasco Caves

#### POTENTIAL:

Alvarado Wetlands  
Dublin Hills Open Space  
Cedar Mountain  
Dougherty Valley Open Space  
Duarte Canyon  
North Richmond Wetlands  
Point Edith Wetlands

### Regional Recreation Areas

An area that will provide a variety of outdoor recreational experiences on a site that is particularly well suited to the type of recreational activities that the District provides.

#### EXISTING:

Castle Rock  
Cull Canyon  
Don Castro  
Kennedy Grove  
Little Hills  
Quarry Lakes  
Roberts  
Shadow Cliffs  
Temescal

#### POTENTIAL:

Bethany Reservoir  
Chain of Lakes

### Regional Shorelines

An area that provides significant recreational, interpretive, natural, or scenic values on land, water, and tidal areas along the San Francisco Bay, San Pablo Bay, and Sacramento/San Joaquin Delta.

#### EXISTING:

Antioch  
Bay Point  
Big Break  
Carquinez Strait  
George Miller Jr./John T. Knox  
Hayward  
Martin Luther King, Jr.  
Martinez  
Oyster Bay  
Point Isabel  
Point Pinole  
Robert W. Crown Memorial State Beach  
San Pablo Bay

#### POTENTIAL:

Alameda (Naval Air Station)  
Delta Access  
Delta Recreation  
Oakland-Richmond (Eastshore State Park)  
Pittsburg-Antioch Shoreline  
Point Molate

## Regional Trails

An area that provides non-motorized, multiple-use pedestrian, equestrian, and bicycle connections between parks and links with other local parks, trails, transportation and employment centers, and urban communities.

### EXISTING (COMPLETED):

Alameda Creek  
Black Diamond to Mt. Diablo  
Briones to Mt. Diablo  
Contra Costa Canal  
Clark Boas  
Diablo (Morgan Territory to Mt. Diablo)  
East Bay Skyline National Recreation  
Green Valley  
Kennedy Grove to Wildcat  
Lafayette/Moraga  
Las Trampas to Mt. Diablo  
Ohlone Wilderness (Mission Peak to Del Valle)  
Old Moraga Ranch\*  
Redwood to Las Trampas\*  
Tilden to Briones\*

### POTENTIAL (OR PARTIALLY COMPLETED):

See Figure 2, page 50, for alignments of potential trails 1 to 8

#### 1 San Francisco Bay Trail \*\*

A Santa Clara County to Coyote Hills  
B Coyote Hills to Hayward Shoreline  
C Hayward Shoreline to Oyster Bay  
D Oyster Bay to Martin Luther King Jr.  
E Martin Luther King Jr. to East Shore State Park  
F Eastshore State Park  
G Pt. Isabel to Miller/Knox  
H Miller/Knox to Wildcat Creek  
I Wildcat Creek to Pt. Pinole  
J Pt. Pinole to Carquinez Strait  
K Carquinez Strait to Martinez Shoreline  
L Martinez Shoreline to Pt. Edith

#### 2 Bay Area Ridge Trail \*\*

A Mission Peak to Vargas Plateau  
B Vargas Plateau to Garin/Dry Creek Pioneer  
C Garin/Dry Creek Pioneer to Chabot  
D Kennedy Grove to Sobrante Ridge  
E Sobrante Ridge to Carquinez Strait  
F Briones to Martinez Shoreline

#### 3 Calaveras Ridge Trail \*\*

A Sunol to Pleasanton Ridge  
B Pleasanton Ridge  
C Pleasanton Ridge to Las Trampas  
D Las Trampas to Briones

#### 3 Iron Horse Trail \*\*

A San Joaquin County to Shadow Cliffs  
B Shadow Cliffs to Alameda County  
C Pleasant Hill BART Station Area  
D Walnut Creek Channel Extension

#### 5 Mokelumne Coast to Crest Trail \*\*

A Contra Loma to Marsh Creek Trail  
B Marsh Creek Trail to Delta

#### 6 Delta/DeAnza Trail \*\*

A Walnut Creek Channel to Bay Point  
B Bay Point to Pittsburg  
C Antioch to Oakley  
D Marsh Creek Trail to Rock Slough

#### 7 DeAnza National Historic Trail \*\*

A Rock Slough to Bethany Reservoir  
B Bethany Reservoir to Santa Clara County

#### 8 San Francisco Bay to San Joaquin River Trail \*\*

A Niles Canyon  
B Niles Canyon to Shadow Cliffs  
C Shadow Cliffs to Morgan Territory  
D Morgan Territory to Round Valley  
E Round Valley to Big Break \*\*

### OTHER REGIONAL TRAILS

9 Coyote Hills to Ardenwood  
10 Ardenwood to Quarry Lakes  
11 Old Alameda Creek  
12 Martin Luther King Jr. to Crown Beach  
13 Crown Beach to Alameda Shoreline  
14 Redwood to Lake Merritt  
15 Claremont Canyon to Tilden  
16 Wildcat Creek \*\*  
17 Hercules to Briones  
18 Carquinez Strait to Briones  
19 Briones to California State Riding & Hiking  
20 Orinda Loop (Sibley, Orinda, Tilden)  
21 Lafayette/Moraga to Lafayette Reservoir  
22 Indian Ridge to Moraga  
23 Cull Canyon to Bishop Ranch  
24 Don Castro to Pleasanton Ridge  
25 Don Castro to Vargas Plateau  
26 Garin to Pleasanton Ridge  
27 Pleasanton Ridge to Shadow Cliffs  
28 Shadow Cliffs to Del Valle \*\*  
29 Shadow Cliffs to Iron Horse  
(includes Arroyo de la Laguna)  
30 Iron Horse to Sycamore Valley  
31 Tassajara Creek  
32 Iron Horse to Mt. Diablo  
33 Lime Ridge to Mt. Diablo  
34 California State Riding & Hiking \*\*  
35 Contra Costa Canal to Delta/DeAnza  
36 Black Diamond Mines to Mt. Diablo  
37 Black Diamond Mines to Round Valley  
38 Big Break Shoreline  
39 Southern Pacific Railroad  
40 Marsh Creek Trail to Discovery Bay  
41 Round Valley to Los Vaqueros Reservoir  
42 Morgan Territory to Brushy Peak  
43 Vasco Caves to Brushy Peak  
44 Brushy Peak to Bethany Reservoir  
45 Brushy Peak to Del Valle  
46 Del Valle Dam Extension  
47 Del Valle to DeAnza National Historic Trail

\*EBMUD permit is required on certain portions of trail.

\*\*Partially Completed trails.

See page 50 for overall trail alignments.

## Resource Management and Land Use Planning

The District's planning documents establish the direction for future resource management, land use, and facility development. Planning projects vary greatly in scale depending upon the issues to be resolved and the goals to be achieved. The District has traditionally prepared a range of planning documents, discussed below, to achieve optimum public service. Planning documents include:

- Land Use Plan, or LUP (previously called Land Use-Development Plan)
  - System-wide Plan
  - Other Agency Plan
  - Trail Plan (including Trail Corridor Study)
  - Interim Land Use Plan, or ILUP (previously called Land Evaluation for Interim Use)
- ▶ To protect park resources while providing for regional recreational use and access, the District will prepare plans (Land Use Plans or System-wide Plans) that describe the various levels of resource protection and recreational intensity in the parks, development projects, and land management strategies for trails and parks. Planning efforts will include consideration of proposals from the public. The District will strive to create and maintain up-to-date information about each of its parks. Significant changes or amendments to adopted plans will require further public comment and Board action.

**Land Use Plan (LUP).** A Land Use Plan (LUP) is the long-range plan for an entire park. It evaluates park resources, documents and recommends programs for managing and conserving these resources, discusses key planning issues, indicates relevant policies, and offers proposals for future recreational and service facilities to provide for the range of public recreational needs in the park. LUPs help the District and the public keep abreast of information that is critical to managing

the parks wisely. An LUP typically includes a description and evaluation of existing facilities and natural and cultural resources; an assessment of public needs (which the District has ascertained by conducting surveys and receiving comment from residents); and a discussion of issues such as legal agreements and restrictions, adjacent land uses, pedestrian and vehicular access and circulation, parking, selection of appropriate recreational activities, and options for facilities and utility service. It also establishes Land Use Designations, which indicate the various levels of resource protection and recreational intensity in the parks. (See the discussion of Land Use Designations, p. 52.) Not all regional parklands have LUPs; one of the District's long-term goals is to create an LUP for every park.

- ▶ Land Use Plans will identify future resource management strategies and recreational use for entire parks and establish appropriate Land Use Designations. The District will continue to prepare Land Use Plans for new parks and will amend existing Land Use Plans as needed to accommodate growth and change.

**System-wide Plan.** To create efficient strategies for land use, facilities, services, programs, or resource management involving several parklands or the entire two-county area, the District has introduced system-wide planning. An example of such planning is the District-wide Camping Plan. Other opportunities for effective system-wide planning include managing vegetation, protecting and managing wildlife corridors, and balancing the distribution of services and facilities, such as service yard facilities.

- ▶ The District will prepare system-wide plans, as needed, to create strategies for land use, facilities, services, programs, and resource management projects that improve service to the region. The system-wide plans will be consistent with resource



protection policies and may establish Land Use Designations for parklands. System-wide plans will be flexible enough to accommodate existing LUPs, which will take precedence unless amended.

**Other Agency Plans.** The District uses plans adopted by other agencies, as appropriate, to avoid duplication of effort and to make planning more efficient. These agencies include owners of lands that the District operates, members of joint agencies, or higher authorities such as the state and federal governments. Examples of such plans include the Hayward Area Shoreline Plan, developed under the auspices of the Hayward Area Shoreline Planning Agency, and the Marsh Creek Trail Plan, completed under the auspices of the City of Brentwood.

▶ The District will coordinate with other agencies and organizations involved in planning for jointly managed facilities that extend beyond its jurisdiction.

A group of hikers at Las Trampas Wilderness Regional Preserve near Danville. This parkland is popular with residents of the growing Tri-Valley area.

Photo by Bob Walker.



Figure 2  
**Potential Major Regional Trail Routes**

These trails show some of the longer routes, within the East Bay, that will be available when the trails on the Regional Park and Trail Map, page 74, are completed. Many of these trails are managed by multiple agencies. Several of the trails will stretch across the state and/or country when completed. Trail numbers refer to Table 3 and Figure 3 designations.

**Multi-jurisdictional trails that travel out of the District**

- San Francisco Bay Trail 1
- Bay Area Ridge Trail 2
- Mokelumne Coast to Crest Trail 5
- American Discovery Trail 9
- DeAnza National Historic Trail 7
- San Francisco Bay to San Joaquin Delta Trail 8

**Trails that are limited to EBRPD jurisdiction**

- Calaveras Ridge Trail 3
- Diablo Trail (existing) 10
- Iron Horse Trail 4
- Delta/DeAnza Trail 6



When applicable, the District will use planning documents and California Environmental Quality Act (CEQA) documents produced by, or in cooperation with, other agencies for its park and trail planning and development.

**Trail Plans.** The District's Regional Trail system is a comprehensive system that extends through the parks and connects them with other trail systems, urban communities, or points of special interest. The District seeks cooperative agreements or other partnership arrangements with public agencies or private organizations for planning, funding, or operating trails and trail heads. Some trails are jointly managed or extend beyond District jurisdiction as part of larger state or nationally designated systems. Examples include the San Francisco Bay Trail, Bay Area Ridge Trail, the Delta De Anza Trail, and the Mokelumne Coast to Crest Trail.

- ▶ Where trail alignment is not predetermined by a relationship to established corridors such as roads, railroad rights-of-way, canals, utility corridors, or similar facilities, the District will prepare a study or

a plan for the trail, taking into account any factors it deems relevant to alignment and feasibility. After determining a feasible trail alignment, the District will seek to acquire the necessary land tenure and develop the trail for public use. The District may acquire a wider corridor for a proposed trail to provide an enhanced environment for the trail before determining the final alignment for the trail.

- ▶ The District will coordinate with other agencies and organizations involved in planning for jointly managed regional trails or trails that extend beyond the District's jurisdiction. When applicable, the District will use planning and environmental studies done by or in cooperation with other agencies for trail planning and development.

**Interim Land Use Plans (ILUP).** The Interim Land Use Plan (ILUP) establishes the initial conditions for public access to a new parkland or to new lands added to an existing parkland. An ILUP does not establish Land Use Designations but addresses three basic planning requirements: resource protection, public access, and public safety. It includes recommendations for the development of programs and/or facilities to support these requirements.

- ▶ Interim Land Use Plans will identify the minimum requirements for protecting resources and making a site safe and accessible for public use.



This equestrian makes her way to Doe Canyon Horse Camp along the Ohlone Trail in the Ohlone Wilderness Regional Preserve. Photo by Nancy McKay.

## Land Use Designations

The District establishes Land Use Designations, also known as unit designations, to indicate the various levels of resource protection and recreational intensity in the parks. Parklands include both Natural Units and Recreation/Staging Units (a staging area offers access to visitors through parking or a trail head, for example). The District identifies areas needing special protection or management as Special Protection Features (SPF) or Special Management Features (SMF). Each parkland is unique and has different special features and mixes of Natural and Recreation/Staging Units.

- ▶ The District will establish unit designations (Natural Units, Recreation/Staging Units) and Special Features (Special Protection Features and Special Management Features) in an LUP or a System-wide Plan and will identify these units in appropriate planning documents.

**Natural Units.** The primary planning and management objective of a Natural Unit is to preserve and enhance natural habitat. Natural Units constitute the vast majority of the parklands in which lower intensity recreational activities (like hiking, backpack and horseback camping, riding, bicycling, plant and wildlife study, educational pursuits, and contemplation) are to be found. Natural Units may contain a variety of vegetation and habitats as well as extremely varied topography and vistas. (Planning and Management Guidelines for Natural Units are found on pages 53-55.)

- ▶ Natural, open space, or wildland areas with lower intensity recreational uses and facilities (primarily trails) will be designated as Natural Units. Natural Units will generally comprise the majority of parkland acreage, except in Regional Recreation Areas. Parklands will be designated as Natural Units to maintain open space and significant

features in a cohesive area. A Natural Unit may contain Special Protection Features and Special Management Features.

**Recreation/Staging Units.** Recreation/Staging Units are generally located near access roads on relatively flat land areas and along natural or artificial water bodies—areas that are suitable for more intensive public recreational use and are of sufficient size to support the necessary parking, utilities, and infrastructure needed for such use. Recreation/Staging Units provide automobile access to the parks as well as parking facilities. Examples of the types of improvements that may be found in Recreation/Staging Units include rest rooms and showers, picnic areas, turfed meadows, interpretive facilities, play structures, camping facilities, equestrian facilities, meeting rooms, shelters, and aquatic facilities. Ideally, these areas are clustered and located at the edges of the parks, but they may be located within a park in special circumstances. Specific facilities for the Recreation/Staging Unit of each park are identified in planning documents. The District complies with state and federal laws in making facilities within Recreation/Staging Units accessible to those with disabilities. (Refer to Chapter 3, page 22, for policies that guide the management of Recreation/Staging Units. Planning and Management Guidelines for Recreation/Staging Units may be found on pages 55-57.)

- ▶ Areas of higher level recreational use and concentrations of service facilities will be designated as Recreation/Staging Units. Where possible, these areas will be clustered and located on the edges of the park.

**Special Protection Features.** Special Protection Features (SPF) identify areas with unique or fragile natural, cultural, aesthetic or educational features,

such as biologic, hydrologic, archaeologic, historic, or geologic resources. This designation provides the greatest amount of protection for resources that require specialized types of management to preserve and enhance them. The District provides for this specialized management through management “prescriptions” which are written to guide the park maintenance and operating staff. Management prescriptions are developed for each type of Special Protection Feature, such as a rare plant or animal.

- ▶ Areas with unique or fragile features will be designated as Special Protection Features to preserve and enhance them through specialized management.



**Special Protection Features** may be closed seasonally or permanently to public access, if public access will endanger them.

**Special Management Features.** Special Management Features (SMF) primarily identify constructed features such as fuel breaks, plantations of exotic trees (such as a Monterey pine grove), farm fields, and dams that require specialized types of management. The District provides direction for managing each type of SMF through written “prescriptions” that are used by operations and maintenance staff.

- ▶ Areas and facilities that have special requirements, such as fields and dams, will be designated as Special Management Features.

### **Planning and Management Guidelines**

Like the Land Use Designations discussed above, Planning and Management Guidelines help to ensure that parkland development is consistent with the District’s mission, vision, and policies. These guidelines articulate the planning and management criteria for the Land Use Designations.

**Planning and Management Guidelines for Natural Units.** The guidelines below apply to Land Use Designations in all parkland classifications:

- The District will provide access and staging opportunities for fire prevention, police, maintenance, and

Local volunteers turn out each year to help clean up and protect bay and delta shoreline parks during the California Coastal Cleanup. Photo by David Sanger.



The vernal pools of Vasco Caves Regional Preserve provide habitat for many aquatic species, including the endangered fairy shrimp. Photo by Joe DiDonato.

public use. Natural Units will generally not be crossed or disturbed by public roads. However, roadways that exist when land is acquired may have to remain open. A parkland may contain narrow rural roads which the District may use for trails, public safety, or maintenance, or may abandon if not needed. The District will limit its road construction to the minimum necessary. As part of its Natural Unit preservation policy, the District will acquire and manage open space view sheds to preserve the intrinsic natural and historic qualities of state and locally designated scenic highway corridors. The District will not permit motorized vehicles off designated roads other than emer-

agency or maintenance vehicles, unless identified in the individual park plan. The District will oppose the development of new public roads through its parklands by other public agencies and will not construct scenic roads. Bicycle use will be regulated through Ordinance 38.

- Improvements permitted within a Natural Unit include narrow trails and wider multi-use trails to serve hiking, riding, bicycling and other trail users, backpack and equestrian camps, occasional benches and picnic tables, hiking huts or shelters, overlooks, and structures and displays for interpretation, as appropriate. Also, in appropriate locations, the District may create resources such as marshes, wildlife habitat areas, and ponds for outdoor interpretation. Facilities for resource management, park operations, and public safety may include corrals, security residences, fencing, telephones, potable water, and toilets.
- Trails in Natural Units will be marked with informational and directional signs. The District will clearly designate restricted uses. The District will provide patrol and security in coordination with local law enforcement agencies and other agencies such as water districts, where appropriate.

The following guidelines apply to Land Use Designations in specific classifications:

- The LUP for a **Regional Preserve** will delineate significant resources with Special Protection Features.
- In a **Regional Preserve** that is of historic value, the District will seek to use construction styles that are consistent with and associated with the relevant historical period. If the District considers replicating or re-creating former structures on historical sites, the parkland planning document will establish the necessary level of authentication to maintain historic integrity.

- The District will only develop an **Open Space Preserve** for public use if such use will not require substantial facilities or improvements, and if such use will require only minimal maintenance and operating costs. The District may consider crop production as the primary or only use.

- In an **Open Space Preserve**, public documents (such as subdivision reports) for the entire development should discuss maintenance agreements, agricultural use, and other use of the parkland to avoid future misunderstanding. The District will negotiate agricultural-level fencing before it accepts land given as a gift. The District can only dispose of Open Space Preserves to another public agency or non-profit open space agency. Such disposition can occur only if the future use of the area is restricted to parks and agricultural uses in perpetuity.

- Where a larger land feature—such as a canyon, a narrow valley, a ridge, a plateau, or a floodplain—intersects the **Regional Trail**, the trail should encompass the entire width of the feature, if feasible, to provide for appropriate open space and trail connections.

**Planning and Management Guidelines for Recreation/Staging Units.** The guidelines below apply to Land Use Designations in all parkland classifications:

- Parks and trails should have at least one area that is suitable for staging/parking purposes; selected staging areas may include horse-trailer parking. Recreation/Staging Units are to be located at the edge of a Natural Unit whenever possible to minimize roads within the park.
- Recreation/Staging Units contain primary recreational development and parking/staging facilities, such as restrooms, public safety and maintenance service facilities, research facilities, signage, kiosks, interpretive facilities, picnic areas, turfed meadows, food concessions, camping facilities, equestrian facilities, archery

and other regional, non-profit recreational facilities, and other appropriate regional recreational facilities. Shoreline or water-oriented parks may include beaches, bath houses, fishing piers, boat launches, marinas, and services related to boating, fishing, and swimming.

- The design and landscaping of all facilities will harmonize with the surrounding natural landscape. Facilities will be designed to avoid or minimize impacts on natural resources.

The following guidelines apply to Land Use Designations in specific classifications:

- The location and use of a Recreation/Staging Unit within a **Regional Preserve** will be consistent with the purposes of the preserve.
- If a **Regional Preserve** has a designated historical period, the Recreation/Staging Unit will have an appearance that harmonizes with the style of the relevant

historic period. The District may permit commercial uses for an historic building—such as crafts, stores, book shops, and art shops—if these uses are harmonious with the style of the building and if they do not adversely affect the preservation and enhancement of the structure's historical significance.

- The District may need to alter the environment or conduct extensive maintenance to facilitate intensive public recreational and interpretive use of a **Regional Recreation Area**. Alterations may include creating habitat areas, ponds, artificial lakes, and playing fields.
- The District will strive to expand public shoreline access to a **Regional Shoreline**. Landing or launching spots for small boats will be incorporated when feasible. Except for facilities that must be on the shoreline or over the water surface, the District will confine

Sailing is a popular activity at Park District lakes. These Hobie Cats are on the east beach at Del Valle Regional Park near Livermore.  
Photo by Nancy McKay.



all staging and recreational facilities, where possible, to uplands that are a minimum of 100 feet from the actual shoreline. Facilities such as parking that do not depend on water will be located in areas that are screened from view, when practical.

- Where feasible, the District will provide multi-use opportunities on **Regional Trails** within the same trail corridor. Bicycling and equestrian paths will be separate wherever possible, although they may share a common corridor. Regional Trails should be wide enough to accommodate designated users. The use of motorized vehicles, such as motorcycles, mini-bikes, and mopeds, is prohibited on Regional Trails.

- The District will take appropriate measures to protect adjacent or nearby properties from **Regional Trail** activity and to protect trail users from activity on adjacent or nearby properties. These measures may include signage, planting, control of vegetation or pests, and assistance in providing fencing or gates. The District will consult and work cooperatively with property owners or operators, especially in agricultural areas of active cropland or range land, to identify and control or eliminate conflicts.

- The District will patrol **Regional Trails**, provide signs, and may provide fencing to assure appropriate security for adjacent farmland property and crops. In areas of eastern Contra Costa County with active, or potentially active, crop production, the District will develop and operate trails only after consulting with adjacent property owners and mitigating any conflicts. The District will provide fencing, signs, and patrolling of trails to ensure the security of adjacent range land property, after consulting with adjacent property owners. The District will route and design trails to minimize

trail-related impact on adjacent rangeland uses.

- The District will encourage other agencies, community organizations, and businesses that can benefit from trail access to develop and operate feeder trails and connections to the **Regional Trails**.

- Recreation/Staging Units will be located at strategic access points along a **Regional Trail**. The District will consolidate staging facilities whenever possible with other regional parklands as well as with local parks, schools, or other facilities. The Recreation/Staging Unit for a **Regional Trail** will be developed with a primary focus on facilities that are adequate and appropriate for trail users. These may include parking areas for automobiles and/or horse-trailers, equestrian centers, sanitary facilities, drinking water, picnic areas, shelters, and trail head signs. A Recreational/Staging Unit may also contain additional facilities that are not primarily oriented toward trail users, including play fields, fishing areas, or landscaped areas, as long as these facilities do not conflict with the primary purpose of the Recreation/Staging Unit or with conservation of the environment.

### **Facility Development**

The District builds facilities within the park and trail system to protect resources, serve operational requirements, and support recreational uses and activities. The location of facilities is designated in the planning document for each park. Facility development ranges from small projects—such as signs, fences, or foot-bridges across creeks—to utilities, roadways, parking lots, fishing piers, and visitor centers. The District schedules facilities for construction as part of the



These children enjoyed a new experience — fishing — at a Family Camp at Lake Chabot Regional Park. The family camping program provides opportunities for single-parent families and families with no camping experience to learn camping skills at a Regional Parkland. Photo by Marci Adams.

annual capital budget process (see Chapter 5, page 65). Factors that can influence construction scheduling include project size, the need to respond to emergencies, or the unforeseen availability of funding. The District also receives facility development proposals from other organizations or agencies, from the owners of easements that cross District lands, and from leaseholders. Policies that affect facility development appear below.



### **General Development of Facilities**

- ▶ The District will seek to locate facilities in a manner that preserves open space whenever possible. The District will design proposed facilities so that their color, scale, style, and materials will blend with the natural environment. Park improvements will be designed to avoid or minimize impacts on wildlife habitats, plant populations, and other resources.

### **Capital Improvement Budget**

- ▶ The District will prepare a three-year Capital Improvement Budget as a part of its annual budget, listing construction projects to be built over a three-year period. The Capital Improvement Budget will be based upon available funds. The District will fully consider approved park plans in preparing the Capital Improvement Budget.

### **Development Proposals**

- ▶ The District will follow established procedures and guidelines consistent with the Master Plan in considering proposals from individuals and groups who wish to develop or use facilities within the parks. It may be necessary to prepare an amended or focused planning or project document before the project can be approved. Fees may be charged to the individual or group proposing the project to cover permit, environmental, and planning costs. (Please refer to the Concession and Special Use Policy, Appendix, page 72.)

### **Environmental Compliance**

- ▶ The District will fully comply with the requirements of the California Environmental Quality Act (CEQA) for the development of new facilities. Evidence of CEQA compliance will be provided in the plan-

ning document or separately as a project-specific CEQA document. The District will also comply, when appropriate, with National Environmental Policy Act (NEPA).

### **Undergrounding of Utilities**

- ▶ New utility lines will be placed underground on land owned, operated, or managed by the District to retain the optimal visual qualities of the area. Rights-of-way and easements for utilities will not be granted without undergrounding. The District will work in cooperation with the utility companies to place existing overhead utilities underground (unless so doing conflicts with applicable codes) as soon as practical and will work with other agencies and neighbors to reduce visual impacts on adjacent lands. The District will seek to avoid the construction of high voltage power lines within the parklands, particularly in areas of sensitive or aesthetically important resources and in preserve areas.

### **Communication Sites**

- ▶ The District will keep its lands, including all ridges and peaks, free of additional communication facilities in order to maintain open viewshed, natural conditions, and public use as well as to limit vehicular and service activities. Communication sites will be regulated by the provisions of the 1994 Communication Site Policy (see Appendix, page 72). No new licenses will be granted beyond December 31, 1999, except for efforts that will consolidate sites or improve visual quality. The District will work to reduce the detrimental visual impact of buildings, towers, and access roads at existing sites and will work with other agencies and neighbors to reduce this impact on adjacent lands.

# 5

## Human and Financial Resources



A marsh biology program at Coyote Hills Regional Park captivates two youngsters from Fremont's Maloney Elementary.  
Photo by Nancy McKay.

## OUR RESOURCE BASE

To achieve its vision and mission, the East Bay Regional Park District must rely on broad public involvement and support, a sound financial base, skilled employees, and dedicated friends and associates. This chapter discusses these critical human and financial resources and sets forth policies intended to build a strong foundation for the future.



## PUBLIC SERVICE

The East Bay Regional Park District traces its beginnings to the actions of citizens who expressed the necessity to create a public park system in order to preserve the quality of life for present and future inhabitants of the region. Since that time, public service and participation in the governance of the District has always been a fundamental goal of District activities. The District also recognizes that the public it serves is becoming more culturally diverse and that this diversity is a growing source of inspiration and strength.

### Public Outreach

The population of the East Bay Regional Park District is becoming increasingly more culturally diverse. In 1930, just prior to the creation of the District, 34,000 people (6% of the District's population) were non-white. Today, almost 840,000 of the region's 2,082,000 residents (approximately 40%) are non-white. In addition, District residents in growing numbers are choosing to honor and celebrate their ethnic and cultural heritage in the regional parks. The trend to cultural diversity is expected to continue. By the year 2010, no single group will comprise more than 50 percent of the District's population. In light of these projected changes in the population of Alameda and Contra Costa Counties, the varying recreational interests of different communities, and the geographic distribution of these communities, the District has expanded its efforts to be aware of and sensitive to the needs of

diverse park user groups and will continue to adapt its services to meet these needs. The District's policy on Cultural Diversity appears below (see also Appendix):

- ▶ The District will continue to adapt its services and programs in response to changes in the East Bay's resident population, recognizing that the cultural diversity of the District is expected to increase.
- ▶ The District will develop programs and activities, consistent with the District's mission, that respond to the recreational preferences of its culturally diverse population and that recognize the heritage of District residents. The District will also focus on developing programs to involve youth in District programs and activities. These programs will be coordinated, whenever possible, with other organizations in the East Bay, emphasizing partnerships with school districts, recreation and conservation agencies, and community groups.
- ▶ The District will broaden its outreach efforts, multi-lingual media programs, and signage to inform the public about its mission, programs and facilities, and hiring practices and opportunities, and to encourage participation in all aspects of its activities. The District will communicate to its various audiences with sensitivity to their needs and will seek to ensure that its purposes and services are well understood. The District will solicit community input on an on-going basis regarding how to interest and meet the needs of its constituency.

- ▶ The District will include members of its increasingly diverse population in all aspects of its operations: from hiring staff and engaging consultants, contractors, and concessionaires to appointing docents, interns, and others; and it will be sensitive to the diversity of its population in the design and operation of District facilities and the prioritization of District acquisitions. An emphasis will be placed on developing the multilingual capabilities of the District.

### Public Participation

The District strongly encourages public comment, advice, and participation in the wide range of issues relating to the service it provides as a public agency. To this end, the Board of Directors has established a citizen-based Park Advisory Committee (PAC) to examine and make recommendations about policy matters and the plethora of issues that affect the District. The PAC meets regularly and reports its recommendations to the Board. The District is also increasingly aware of the need to communicate with neighbors and community groups on issues that

affect local use and appreciation of the regional park system. (See Chapter 4, page 32, for information about public participation in planning.)

- ▶ All meetings of the Board of Directors and its committees will be open to the public and conducted in full compliance with the provisions and intent of the Ralph M. Brown Act. The District will use the public meeting process to receive and evaluate public comment and will properly notify newspapers of general circulation in the area of its meetings. The District will communicate with neighbors and community groups and will conduct informational meetings with interested groups as needed to clarify District programs and activities. Where appropriate, the District will mail notices of its meetings to interested park users and adjacent landowners.

Hispanic culture is celebrated through music and dance during the Festival de la Familia at Contra Loma Regional Park.

Photo by Nancy McKay.



- ▶ The District will provide public information services to encourage public use of the parklands and to present information on the purposes of the District, the environmental value of parklands, program offerings, and meeting schedules.
- ▶ The District will use its best efforts to respond to the needs of its residents for regional park and recreational activities that will add to their enjoyment and quality of life. The District will establish programs to assist individuals and groups who require special help, including people who are elderly, physically disabled, or economically disadvantaged.
- ▶ As necessary, the Board will establish special advisory committees, task forces, joint study committees, and joint powers agencies that will gather information, solve problems, and provide recommendations for complex parkland issues. These committees will report their recommendations to the Board.

## HUMAN RESOURCES

The efforts of many people—employees, volunteers, elected board members, advisory committee members, contractors, concessionaires, interns, and others—are critical to the continued operation of the District and the realization of the goals of this Master Plan. The District has developed an efficient and successful employee organizational structure. The largest percentage of the District workforce is in Operations and is directly engaged in operating and maintaining the District’s 85,000 acres of parklands and hundreds of miles of trails for the enjoyment and use of the public. The Public Safety staff provides police and fire services for the safety and protection of parkland users and employees, and for the natural resources, structures, and lands of the District. The Acquisition, Planning, and Capital Improvement groups work to provide

lands and new or renewed facilities in accord with this Master Plan. Staff members in Interpretation, Recreation, Public Affairs, Finance, Human Resources, Stewardship, Information Systems, and several other departments provide programs and specialized services to support District activities. The District employs creative and well tested strategies for operating its parklands and will continue to use similar operating strategies to accommodate new acquisitions, increased public use and new park development.

### Employees

The District’s employees are the core of its human resource support system and provide dedicated professional service for all aspects of the District’s operations. The District currently employs people as regular employees to maintain parks and facilities and to provide support services. The District hires seasonal employees to fulfill work requirements during peak periods and hires temporary employees to fill short term, non-recurring needs. As delegated by the Board of Directors and directed by the General Manager, employees are responsible for the work necessary to achieve the District’s vision and mission.

- ▶ The District will maintain a staff of highly motivated and skilled public employees to manage, supervise, coordinate, and work on the District’s activities, including maintenance, operation, safety, education, administration, resource management, acquisition, development, and program services. In addition to employees, these services will be supported through the use of volunteers, interns, contractors, concessionaires, or others.
- ▶ Before opening a park to the public, the District will provide funds, equipment, and staffing for a proper level of parkland maintenance. The District will review this level periodically for the entire

District and as it adds new facilities or lands. The District will provide administrative and service facilities throughout the two-county area for efficient operations of the parks. These facilities may or may not be located in park sites.)

### **Volunteers**

Volunteers link the District to the community and organizations throughout the region, provide an important level of support for District activities, employees, and programs, and are a cherished and valuable resource. The District welcomes the participation of volunteers in all suitable aspects of its operations.

- ▶ The District will actively seek volunteers—individuals and organizations—to support its activities and programs, both on-going and new. Volunteer service will be coordinated with and integrated into the District's operations in a manner that compliments the services provided by staff, concessionaires, contractors, and others. The District will commit resources to support volunteer services and will offer formal recognition to acknowledge the value of volunteers.

### **Interns**

The services provided through intern programs represent a cooperative relationship between the District and other educational or service organizations. Interns are generally young persons seeking experience in the work world who may serve from several months to more than a year and are usually paid for their work. Interns provide significant service to the District for planning, management or financial studies, field work, and public outreach programs, and they receive valuable training in return. They are an important bridge between the community and the District, bringing new ideas to the District and conveying the

District's successful experience to District residents and potential future employees.

- ▶ The District will preserve and expand project opportunities for interns.

### **Concessionaires**

Concessionaires are businesses that use District facilities to provide services or activities that the District could not otherwise provide. Concessionaires typically provide some revenue to the District, although the amount may be nominal, depending on the type of service provided. Based on market conditions, financial records, quality of service, and experience at the facility, the District changes the operating mode of a service between a concession and an in-house operation, as needed. Concessionaires must provide services in keeping with environmental standards and park values. The District modifies or discontinues a concessionaire service should it not be consistent with the District's goals. (Refer to the Concession and Special Use Policy, Appendix, page 72.)

- ▶ The District will use concessionaires that are economically viable as independent entities to augment services to the public, in keeping with the Concession and Special Use Policy. Concessions may be used to operate special recreational facilities, such as equestrian centers, food service, or retail sales services, at District sites, consistent with the District's mission. Concessionaires will be required to provide high quality service, maintain the condition of the facility, and provide some share of revenue to the District in return for the use of the District's assets. Concessionaires who provide services in District facilities, or for District activities, will be required to uphold environmental standards and park values consistent with the District's mission.



Volunteers contribute much-valued time and energy to the Park District. These enthusiastic helpers are planting trees at Point Pinole Regional Shoreline on Arbor Day. Photo by Nancy McKay.

## FINANCIAL RESOURCES

To support its many activities, the District relies on several funding sources, all of which are subject to, and comply with, laws and procedures governing the financial activities of public agencies. The District's major source of financial support is property tax revenues. The District manages the monies it receives in three broad funding categories: General, Capital, and Special Revenue. Funds may be restricted based on law or policy, and are appropriated and disbursed in accordance with the District's Annual Budget, Landscape and Lighting District engineer's reports, or other mandated processes.

Measure AA—the Regional Open Space, Wildlife, Shoreline and Park Bond Act passed by District voters in 1988—has provided funding to round out and help complete a major portion of the District's system of parks, regional trails, and essential development projects that were envisioned in the 1988 District Master Plan. As such, Measure AA has provided a remarkable opportunity to add a variety of new parks, trails, and facilities to the East Bay Regional Park District. Unfortunately, operating revenues have not keep pace with acquisitions. The District deploys staff strategically and has introduced new technological tools to stretch

operating funds as much as possible; however, funding the operation and staffing of a growing park system remains a challenge.

- ▶ The District will seek to protect and augment diversified, equitable, long-term funding sources that support the strategic goals described in this Master Plan, and will manage within these resources to assure the District's continuing sound financial operation.

### Property Tax Revenues

The major source of the District's General Fund is property tax revenues received in accordance with the master tax sharing agreements of both Alameda and Contra Costa Counties. The District receives funds from eastern Alameda County via a tax sharing agreement with the Livermore Area Parks and Recreation District; it does not collect property taxes from eastern Contra Costa County, where a separate Landscaping and Lighting District has been established to provide a funding source for District programs.

- ▶ The District will continue to use property tax revenues as the primary means for meeting its public service responsibilities.



Visitors enjoy the lagoon at Cull Canyon Regional Recreation Area, one of the Park District's revenue-producing swimming facilities. Photo by Nancy McKay.

### **Fees and Charges**

The District derives revenue from parking and entry fees, fees for interpretive and recreational services, and sales of merchandise and miscellaneous items. Fees traditionally make up approximately 10 percent of the District's General Fund revenues. Fees are structured to recoup the costs of special events and may be adjusted to limit impacts on, or encourage access to, parklands or facilities. The District may charge a premium for special activities and may elect to reduce or waive fees for individuals who require financial assistance and for non-profit community interest groups. The District reviews and adjusts fees and charges annually. New programs and activities offered in the future may have to be supported through user fees.

- ▶ The District may establish fees for programs and services.

### **Bonds and Other Borrowing**

The District has funded significant acquisitions and park construction through the \$225 million Measure AA bond program. This voter approved program began in 1988, and will continue through the final sale of bonds, anticipated for the year 2001. The program is supported through a separate tax, over and above the general property tax. The District has also issued notes and entered into debt agreements with granting agencies and others in order to purchase land. These debts are obligations of the General Fund.

- ▶ The District will continue the Measure AA acquisition and development program and will issue bonds as necessary within the intent and authority of that program. Where economically advantageous, the District may borrow to make major capital equipment or fixed asset purchases. The District may borrow funds on a short-term basis against anticipated revenue to fund annual operations.



## Revenue from Leases

Several District properties include facilities leased to others for grazing, communication, or other purposes not directly related to District services. Revenues from such leases have historically made up one percent to two percent of District revenues.

- ▶ Leases will be negotiated to enhance park activities or value and to maximize revenue to the District. Revenues generated from leases will, at minimum, offset the direct and indirect costs of effecting the lease and are expected to provide additional revenue to the General Fund.

## Benefit Assessment Districts

In 1991 and 1993 respectively, the District established the East Contra Costa County and the Alameda/Contra Costa County Regional Trails Landscape and Lighting Benefit Assessment Districts. Both Assessment Districts were reaffirmed by the electorate in 1996 with a positive vote of 67 percent and 78 percent respectively. These two assessment districts provide approximately 10 percent of the District's operating revenues and are budgeted and accounted for separately from the District's General Fund.

- ▶ The District will continue administering the current benefit assessment districts and related zones of benefit, which support local open space and trail improvements. The District will consider establishing additional zones of benefit in support of local open space or recreational facilities when these areas are congruent with Master Plan objectives. The District will also consider using benefit assessment revenues for acquisitions or improvements, or for debt service to fund such improvements.

## Donations, Grants, and Endowments

The District receives funding directly from donations and grants and indirectly through the fund-raising activities of the Regional Parks Foundation, a separate non-profit corporation that supports the District. Recently, the District has received significant funds that provide endowments for ongoing project work on trails and related facilities. In 1995, grants from a variety of federal, state, and local agencies and from several non-profit groups provided more than \$25 million in acquisition and improvement funds.

- ▶ The District will aggressively seek grants, donations of funds, assets, and services that support Master Plan goals. Funds will be disbursed through the annual budget process.

## Agreements with Other Agencies

The District engages in many different financial relationships with other agencies, including joint powers agreements, mutual aid, fee for service, tax sharing agreements, and contracts. Through fee-based agreements, the District receives revenue for such services as policing East Bay Municipal Utility District facilities and San Francisco Water Department lands and providing resource management or similar services to other local agencies. The District also has a tax sharing agreement with the Livermore Area Park and Recreation District to provide revenue in support of regional facilities in eastern Alameda County.

- ▶ The District will coordinate with and/or provide services to other agencies when the activities are related to the District's mission. Service agreements will include provision for payments to the District sufficient to support the direct and indirect cost of providing such services.

# 6

## Our Shared Future



Management of endangered species and research efforts combine to identify and maintain park habitat for sensitive species such as the peregrine falcon (*Falco peregrinus anatum*), which have been reintroduced at Sunol, Morgan Territory, and Mission Peak. Photo by Steve Bobzien.

## OUR SHARED FUTURE

Today, because of continued urbanization, the need for a regional system of publicly owned open space areas, recreational facilities, and trails is perhaps even greater than it was 62 years ago. And, as in 1934, the times are uncertain. Efforts to restructure local government, ballot initiatives, and legislative pressures threaten the District with

the potential loss of essential revenues in the face of growing demand for services. Economic uncertainty, population growth, the related need for more open space and recreational resources, the increased ethnic and cultural diversity of the East Bay, improved scientific knowledge in the areas of natural and cultural resource management, and land use changes that could create new regional parks in urban areas are among the key challenges that will shape the East Bay Regional Park District of the twenty-first century. The District accepts the responsibility to address these important challenges and offers this Master Plan as its response to the opportunities created by change.



The Master Plan 1997 is a rededication of the East Bay Regional Park District to the vision of its founders, the public spirited citizens and elected officials who accurately foresaw the great potential of this region and who had the courage and the will to advocate creating a park system for the benefit and enjoyment of the public. The plan acknowledges the continuing commitment of the citizens, elected officials, and staff whose dedicated efforts have expanded the District from the first four parks established in 1934 to the present system of 55 regional parks and nearly 30 regional trails. This Master Plan will guide the District as it responds to the challenges that lie ahead. The policies it establishes will further the protection of natural and cultural resources, help the District provide needed public access and recreational services, guide the District's public planning process to balance resource conservation and recreation, and enable the District to manage its human and financial resources effectively.

This chapter of the Master Plan describes the future physical growth and expansion of the District, highlights the priorities for the next decade, and discusses the annual budget, which is the chief vehicle for realizing the goals of the Master Plan and the vision and mission of the District.

## PARKS, TRAILS, AND SERVICES FOR THE TWENTY-FIRST CENTURY

The major areas of growth envisioned in this Master Plan for the next 10 years include completing the Measure AA Bond Program throughout the two county area and establishing a system of regional trails and parks in eastern Alameda County. Measure AA funds will be used to purchase expansions to existing and new parks, obtain trail rights-of-way, develop extensions of the regional trail system, and complete \$40 million in essential public access and park improvements.

### **Future Additions to the Regional Park and Trail System**

The future physical growth and expansion of the East Bay Regional Park District is described on the Regional Parkland and Trail Map, Figure 3, page 74. This map shows the location of existing regional parks and indicates future, desired regional parks and trails. The map also recognizes the broad system of interrelated open space lands and recreational opportunities provided by other public agencies that, taken together with District lands, form a substantial open space resource for the citizens of Alameda and Contra Costa Counties. The graphic symbols showing potential parks and trails do not indicate specific parcels or trail alignments. These symbols represent a general area where a regional park or trail is desirable and could possibly include several facilities. Designation of such sites on this plan does not ensure acquisition but rather establishes the direction of the District's desired growth.

### **Master Plan Priorities**

This Master Plan 1997 sets the following priorities for implementing the vision and mission of the District in the next decade:

Continue to preserve open space as well as natural and cultural resources in the regional parklands through planning, acquisition, management, and liaison with other agencies and organizations.

Complete the acquisition and facility development program of Measure AA and acquire the new park sites and trail corridors identified in this Master Plan.

Complete a system-wide plan that will include an inventory of resources, unit designations, and resource prescriptions.

Complete key park and trail projects in the eastern part of the District to serve newly annexed areas and anticipate urban growth. Where possible, enhance facilities, services, and programs provided by other agencies.

Complete the missing sections of the Bay Area Ridge Trail and the San Francisco Bay Trail.

Actively seek individual, business, and corporate sponsorships, encourage volunteer activities, and form other partnerships that improve the availability of services.

Expand camping facilities and programs and develop new sites to serve youth, families, and groups.

Expand interpretive and recreational programs to reach more District residents. Launch a focused effort to attract young people and families into the regional parks. Develop recreational programs and services to meet community needs.

Encourage local communities, agencies, and organizations to create opportunities for children, youth, and families to come to the regional parks.

## **SHAPING THE FUTURE: THE ANNUAL BUDGET**

The chief vehicle for translating the District's vision and mission into action is its annual budget. The District evaluates and prioritizes all proposed services each year in the course of preparing its annual bud-

get, which serves as its “plan” for the coming year, in keeping with the goals of the Master Plan. The budget is prepared under the direction of the General Manager and is supported by financial forecasts, strategic plans, and other information developed to ensure the long term continuation of District activities.

As part of the annual budget process, the District analyzes the impact that new acquisitions, facility development, and increased levels of use will have on its operations, and makes strategic adjustments. Since 1989, the District has accommodated growth in parks, trails, and services within budget revenues by carefully balancing financial resources with desired services.

The District develops its annual budget with public review and comment. Thus, the preparation of the budget each year provides an on-going opportunity

for residents of the two-county area to participate in shaping the future of the regional parks.

The Board of Directors and the staff of the East Bay Regional Park District are committed to working day by day, year by year, to achieve the goals of this Master Plan 1997. We welcome the involvement of all District residents in this important endeavor.

- ▶ **The District will continue to use the annual budget process as the primary means for achieving the goals of the Master Plan and will manage the growth of the regional park system within available budget revenues. New revenue will be sought and adjustments to basic services will be considered during the budget process in order to provide new, modified, or expanded services.**



Overnight camping is available for individuals, families, and organized groups at several regional parks. This campground at Del Valle Regional Park is popular for its proximity to swimming, fishing, boating, and miles of backcountry trails. Photo by Nancy McKay.

## EAST BAY REGIONAL PARK DISTRICT BOARD POLICIES AND ADMINISTRATIVE MANUALS

The Board of Directors has adopted policies covering subjects that are, in some instances, also shown in this Master Plan. A policy that is adopted by resolution of the Board is normally more detailed and often contains procedures regarding its implementation. Following adoption of this Master Plan, the Board will review each policy noted below (\*) to bring it into consistency with the new Master Plan.

Under the General Manager's direction, the staff has also developed several operational manuals, handbooks, and directives to guide managers and supervisors in their daily activities. The Board has accepted, adopted, or authorized implementation of the following manuals, and has delegated authority to the General Manager for reviewing them, revising them, and bringing them into consistency with the new Master Plan. Policies within manuals that require Board approval will be brought to the Board for review and consideration.

Action Plan to Address Environmental Problems  
Aquatic Operations Manual  
Bicycle Policy (see Ordinance 38)  
Board Operating Guidelines  
Camping Program Policy  
\* (April 2, 1996, Resolution # 1996-4-80)  
Children's Play Area Policy  
Communication Site Policy  
\* (Oct 4, 1994, Resolution # 1994-10-264)  
Communications Policy  
Concessions Manual  
Concessions and Special Use Projects Policy  
\* (October 4, 1994, Resolution No. 1994-10-262)  
Conflict of Interest Manual  
Cultural Diversity Policy  
\* (December 20, 1994, Resolution # 1994-12-320)  
Emergency Preparedness Manual  
Employee Training Manual  
Energy Conservation Manual  
Environmental Problems Action Policy  
Environmental Review Manual  
Fees and Charges Policy  
Fee Waiver Policy  
Financial Policies and Procedures Guide

Fire Weather Operating Plan  
Fire Hazard Mitigation Program and Fuel Management Plan for the East Bay Hills  
Fire Operations Manual  
Fixed Assets Policy  
Good Neighbor Guidelines  
Guidelines for Open Space Planning and Management  
Hazardous Trees Manual  
Interface Fire Prevention Policy  
Interpretive Services Manual \* 1983  
Investment Policy  
Land Dedication Policy  
Mitigation Policy  
MSDS Program Manual  
Naming Parklands Policy  
Ordinance No. 38  
\* (May 7, 1996, Resolution #1996-5-117)  
Park Classification Manual  
Park Horticulture Manual  
Park Operations Manual  
Personnel Administrative Manual  
Pest Management Policies and Practices  
\* (October 1987, Resolution #1987-11-325)  
Police and Fire Directives  
Prescribed Burning Policy  
Public Policies Manual  
Public Safety Operations Manual  
Relocation Guidelines  
Reservations Policy  
Revenue Manual  
Safety Manual  
Services, Non-discrimination Policy  
Security Residence Policy  
Signing Manual  
Special Events Policy  
\* (November 2, 1993, Resolution #1993-11-298)  
Standard Design Manual  
Standard Procedures Manual  
Swimming Program Policy  
Surplus Land Disposal Policy  
Trails Manual  
Tree Management Policy  
Vegetation Management Manual  
Vehicle Operations Manual  
Volunteer Policy and Handbook  
Wildland Management Policies and Guidelines  
\* (August 18, 1992, Resolution # 1992-8-219)  
Whole Park Access Study  
\* (October 20, 1987, Resolution # 1987-11-87)  
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Figure 3

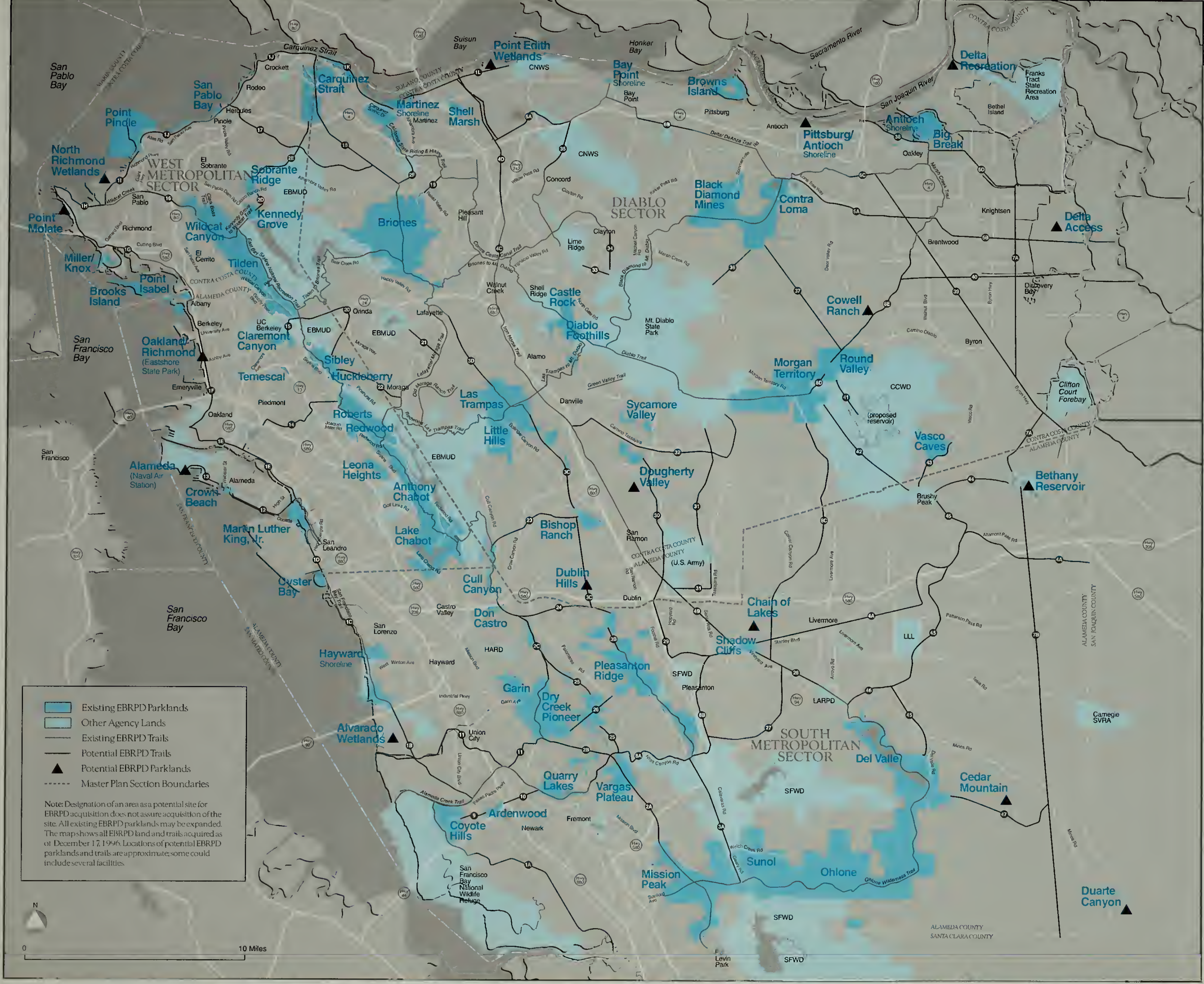
# Regional Parkland and Trail Map

Potential Regional Trails (or partially completed)

- 1** **San Francisco Bay Trail \*\***
- 1A** Santa Clara County to Coyote Hills
- 1B** Coyote Hills to Hayward Shoreline
- 1C** Hayward Shoreline to Oyster Bay
- 1D** Oyster Bay to Martin Luther King Jr.
- 1E** Martin Luther King Jr. to East Shore State Park
- 1F** East Shore State Park
- 1G** Pt. Isabel to Miller/Knox
- 1H** Miller/Knox to Wildcat Creek
- 1I** Wildcat Creek to Pt. Pinole
- 1J** Pt. Pinole to Carquinez Strait
- 1K** Carquinez Strait to Martinez Shoreline
- 1L** Martinez Shoreline to Pt. Edith
- 2** **Bay Area Ridge Trail \*\***
- 2A** Mission Peak to Vargas Plateau
- 2B** Vargas Plateau to Garin/Dry Creek Pioneer
- 2C** Garin/Dry Creek Pioneer to Chabot
- 2D** Kennedy Grove to Sobrante Ridge
- 2E** Sobrante Ridge to Carquinez Strait
- 2F** Briones to Martinez Shoreline
- 3** **Calaveras Ridge Trail \*\***
- 3A** Sunol to Pleasanton Ridge
- 3B** Pleasanton Ridge
- 3C** Pleasanton Ridge to Las Trampas
- 3D** Las Trampas to Briones
- 4** **Iron Horse Trail \*\***
- 4A** San Joaquin County to Shadow Cliffs
- 4B** Shadow Cliffs to Alameda County
- 4C** Pleasant Hill BART Station Area
- 4D** Walnut Creek Channel Extension
- 5** **Mokelumne Coast to Crest Trail \*\***
- 5A** Contra Loma to Marsh Creek Trail
- 5B** Marsh Creek Trail to Delta
- 6** **Delta/De Anza Trail \*\***
- 6A** Walnut Creek Channel to Bay Point
- 6B** Bay Point to Pittsburg
- 6C** Antioch to Oakley
- 6D** Marsh Creek Trail to Rock Slough
- 7** **De Anza National Historic Trail \*\***
- 7A** Rock Slough to Bethany Reservoir
- 7B** Bethany Reservoir to Santa Clara County
- 8** **San Francisco Bay to San Joaquin River Trail \*\***
- 8A** Niles Canyon
- 8B** Niles Canyon to Shadow Cliffs
- 8C** Shadow Cliffs to Morgan Territory
- 8D** Morgan Territory to Round Valley
- 8E** Round Valley to Big Break
- Other Regional Trails**
- 9** Coyote Hills to Ardenwood
- 10** Ardenwood to Quarry Lakes
- 11** Old Alameda Creek
- 12** Martin Luther King Jr. to Crown Beach
- 13** Crown Beach to Alameda Shoreline
- 14** Redwood to Lake Merritt
- 15** Claremont Canyon to Tilden
- 16** Wildcat Creek \*\*
- 17** Hercules to Briones
- 18** Carquinez Strait to Briones
- 19** Briones to California State Riding & Hiking
- 20** Orinda Loop (Stibley, Orinda, Tilden)
- 21** Lafayette/Moraga to Lafayette Reservoir
- 22** Indian Ridge to Moraga
- 23** Cull Canyon to Bishop Ranch
- 24** Don Castro to Pleasanton Ridge
- 25** Don Castro to Vargas Plateau
- 26** Garin to Pleasanton Ridge
- 27** Pleasanton Ridge to Shadow Cliffs
- 28** Shadow Cliffs to Del Valle \*\*
- 29** Shadow Cliffs to Iron Horse (includes Arroyo de la Laguneta)
- 30** Iron Horse to Sycamore Valley
- 31** Essajara Creek
- 32** Iron Horse to Mt. Diablo
- 33** Lime Ridge to Mt. Diablo
- 34** California State Riding & Hiking \*\*
- 35** Contra Costa Canal to Delta/De Anza
- 36** Black Diamond Mine to Mt. Diablo
- 37** Black Diamond Mines to Round Valley
- 38** Big Break Shoreline
- 39** Southern Pacific Railroad
- 40** Marsh Creek Trail to Discovery Bay
- 41** Round Valley to Los Virajeros Reservoir
- 42** Morgan Territory to Brock Peak
- 43** Vasco Caves and Dry Peak
- 44** Iron Horse/De Anza/Bethany Reservoir
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- 46** Del Valle Dam Extension
- 47** Del Valle to De Anza National Historic Trail

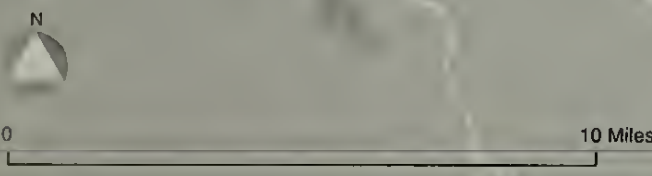
Notes:  
 \* Trail is not yet started or is partially completed.  
 \*\* Status is uncertain.





Existing EBRPD Parklands  
 Other Agency Lands  
 Existing EBRPD Trails  
 Potential EBRPD Trails  
 Potential EBRPD Parklands  
 Master Plan Section Boundaries

Note: Designation of an area as a potential site for EBRPD acquisition does not assure acquisition of the site. All existing EBRPD parklands may be expanded. The map shows all EBRPD land and trails acquired as of December 17, 1996. Locations of potential EBRPD parklands and trails are approximate; some could include several facilities.





This picture illustrates how topography, weather, and sun and shade patterns influence vegetation growth on a ridge-line in Diablo Foothills Regional Park.

Photo by Bob Walker.

# Acknowledgements

## Board of Directors 1997

### Jean Siri

Ward 1. Albany, Berkeley, Emeryville,  
El Cerrito, Kensington, Richmond,  
San Pablo

### John Sutter

Ward 2. Most of Oakland, Piedmont, Canyon,  
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Ward 7. Antioch, Bay Point, Bethel Island,  
Brentwood, Byron, Clyde, Crockett,  
Discovery Bay, El Sobrante, Hercules,  
Martinez, Muir, Nevada Dock, Oakley,  
Oleum, Pacheco, Pinole, Pittsburg,  
Port Costa, Rodeo, Selby, Torney

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## Acknowledgments

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middle inset Sunol Regional Wilderness

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at Point Pinole Regional Shoreline by

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**FRONT COVER**

**Ohlone Wilderness Regional Preserve**

Photo by Bob Walker,

©Oakland Museum of California.

**BACK COVER**

**Top inset: White-tailed kite (*Elanus leucurus*)**

Photo by Steve Bobzien.

**Middle inset: Sunol Wilderness Regional Preserve**

Photo by Bob Walker.

**Lower inset: Point Pinole Regional Shoreline**

Photo by Nancy McKay.



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