

# MASTER PLAN

## EAST BAY REGIONAL PARK DISTRICT







# MASTER PLAN 1989

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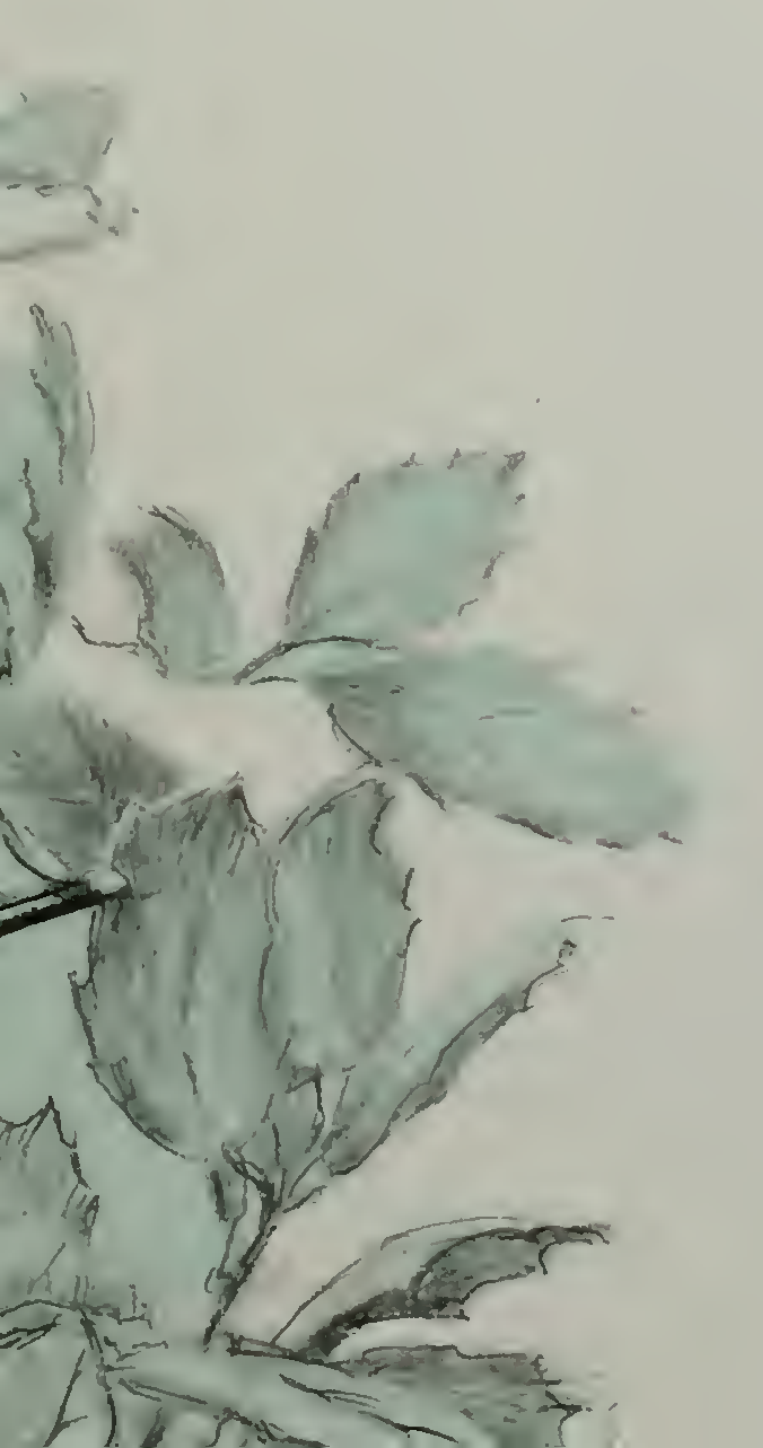
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Parkland Planning Department  
11500 Skyline Boulevard  
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# East Bay Regional Park District

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Dear Friends of the Park District:

The East Bay Regional Park District Master Plan 1989, as in Master Plans 1973 and 1980, is but a single phase of a continuing planning process, but reflects our changing perceptions and values as we strive to fulfill our responsibilities to the citizens of Alameda and Contra Costa counties. This is as it should be with a living document.

Serving as stewards of citizens' investment in the quality of their lives, we must balance increasing needs with declining resources. We encourage continuing creative thinking on the momentous policy decisions that will be debated, resolved, re-debated, and re-resolved many times before the publication of the next Master Plan.

Some areas that will engage our talents as we become more skilled in living with the earth rather than on it, include policies relating to grazing, the protection of wildlife, and our expanding efforts to take the parks to people. At all levels an increased emphasis will be placed on resource preservation. Grazing and wildlife policies are under further study at this very moment.

The best of Master Plans raise more questions than answers, and Master Plan 1989 is no exception. Unlimited, enthusiastic, and grateful congratulations are due to all friends including Staff, Board members, and Park Advisory Committee members who have contributed so much. Thanks to you all, we have charted some new directions, reaffirmed our obligations of stewardship, expanded our commitment to care for our natural world, and have particularly defined our function and accountability as a responsible, responsive public agency.

We at East Bay Regional Park District agree with Isaac Asimov that, "Each of us is not only his brother's keeper; he is the keeper of his animal and plant brothers as well, the keeper of air he breathes, the water he drinks, and the soil he stands on. We are all planet keepers, and in all the universe we have only this one planet to keep."

Mary Lee Jefferds  
President for the Board of Directors

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**LOCATION MAP**



# FOREWORD

by Joseph H. Engbeck, Jr.

*“The state of civilization of a people may be measured by its care and forethought for the welfare of generations to come.”*

*Dr. John C. Merriam, President  
Save-the-Redwoods League, 1931*

Take even a few minutes for a drive through one of the East Bay Regional Parks or, better yet, spend a little time in one—walk, swim, picnic, play a game, take a nap amid the quietude of nature—and you will know that something wonderful has been done on behalf of present and future generations of East Bay residents. In fact, one need only think about the many fine close-to-home places that have been preserved and made accessible by the East Bay Regional Park District to feel a deep-seated sense of gratitude to those pioneer visionaries who created the Park District during the 1930's.

It was an extraordinary accomplishment. And it is astonishing to remember that it was carried to success in the midst of that dark and troubled time that we still refer to as The Great Depression. But creating the District in 1934 and acquiring those first four parks in 1936 was just a beginning. Since then several generations of practical idealists have managed, despite all difficulties, to enlarge and improve the East Bay Regional Park system dramatically.

Today it includes nearly 65,000 acres of land in forty-nine separate park units and fifteen regional trails. There are fourteen regional parks, eight preserves, thirteen shoreline areas, three wilderness units, and nine recreation areas. There are ten lakes, three swimming pools, more than 1,000 miles of trail within the parks and another 100 miles of interconnecting trailways. There are places to ride horseback, ride a merry-go-round or a miniature steam train, and countless opportunities to walk, stroll, hike, fish, swim, picnic, or just relax amid the natural beauty of our hills, valleys, and scenic shorelines.

But still the job is not done. Nor can it ever be entirely done so long as the San Francisco Bay Region continues to be the growing, dynamic place it is today. The challenge is to recognize the needs of today, foresee the needs of tomorrow, and find ways and means to meet those needs fully and well.

This document is one small but important step in that process, a step that points the way to future accomplishment. Let our vision be clear and strong. In the tradition of our predecessors, let us find courage enough to be undaunted by the difficulties of our time. And most of all, while recognizing our honest differences, let us find ways to work together—elected officials, park district staff members, readers and writers of this document, citizens of the region. Only by working together toward shared goals can we hope to solve present problems and, even more importantly, provide for all those millions of people who will be residents of the East Bay in the decades and centuries to come.

Joseph H. Engbeck, Jr.





*Joseph Engbeck was a member of the Citizens Task Force for the first edition of the Master Plan in 1973. He is a founder and past executive director of People For Open Space, founder and past president of the Claremont-Elmwood Neighborhood Association, founder and co-chairperson of Friends of Claremont Canyon, and the author of several books including State Parks of California 1864 to the Present and Enduring Giants. He is currently serving as Director of Publications for the California Department of Parks and Recreation.*

*Oak trees in the fog at Diablo Foothills Regional Park.*



# INTRODUCTION

## INTRODUCTION TO THE MASTER PLAN—1989

### Purpose of the East Bay Regional Park District

The East Bay Regional Park District (EBRPD) will acquire, preserve, protect, develop, and operate regional parklands in Alameda and Contra Costa counties in perpetuity for public use. It will conserve these lands to make the outdoor environment available for the enjoyment and education of the public. (The California Public Resources Code, Article 3, 5500 series describes the purpose and powers of the EBRPD and is summarized in Appendix A.) The Board of Directors has established the following goals as being necessary to accomplish the EBRPD's purpose. These objectives are intended to provide the public, the Board of Directors, the EBRPD staff, other governmental agencies, and the private sector with a clear statement that will guide the EBRPD in implementing this Master Plan.

The District will:

- Provide a diversified land-and-water system of regional parks, preserves, shorelines, wildernesses, open space, recreation areas, land banks, trails, and parkland-related services, which will offer EBRPD residents opportunities for creative use of outdoor leisure time.
- Acquire and preserve significant systems of the natural environment including biologic, geologic, scenic, pre-historic, and historic resources that exist within the EBRPD boundaries.
- Cooperate with other public agencies in acquiring, preserving, and managing non-park open space lands and ecosystems and in fostering sound land stewardship practices.

- 
- Balance environmental concerns and regional recreation opportunities within regional parklands.
  - Provide appropriate recreational development so that it both fosters use and preserves the remoteness and natural values of these lands.
  - Preserve and manage the parklands so that they retain their important scenic, natural, and cultural values.
  - Enhance access and use of the parks by members of special populations, such as disabled, disadvantaged, and elderly visitors.
  - Interpret the parklands by focusing both on the visitor's relationship to nature and the parklands' values, natural processes, ecology, and history.
  - The District will be a "good neighbor" to adjacent owners by managing its resources and planning, developing and operating its parks in a manner that does not conflict with adjacent management practices or that reduces impacts to the greatest extent possible.

### **Master Plan Purpose**

This Master Plan presents appropriate policies, goals, guidelines, and programs for achieving optimum service to the public.

## Master Plan Background

### ■ Original Master Plan—1973

Many individual efforts go into the development of a successful Master Plan, particularly one of the size and scope required for a regional agency. (For the significant elements that were involved in development of the first Master Plan for the District, see the introduction to the 1973 Master Plan.) At its meeting in December 1973, the Board formally adopted the District Master Plan by Resolution Number 4475, in order to comply with the requirements of Section 5545.5 of the California Public Resources Code.

### ■ Revised Master Plan—1980

Between 1977 and 1979, in compliance with the charge found in Section XI (Master Plan Review and Public Participation Policies) of the 1973 Master Plan, the Master Plan Subcommittee of the Park Advisory Committee (PAC) revised the 1973 Master Plan. The subcommittee recommended that the Master Plan should be reviewed on an on-going basis, so that revisions may be made periodically as the District accomplishes its objectives and formulates new ones. It also recommended that there be a major review and reprinting of the entire plan every five years.

### ■ Revised Master Plan—1989

The PAC reviewed the 1980 Master Plan during 1985 and 1986. The PAC, with the assistance of District staff and the Board's Master Plan Committee, reorganized the Master Plan to place more emphasis on resources, planning, and operations, and added many long-standing District policies for completeness and to contribute to the public's understanding of the District. The PAC also added to the text several new policies that had been drafted by the PAC and adopted by the Board since the publication of the 1980 Master Plan.

## Definitions

- “Board” refers to the Board of Directors of the East Bay Regional Park District.
- “District” and “EBRPD” refer to the East Bay Regional Park District.
- “EIR” refers to the Environmental Impact Report prepared as part of a LUDP or for other specific projects.
- “General Manager” refers to the General Manager of the East Bay Regional Park District.



*Families enjoy picnicking and water sports at Del Valle Regional Park. Del Valle is one of many lakes in the East Bay Regional Parks.*

- “LUDP” refers to the Land Use-Development Plan, prepared for each parkland.
- “Master Plan” is reserved for this District-wide document, originally adopted in 1973; then revised on February 5, 1980, and May 17, 1988; and as amended thereafter.
- “PAC” refers to the East Bay Regional Park District Park Advisory Committee.
- “Parklands” refers to all park classifications described in the Master Plan, such as regional park, wilderness, preserve, trail, etc.
- “Staff” refers to the employees of the East Bay Regional Park District.
- “System-wide” includes parklands, open spaces, and trails owned by other agencies.

### **Plans and Documents**

This Master Plan refers to many plans, manuals, and documents, most of which are defined within the text. Readers should refer to the table of contents or index for exact locations. For those documents that are not defined in this Master Plan, Appendix B lists reference materials housed at the EBRPD Headquarters, and Appendix C lists the LUDPs, currently adopted by the Board for individual parks and trails.



## RESOURCE, RECREATIONAL, AND EDUCATIONAL POLICIES

### RESOURCE POLICIES

The natural resources of the District, the lands, waters, vegetation, wildlife, and historical and cultural resources, are the fundamental features from which all park planning and development begin. The following policies are designed to reflect the importance of these resources and to provide guidelines for their protection, enhancement, utilization, and management.

#### Vegetation Management

The District will maintain and enhance vegetation for its own intrinsic value, as important wildlife habitat, and will use state-of-the-art practices to provide optimum conditions for public recreation and enjoyment in appropriate areas. To that end the District will develop and maintain a tree hazard program. Agriculturally designated weedy plant species that degrade the land and recreational use values will be managed when and where appropriate.

#### Habitat Restoration

The District may designate appropriate areas for restoring or reclaiming lost or altered natural biotic communities, such as wetlands, grasslands, or riparian woodlands for their intrinsic wildlife and educational values.

#### Wildlife Policy

The District will conserve wildlife populations to foster native species and to protect or increase the populations of endangered species. Following the principles of integrated pest management, the District will control health or safety conflicts between humans and wildlife.

*Black-Tailed deer at Diablo Foothills Regional Park. The District manages a variety of natural habitats abundant with the flora and fauna of the East Bay.*

---

### **Endangered Species**

The District will protect and maintain plants and animals and their habitats that are officially listed under state or federal Endangered Species acts and those species that a competent authority has proposed for such listing such as threatened species and species of special concern.

### **Fisheries Management**

The District will operate a variety of freshwater and saltwater fisheries and will allow fishing in accordance with both state regulations and District ordinances.

### **Water Management**

The District will maintain the necessary quality and quantity of water in streams and lakes to provide plant communities, suitable wildlife habitat, and recreation values.

### **Soil Management**

The District will construct and maintain its roads, trails, and other improvements to avoid erosion and soil failure. The District will include an erosion-control plan as part of all capital-improvement projects that involve substantial soil disruption. Trails, roads, and other park improvements will be designed to avoid or minimize impacts on sensitive wildlife habitats and rare plant populations.





## **Historic and Cultural Resources**

The District will protect and maintain historic buildings or cultural resource sites within its lands. The District may acquire historic buildings or cultural resource sites when they lie within a larger area that meets the parkland classification criteria. The District will preserve cultural resources "in situ" whenever feasible. After consulting with recognized authorities and groups, the Board will adopt a reinterment plan for the remains of Native Americans and their associated artifacts.

## **Energy Resources**

The District will conserve nonrenewable energy resources to the greatest practical extent. It will periodically study alternative systems and strategies to reduce energy consumption. The District will not develop or permit any development of energy resources on its lands that is not compatible with park purposes.

## **Hazardous Materials**

The District will protect the environment and the health and safety of its staff and park users from hazardous materials. The District will require all contractors and concessionaires who use hazardous materials to certify that they operate in accordance with the regulations of the state and federal offices for the Occupational Safety and Health Administration (CALOSHA/OSHA) and to provide copies of all relevant CALOSHA/OSHA inspection reports.

## **Encroachment on Parklands**

The District will seek to eliminate or minimize any adverse effects on parkland of proposed land use on adjacent property. The District will plan an active educational role in working with adjacent property owners and public agencies regarding the means and necessities for protecting wildland resources.

## **Wetlands Policy**

California has lost more than 90% of its wetlands since 1900. In the Bay Area, the loss has been staggering. As a result, a diverse number of species have lost substantial portions of their habitat and many of these species have become rare, threatened, or endangered.

In 1979, the state legislature emphasized the importance of the Federal Clean Water Act goals when it resolved to increase wetland acreage in California by 50% by the year 2000. It is in support of these important habitat protection goals that the District has adopted the following definitions and policies.





*An artist's depiction of Bay Area Ohlone settlement before the arrival of Europeans. Today, cultural resources are protected and park visitors can learn about Native American culture through interpretive programs and activities such as village restoration and tule boat construction.*



## Definition of Wetlands Policy

### ■ Wetlands

Wetlands 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 water. For purposes of this definition, wetlands must have one or more of the following three attributes: (1) at least periodically, the land predominantly supports hydrophytes; (2) the substrate is predominantly undrained hydric soil; and (3) the substrate is non-soil and is saturated with water or covered by shallow water at some time during the growing season of each year. This definition includes 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, and streams; and all other areas which seasonally or permanently exhibit at least one of the attributes described above.

### ■ Wetland Boundaries

The upland limit of wetland is: (1) the boundary between land with predominantly hydrophytic cover and land with predominantly mesophytic or xerophytic cover; (2) the boundary between soil that is predominantly hydric and soil that is predominantly non-hydric; or (3) in the case of wetlands without vegetation or soil, the boundary between land that is flooded or saturated at some time each year and land that is not. The lower limit of wetlands is estuarine or marine areas (i.e. those wetlands which are subject to the ebb and flow of the tide) is established as coincident with the extreme low spring tide. The lower limit of wetlands in an inland setting (i.e. those wetlands associated with lakes, rivers, ponds, vernal pools, etc.) is established at a depth of two meters (6.6 feet) below low water; however, if emergent vegetation extends beyond this depth at any time, then the deepwater edge of such vegetation is the boundary.

### ■ Wetland Resource Areas

Wetland resource areas include wetlands, the members of the wetland communities, 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.

### ■ Wetland Policies

- The District will participate in the acquisition, preservation, restoration, and management of wetland resource areas of regional significance within District boundaries.





*Arrowhead Marsh at San Leandro Bay Regional Shoreline. The marsh is a protected habitat. An observation platform and boardwalk provide viewing without disturbing the shorebird residents.*

The District will inventory its current land holdings to define current wetland status and determine the restoration potential of existing wetland resource areas.

- The District will establish management standards to maintain and enhance the value of wetland resource areas and will manage its wetlands to provide a variety of wetland types and maximize the preservation of wetland habitat values.
- The District will not institute or take part in any action which would result in a net decrease in wetlands, wetland resource areas, or a depletion of wetland communities and other habitat values. Public access to wetland areas will be encouraged, but controlled or restricted, when necessary, to protect resource values.

*Birds and the San Francisco skyline as viewed from Hayward Regional Shoreline. Besides preserving habitat and allowing public access to the bay shore, Hayward Shoreline is the site of a unique marsh restoration project.*



- The District will work in full cooperation with all public agencies, interested organizations, and individuals to acquire wetland resource areas through purchase, lease, or dedication. In acquiring wetlands, the District will consider the following: wetland type; water quality; size and quality of the wetland or seasonal wetland area, incompatible land use activities either adjacent to the wetland area or within the watershed that may degrade the quality of the resource; upstream control of water sources; the potential for additions to the wetland system to enhance habitat values and management efficiency, and the resource and education values associated with the wetland resource area.
- Based on detailed hydrological and biological assessment of the wetland resource area, and its surrounding watershed, the District should also provide a buffer zone whenever feasible, to assure an adequate transition zone and to protect the restored or created wetland. The buffer zone should be continuous, surrounding the wetland area, on land as well as water areas.

## RECREATIONAL POLICIES

The District will provide a system of regional parklands and regional trails that will emphasize a variety of significant outdoor recreational and educational activities.

### Regional Outdoor Activities Policy

#### ■ Activities requiring facilities

The following activities may be considered for site planning and facilities: backpack camping, bicycling, boating, \*botanic garden, children's play areas, family camping, family or group picnicking, fishing, hiking, horseback riding, \*merry-go round, \*miniature trains, meeting rooms, nature centers, outdoor sports and non-structured pursuits on turfed meadow areas, pony rides, sunbathing, swimming and related aquatic activities, youth group camping, and physical exercise.



*Anglers enjoy fishing from the pier at Point Pinole Regional Shoreline. Facilities such as this 1,250-foot long pier increase recreational opportunities throughout the District.*

\* Indicates activities which are limited to Tilden Park.



*Hikers cross a creek in Del Valle Regional Park. There are more than 1,000 miles of trails for exploring the Regional Parks.*

### ■ Activities not requiring facilities

Activities not requiring facilities that may be planned for include: bird watching, blanket picnicking, wilderness and open space appreciation, games such as horseshoes, volleyball, and lawn croquet where the participants bring their own equipment, nature hikes, open space activities such as contemplation, painting, photography, viewing, beach and sand activities, field research, and educational pursuits.

## Special-Interest Recreation

### ■ System/Site Analysis

As part of its ongoing implementation and specific-site-planning program, the District will maintain a system/site analysis of present opportunities and any deficiencies of special-interest recreational activities that require assigned space, which may not generally be available to other public uses.

This analysis will guide the District in balancing its overall program. Examples of special-interest recreations are field archery, beekeeping, bocce ball, equestrian sports and camping, flying of model airplanes, golf, hang gliding, marksmanship, pet exercises and training, and sailing of model boats.

### ■ Site Operation

Representatives of special-interest groups will review those sites that the District proposes for them. The District will encourage them to organize and administer their specific sites, both for their own use and for use by the general public.

### ■ LUDP-Approved Use

The District will provide use of its lands for special-interest recreation activities where an approved LUDP includes such uses.

### ■ Site Leasing

The District may lease an appropriate land area to a special-interest group. However, the special-interest group will be responsible for the financing, development, and operation of any installed facilities.

## Camping

For individuals and organized groups, the District will provide overnight camping facilities, including those for overnight stops on continuous hikes.



*A family camps in Sunol Regional Wilderness. Whether visitors prefer a readily accessible campground or a remote backpacking area, the District offers many camping opportunities.*

*A visitor enjoys the view from an observation platform at Robert W. Crown Memorial State Beach. Crown is operated by the East Bay Regional Park District. The District is working to improve park access for all visitors, including people with disabilities.*



## **Hostels**

Where appropriate, the District will encourage other agencies to establish hostels—preferably on adjacent land—to enhance the park experience.

## **Regional Trail System**

By coordinating activities with other governmental agencies in the two counties, the District will acquire, develop, and operate a regional trail system. Its objective will be to provide a comprehensive system of trails through the parklands, and a system of trails that connect the parklands with other trail systems and the urban communities.

## **Shoreline Access**

The District will strive to improve shoreline access along the Alameda and Contra Costa shorelines and delta for both trail users and those in boats and will include access and landing spots for small boats. This access will include a Regional Trail corridor (with trail links directly adjacent to the waterways wherever possible), Staging Units, and Regional Shorelines that provide amenities and appropriate recreational and open space opportunities. Boat access, trails, and other facilities will be designed to protect wetlands.

## **Recreational Programs**

The District's formal recreational programs will be primarily nature education and interpretation. The District will encourage local agencies to use District facilities for other programs where appropriate.

## **Off-Road Vehicular Area**

The District will consider provisions for not more than one vehicular recreation area that is suitable for off-road vehicle (ORV) users.

## **EDUCATIONAL POLICIES**

### **Nature Education and Interpretation**

The District will provide nature education and interpretation that covers topics such as vegetation, wildlife, ecology, and history of the parkland resources. Enhancement of the visitor's experience will be emphasized. The public will be educated on the importance of preserving the natural environment and historical resources. The District will provide interpretive material and assistance to teachers who plan to use the parklands and their facilities and will encourage school use.





Children learn of the wonders living in tide pools at Crown Beach. The District's naturalists provide natural and cultural history programs for all ages.



## PLANNING POLICIES

The District uses planning policies that provide an ordered sequence for accomplishing its goals of distributing parklands equitably; classifying, designating, and planning the use of those lands; acquiring, designing, developing, and managing the lands; conducting environmental reviews; and dedicating parklands. These policies form a framework for protecting and managing park resources and for preserving open space while the District provides for appropriate regional recreation. They help to balance facilities for the different sections of the District and include public involvement at crucial stages.

### BALANCED PARKLAND DISTRIBUTION

#### Goal

One of the District's primary goals is the equitable distribution of regional parklands to create a balanced system of both existing and new parklands, which reflects the needs and desires of all District residents. The Board will determine this balance based on the population percentage for the three sections of the District. The following is the projected population percentage breakdown for 1990:

West Metropolitan section	38%
Diablo section	31%
South Metropolitan section	31%

#### Specific Park Sites Selection

When selecting specific park sites, the District will consider population, transportation, access, geography, resources, and other relevant factors, which include acquisition policies

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and need and demand surveys. The sites also will conform to the criteria of parkland classifications. Wherever practical and reasonable, the District will give priority to acquisitions where there is a deficiency or imbalance, as long as the acquisition is consistent with the other criteria and policies of this Master Plan.

### **Parkland Classifications**

Parklands will be classified into the following regional categories: open space, park, preserve, recreation area, shoreline, trail, wilderness, and land bank. Individual classifications are determined by the constraints and potentials of individual sites and the goal of balancing classifications within the three District sections. Refer to Chapter 4 for a description and location of the various parkland classifications as well as their standards and guidelines.

### **Nonduplication of Facilities Between Agencies**

While the District is the only agency in Alameda and Contra Costa counties with a specific mandate from the legislature and the public to provide a system of regional parklands, the District recognizes that other agencies provide facilities serving regional parkland needs: the federal government, the state of California, the East Bay Municipal Utility District, the San Francisco Water Department, and various cities and local agencies within Alameda and Contra Costa counties. While developing its system of regional parklands, the District will coordinate with other agencies to avoid duplication of facilities and services. It will develop a regional system of areas, facilities, and programs that will take advantage of remaining parks and open space within Alameda and Contra Costa counties and will complement the existing sites operated by the District and other agencies. Where recreational facilities adjoin those of other jurisdictions, the District will con-



*A board sailor catches the breeze at Contra Loma Regional Park, an example of jointly managed facilities. The District provides recreation at Contra Loma in cooperation with the federal Bureau of Reclamation, the Contra Costa Water District and the City of Antioch.*

sider, under reciprocal agreements with those jurisdictions, realigning park boundaries or redefining operational procedures to allow maximum efficiency for all agencies concerned.

### **Master Plan Regional Parkland and Trail Map**

The growth and direction of the East Bay Regional Park District is described on the Master Plan Regional Parkland and Trail Map. The map includes the existing parklands of the District and indicates future or potential parkland and trail acquisitions. The graphic symbols on the plan are schematic and do not indicate specific parcels or alignments. Designation of sites on this plan does not ensure acquisition but rather establishes the District's long-range policy for growth. Specific acquisitions will be accomplished as funds are available. (Refer to the policies within this document for an explanation of criteria, priorities, and procedures which determine individual acquisitions.)

The map also recognizes a broad system of interrelated open space lands owned by other public agencies that form a substantial open space resource for the citizens of Alameda and Contra Costa counties. The implementation of this map will do much to further the open space, recreational, resource, and equitable distribution policies of the District. Refer to Table 1 for a corresponding and categorized list of existing and potential parklands.

*Equestrians enjoy Las Trampas Regional Wilderness. The District's extensive trail system is ideal for long and scenic horseback rides and hikes.*



# TABLE 1

## REGIONAL PARKLAND CLASSIFICATION AND DESIGNATION

### Regional Open Spaces

- Existing:*  
 Bishop Ranch  
 Leona Heights
- Potential:*  
 Sycamore-Dougherty Valley

### Regional Parks

- Existing:*  
 Anthony Chabot  
 Briones  
 Charles Lee Tilden  
 Contra Loma  
 Coyote Hills  
 Del Valle  
 Diablo Foothills  
 Dry Creek Pioneer  
 Garin  
 Pleasanton Ridge  
 Redwood  
 Round Valley  
 Tassajara Creek  
 Wildcat Canyon
- Potential:*  
 Devaney Canyon  
 Vargas Road Plateau

### Regional Preserves

- Existing:*  
 Ardenwood  
 Black Diamond Mines  
 Claremont Canyon  
 Huckleberry Botanic  
 Mission Peak  
 Morgan Territory  
 Robert Sibley Volcanic  
 Sobrante Ridge
- Potential:*  
 Vasco Caves/Byron Hills

### Regional Recreation Areas

- Existing:*  
 Alameda Creek Quarries  
 Castle Rock  
 Cull Canyon  
 Don Castro  
 Kennedy Grove  
 Little Hills  
 Roberts

### Regional Recreation Areas (continued)

- Existing: (continued)*  
 Shadow Cliffs  
 Temescal
- Potential:*  
 None

### Regional Shorelines

- Existing:*  
 Antioch Shoreline  
 Brooks Island\*  
 Browns Island\*  
 Carquinez Strait  
 George Miller Jr./John T. Knox  
 Hayward Shoreline  
 Martinez Shoreline  
 Oyster Bay  
 Point Isabel  
 Point Pinole  
 Robert W. Crown Memorial  
 State Beach  
 San Leandro Bay  
 San Pablo Bay
- Potential:*  
 Alvarado Wetlands  
 Delta Access  
 Delta Recreation  
 North Richmond Wetlands  
 Oakland-Richmond Shoreline  
 Pittsburg-Antioch Shoreline  
 Point Molate  
 San Leandro-Hayward Shoreline  
 San Pablo Bay Shoreline  
 West Pittsburg Wetlands

### Regional Trails

- Existing:*  
 Alameda Creek  
 Black Diamond to Mt. Diablo  
 Briones to Las Trampas  
 Briones to Mt. Diablo  
 California Riding and Hiking  
 Contra Costa Canal  
 East Bay Skyline National Recreation  
 (Chabot to Wildcat) (Clark Boas)  
 Lafayette/Moraga  
 Las Trampas to Mt. Diablo  
 (Stone Valley, Green Valley)

### Regional Trails

- Existing: (continued)*  
 Ohlone Wilderness (Mission Peak  
 to Del Valle)  
 Old Moraga Ranch  
 Redwood to Las Trampas\*\*  
 San Ramon Valley Iron Horse  
 Shoreline  
 Tilden to Briones\*\*
- Potential:*  
 Antioch Pier to Big Break  
 Ardenwood to Coyote Hills  
 Black Hills to Lafayette Ridge  
 East Bay Shoreline  
 East Bay Shoreline to  
 Claremont Canyon  
 Bollinger Canyon to Las Trampas  
 (Bollinger Creek)  
 Burton Valley to Las Trampas  
 (Las Trampas Creek)  
 California Aqueduct  
 California Riding & Hiking  
 Chabot to Garin  
 Claremont Canyon to Tilden  
 Contra Costa Canal (Concord to  
 Antioch) (to Hwy. 4)  
 Contra Loma to Marsh Creek  
 Coyote Hills to Santa Clara County  
 Crockett to Franklin Canyon  
 Cull Canyon to Bishop Ranch  
 Del Valle to Shadow Cliffs  
 EBMUD Aqueduct  
 Garin/Dry Creek to Mission Peak  
 Garin/Dry Creek to Pleasanton Ridge  
 Harbor Bay Isle Loop  
 Hayward Shoreline to Oyster Bay  
 Hayward Shoreline to Garin/  
 Dry Creek  
 Hercules to Briones  
 Hercules to Martinez  
 Indian Ridge to Moraga  
 Kennedy Grove to Wildcat  
 Lake Merritt to Redwood  
 Las Trampas to Mt. Diablo  
 (Las Trampas to Hwy. 680)  
 Las Trampas to Pleasanton Ridge  
 Lime Ridge to Mt. Diablo  
 Martinez to Briones  
 Martinez Shoreline to Edith Pt.  
 Miller/Knox to Wildcat Marsh

### Regional Trails

- Potential: (continued)*  
 Mission Peak to Monument Peak  
 Morgan Territory to Big Break  
 Morgan Territory to Mt. Diablo  
 Niles Canyon (Alameda Creek)  
 Niles Canyon to Shadow Cliffs  
 Oakland Estuary Shoreline  
 Old Alameda Creek  
 Orinda Loop (Sibley, Orinda, Tilden)  
 Oyster Bay to San Leandro Bay  
 Pinole Ridge to Kennedy Grove  
 Pleasanton Ridge to Sunol  
 Pt. Isabel to Miller/Knox  
 Pt. Isabel to Wildcat Canyon  
 Pt. Pinole to Hercules  
 Richmond Shoreline to Pt. Pinole  
 San Leandro Bay Circumference  
 San Ramon to Shadow Cliffs  
 San Ramon Valley to Concord  
 Santa Fe Railroad  
 Sobrante Ridge to Kennedy Grove  
 Southern Pacific Railroad  
 Sycamore Valley to Mt. Diablo  
 Sycamore Valley to Tassajara Creek  
 Walnut Creek Channel to Contra  
 Costa Shoreline  
 Wildcat Creek

### Regional Wilderness Areas

- Existing:*  
 Las Trampas  
 Ohlone  
 Sunol
- Potential:*  
 None

### Regional Land Banks

- Existing:*  
 Peaks Property (in Shasta County)
- Potential:*  
 As circumstances and acquisitions  
 require

\* These sites will be operated under the  
 Regional Preserves category, but will be  
 classified as Shorelines.

\*\* EBMUD permit may be necessary on certain  
 portions of the trail.

## PLANNING SEQUENCE

The planning sequence proceeds in the following order: Acquisition Evaluation, Resource Analysis, Land Use-Development Plan (including environmental review), Capital Improvement Plan.

### Acquisition Evaluation

The District will prepare an Acquisition Evaluation for each proposed parkland expansion or new parkland. The evaluation will include compliance with parkland classifications, property boundary determination, preliminary resource evaluation, including recreation potential, and an estimate of acquisition, development, and annual maintenance costs over a five-year period.

### Resource Analysis

The District will produce a Resource Analysis before planning a parkland. The resource policies given in Chapter 2 of this Master Plan establish resource management goals. A Resource Analysis will identify natural and cultural features of the parkland that have significant resource or recreational value or that will be significant determinates for future park planning. The Resource Analysis will define resource management issues that will be addressed in the LUDP. The District will seek advice from knowledgeable members of the public.

### Land Use-Development Plan (LUDP)

#### ■ Description

After adopting the Resource Analysis and prior to any significant development or substantial use of the land, the District will prepare a Land Use-Development Plan. In accordance with parkland classification, the plan will include land-use zones. Supporting descriptions will accompany a schematic plan in map form. The District will give full consideration to preserving significant resources including wildlife and open space and to providing for recreational needs and demands.

The District will base environmental considerations on the conclusions of the Resource Analysis. The District will base recreational considerations on need and demand surveys; on an evaluation of the recreational needs of current and future residents in the planning zone of the park; on the number of recreational facilities within the regional



*Expert anglers come in all ages. The District sponsors fishing derbies at many of its lakes.*

park system; and on expressed public desires concerning each park area. The LUDP will establish access, general parking locations, select appropriate parkland activities and describe facilities. The LUDP will also evaluate existing improvements, such as residences, and economic uses that may exist at the time of acquisition. Incompatible structures will be removed and inappropriate uses discontinued as soon as practicable and equitable. If the District does not finish the LUDP immediately after acquisition, the District will prepare a Land Evaluation to deal with resource protection, safety requirements, and interim public access.

The District will prepare a Natural Resource Management Plan as part of the LUDP.

### ■ Zoning Units

The LUDP will establish the following zoning units:

- **Natural Units** There are several similar units (Natural Unit, Preserve Unit, and Wilderness Unit) specified in the parkland classifications which designate areas of low-level intensity recreational uses and development. These areas comprise the majority of parkland acreage.
- **Recreation and Staging Units** Recreation and Staging Units, specified in the parkland classifications, designate areas which contain higher levels of recreational use intensity and service development. Where possible, these areas are clustered and are located on the edges of the park.
- **Special Protection Units** There may be areas within all parkland classifications that contain significant or endangered animals or plants or other natural features or structures that are of historical importance. Because of the unique and potentially fragile nature of these areas, the District will identify them in the Resource Analysis as Special Protection Units. The primary objective of Special Protection Units is to preserve and enhance significant resources. The District will limit development within a Special Protection Unit to the minimum required to protect the public safety and to enhance the resource. The District will include detailed restrictions of each Special Protection Unit within the LUDP of each parkland. If a Resource Analysis or Land Use-Development Plan has not been prepared the District may establish units for interim protection.
- **Field Research Units** The selected areas within regional parklands called Field Research Units encourage faculty or advanced students of universities, colleges, and other research organizations within the District to conduct ongoing or periodic studies and assure these persons of the long-term status of such use.

*An aerial view of Brooks Island Regional Shoreline. District planning for this unique parkland stresses resource protection, while allowing public access and appropriate types of recreation.*



Upon recommendation from appropriate park, planning, and resource management staff, the General Manager will issue a permit to use a Field Research Unit for research or group education. This permit may include strict limitations on the alteration, disturbance, or removal of plants, animals, or any other natural features that are present in the area.

- **Special Management Unit** Areas within a parkland that do not qualify as a Special Protection Unit but have special management requirements may be designated as a Special Management Unit. The management requirements will be described in the Natural Resource Management Plan of the LUDP. An example of a Special Management Unit is the Tilden Nature Area.

#### ■ **Environmental Review**

As part of the LUDP or Trail Corridor Study or as a separate document for a specific project, the District will evaluate the environmental impacts of planned projects and will prepare an EIR or other appropriate document. The District will follow the policies and procedures in its Environmental Review Manual which complies with the California Environmental Quality Act (CEQA) and is the District's CEQA guideline.

#### ■ **Supplemental Trail Planning**

The District will prepare a Trail Corridor Study (and appropriate environmental document) for a trail link of the Regional Parkland and Trail Map when necessary. The study will follow the planning sequence for regional parklands: Acquisition and Resource Evaluation, development plans, and impact evaluation. The considerations for preserving significant natural resources and for providing recreation according to public needs and demands will be the same as for the LUDP policy. The Trail Corridor Study will investigate the possible alternate alignments within a corridor and will recommend the proposed trail route. The District will complete acquisition after it has adopted the trail route.

#### **Capital Improvement Plan**

After the Board has approved a LUDP and has budgeted funds for development of a specific facility or project within a parkland, the District will prepare appropriate design documents for construction. For larger projects, a detailed site plan, called a Capital Improvement Plan, will be produced prior to the preparation of construction drawings and specifications. For smaller projects, working drawings and specifications may be sufficient. All design and construction plans will conform to adopted policies and plans and include all identified mitigation measures described in the EIR.



## PUBLIC PARTICIPATION

The District will hold public meetings and allow adequate time to provide the public with opportunities to express its opinions on resources, acquisition, operations, and other appropriate matters. A LUDP Advisory Committee will be formed, where appropriate, to work with staff in the early planning stages of the LUDP process.

A series of public meetings in the planning zone for each parkland or trail will be held as follows:

After the District completes a Resource Analysis for a parkland, when the District can discuss resources. At this point, the public will be invited to participate in planning potential uses.

After the District completes either a draft of the LUDP for a parkland or a draft of the Trail Corridor Study, and before the Board approves the draft, when the District will take public review and comments on the documents for consideration in the final plans.

During Board consideration of the LUDP for a parkland or a Trail Corridor Study for additional public input before the final vote.



*General Manager Pat O'Brien addresses representatives from cities and local agencies in Tilden Regional Park's Brazil Room to discuss the grant program made possible by the \$225 million Regional Open Space, Wildlife, Shoreline, and Park Bond Act of 1988. Public participation involving individuals, organized groups, and public agencies is crucial to the District in its decision-making processes.*

*Children enjoy a school trip to Del Valle Regional Park. The District adapts educational programs to the needs of its visitors.*



## AREA OF INFLUENCE

The District will plan and develop a parkland system that is designed specifically to meet the needs and demands of District residents. Generally based on a thirty-minute travel time or on a park use profile that has been adapted from the most current District-wide user survey, a planning zone identifies principal and potential users of a parkland. The District will actively seek the opinions of these users, along with other interested District residents, before it designs the parkland. Consideration of certain recreational facilities may require a District-wide or larger planning zone.

## NEED AND DEMAND SURVEY

The District will continue an ongoing program to monitor park demand, which includes opinion and marketing surveys of both users and nonusers of the parks. The program will help keep the District aware of the needs or demands for specific facilities and parklands. The surveys will help the District review and modify the Master Plan and specific parkland planning.

## PARK USERS

As part of its Master Plan implementation, the District will respond to the outdoor recreational needs of all park users including those of the special elements of the population that it serves. These elements include, but are not limited to, elderly, disabled, and economically disadvantaged persons.

The District will provide access for people with disabilities in accordance with current applicable laws and regulations for accessibility. The District will continually evaluate accessibility of existing facilities and make every effort to retrofit these facilities to provide increased access. When planning for access to parklands, the District will encourage input from interested individuals and groups, and will make a strong effort to keep informed of applicable ideas that other agencies develop. In promotional materials, the District will include information on accessible parkland features to encourage use.

## **PARKLAND NAMING**

### **Naming of an Entire Parkland**

The District will normally adopt a name for each park that is based on geographic, natural, or historic criteria identified with the area. The District also will consider special recognition naming if the park was acquired through a donation.

### **Naming of a Portion of a Parkland**

The District may name some portions of parks or specific facilities within parks in recognition of or in honor of individuals who have been associated with specific parcels over long periods of time.

## **ACCESS, ROADS, PUBLIC TRANSPORTATION, AND UTILITIES**

### **Park Access Roads**

The District will maintain an interest in roads that provide access to regional parklands and will review and comment on any improvements or development plans that relate to proposed access roads in city or county jurisdictions.

### **Internal Transportation Systems**

- The District may provide internal transportation from a staging-parking area to those locations within the regional parklands that are heavily used by the public and that lie at a considerable distance from the parking area.
- The District will select vehicles that provide easy access for riders, including disabled people and their gear, and that move quietly without disrupting other park uses.
- The District will design routes to protect natural settings.
- The internal transportation system will preclude the need for roads for private vehicles within the parklands that the roads serve.



## **Public Roads Through Parklands**

- As part of the LUDP for each parkland, the District will evaluate the necessity and desirability of all existing roads that pass through the parkland. In cooperation with the relevant local agency, the District may close off, when possible, any such roads to enhance recreational and open space values.
- The District will oppose the development of public roads through parklands by other public agencies because those roads are generally incompatible with park uses.

## **Scenic Roads**

The District will not acquire, build, or maintain scenic roads outside its parklands.

## **Public Transportation**

Public transit, public ferry, or private boats should reach the regional parklands whenever feasible. The District will work on a continuing basis with transportation agencies to assess and propose service. In a parkland where private automobiles would intrude upon the natural setting, the District will consider implementation of a transportation system to carry park visitors to an inland site.

The District will continue to seek funds for developing and maintaining a bus program. This program will provide transportation to the parks for special populations such as disabled, elderly, or low-income people, and groups who otherwise would be unable to use the park system due to the lack of affordable, properly equipped transportation.

## **Undergrounding of Utilities**

All new utility lines will be placed underground within the land areas owned, operated, or managed by the District to retain optimal visual qualities. 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 as soon as practical and will work with other agencies and neighbors, through the environmental process, to reduce visual impacts on adjacent lands.

## **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 limited to the three existing locations on District lands. No present or new licenses will be granted beyond December 31, 1999 except for efforts that will consolidate sites or that will result in improved visual quality. The District will work to hide or reduce the impacts of existing sites. The District will work with other agencies and neighbors, through the environmental process, to reduce visual impacts on adjacent lands. Additional procedures, requirements, and criteria for facility modification (such as interpretive facilities) are found in the April 7, 1987 communications site policy.

## ACQUISITION

The EBRPD acquires land through either purchase or gift, or by an agreement such as a permit, license, easement, or operating agreement. Another procedure through which the District receives land from other agencies or private groups rather than by purchasing it is called acquisition dedication. Often these dedications are conditions required by cities and counties for permission to build residential subdivisions and are, therefore, also referred to as subdivision dedications.

### Eligible Acquisition

Any decision by the District to acquire new parklands must be consistent with the Master Plan Regional Parkland and Trail Map or with the Open Space Planning Policies.

### Acquisition Priorities

Because of the overall complexity of the Master Plan Acquisition Program and the limitations of existing acquisition funds, the Board will emphasize certain properties when it determines the sequence in which it acquires parklands. These properties should:

- Conform to meeting the Equitable Parkland Distribution percentage goals (refer to Chapter 3); and bring the District as close to those percentages as is feasible.
- Possess significant natural or created resources.
- Present unusually favorable acquisition opportunities.
- Help complete existing parks, remove in-holdings that pose operational problems, and protect visual integrity where necessary in existing parks.



- Require immediate acquisition in order to avoid likely significant additional difficulties or costs, or in the total loss of the site to other uses.
- Facilitate coordination with joint plans of other public agencies.
- Qualify for state and federal grants and funds from other sources.
- Require a minimum of development and maintenance.
- The District can leapfrog in acquisition if it leads to ultimate system-wide continuity of parklands and trails.

### **Acquisition Plans**

The District will prepare a confidential Annual Acquisition Priority Plan that will outline the upcoming year's acquisitions and will include opportunity acquisitions that may become available during that year. The District also will prepare for Board consideration a confidential analysis and recommendation that accounts for the limited financial resources of the District, appraised property values, the advice of legal counsel regarding potential litigation that concerns such expansion parcels, and the timeliness of proceeding with the acquisition of such expansion areas.

The District will prepare an Acquisition Evaluation for each site in the acquisition plan and will take necessary steps to reserve adequate funds, if available, for their acquisition.

### **Acquisition Procedures**

- The District will obtain authorization from the Board before it formally negotiates to acquire a specific parkland parcel. The District will negotiate with the fee owner of record or that owner's authorized representative. At least one independent appraisal of new parklands will be provided.
- The District will prepare an Acquisition Evaluation to determine significant resources and resource management problems, such as geologic hazards.
- The District will offer to acquire new parklands for its fair market value as indicated by its approved independent appraisal. Furthermore, the District will not pay more than fair market value for new parklands.
- Depending on the outcome of formal negotiations, the staff will formulate acquisition recommendations to present to the Board.

- The District will exercise its power of eminent domain (condemnation) only as a last resort and, in such an event, only after an appropriate Board resolution of public use and necessity.

### **Agency Cooperation**

The District will work with cities, counties, special districts, other agencies, and land-owners to encourage conveyance of appropriate lands to the District for park recreation, open space, trail, and land bank purposes.

### **Nonminimum Standard Site Acquisition**

Before acquiring new land that does not meet the minimum classification standards, the Board will determine the following:

- Whether the site is suitable to carry out the purposes of its classification, even though it does not meet the specific requirements of the classification.
- Whether there exists an alternate site that meets the minimum standards for Equitable Parkland Distribution.

### **Property Line Identification**

After acquiring parkland property, the District will map all boundary lines.

## **PARKLAND DEDICATION**

### **Dedication**

Dedication is a legal, administrative process unique to EBRPD through which land is designated or set aside for parkland purposes in perpetuity. Dedication applies to parklands, trails, open space easements, scenic easements, and equivalent transfers of property rights to the District.

### **Dedication Resolution**

In accordance with Public Resource Code Section 5540, dedications of parklands in perpetuity for public use will be only by formal Resolution of Dedication by the Board. The resolution shall include a description and maps of the dedicated lands. The District



*Hikers enjoy newly acquired Pleasanton Ridge Regional Park. As the East Bay population increases so will the need for recreation, open space, and habitat preservation.*

will only make a dedication on the basis of an Acquisition Evaluation to determine the development, maintenance, and operation costs that are associated with the lands.

The District will base its annual review of lands upon a list of all undedicated lands in the District. Among the factors that the District will consider when it identifies lands for dedication are the following:

- Acquisition of adequate land to qualify the area to be classified as a potential parkland.
- Public use of the District land.
- Expenditure of District monies on capital improvement of the land.
- Installing signs by the District that identify the park, trail, or easement.
- A formal dedication ceremony by the District at the site.

### **Leased Land Dedication**

The District will dedicate parklands for public use that are leased or that are used but not owned by the District, and only for the term of the agreement under which the District uses the land. In the event that the District acquires such dedicated property in fee, the Board will adopt a resolution to dedicate the site officially, in accordance with the Resolution of Dedication Policy.

### **Procedures**

In November of each year, the Board will review the status of all undedicated parklands. For this review (and in sufficient time before such a Board meeting), the following will occur:

- In September of each year the PAC shall receive a list of all undedicated parklands for review.
- Promptly following the PAC's October meeting, the PAC shall prepare and forward to the General Manager its list of parklands that it has identified for consideration for dedication by the Board, together with its rationale for selecting each parkland.
- The General Manager with the District staff will then prepare a recommendation to the Board, which incorporates the PAC's recommendations, the rationale behind those recommendations, and the staff's list of parklands that are not on the PAC's list. The General Manager will forward such material to the secretary of the PAC and to the Board no later than November 30 of that year.



## Special Dedications

Notwithstanding the dedication guidelines given above, the Board may dedicate parklands at its own discretion.

## DEVELOPMENT POLICIES

### General Development of Parklands

The District will develop parklands in accordance with the Master Plan and the individual LUDPs. The District will establish development priorities, keeping always in mind that the natural resources of the District are the fundamental features which all park planning will seek to conserve.

Whenever possible, the District will group constructed facilities at the edges of the parklands to preserve open space. The District will design proposed facilities so that their color, scale, style, and materials will blend with the natural environment. Trails, roads, and other park improvements will be designed to avoid or minimize impacts on sensitive wildlife habitats and rare plant populations.

### Capital Improvement Budget

The District will prepare a three-year Capital Improvement Budget which will list all of the priority construction projects to be implemented. This budget will be based upon available funds.

The implementation of an approved LUDP will be fully considered in the District Capital Improvement Budget. To the maximum extent feasible and consistent with District needs and priorities, capital projects proposed for funding will conform to the adopted LUDP for each park and with the priorities established within the adopted LUDP.

### Development Proposal Application Policy

The District will consider all development proposals that are received from interested individuals, special interest groups, and potential concessionaires for activities or facilities within the parks. Those proposing parkland use will apply for consideration and follow established procedures and guidelines which are consistent with the Master Plan, Environmental Review Manual and LUDP (with appropriate environmental document). Substantial projects (as determined by the District) will be allowed where an approved LUDP



*A busy boathouse at Del Valle Regional Park. Developed facilities foster active public use in appropriate areas within the parklands.*

*View of Mount Diablo across Morgan Territory Regional Preserve. Future land purchases will link these parks for greater enjoyment and larger habitats.*

includes such uses, if approved. Otherwise an amended or focused LUDP (with appropriate environmental document) will be required if the project is deemed worthy of consideration. Fees will be charged to the applicant to cover permit, environmental work, and planning costs to the District.



## OPEN SPACE PLANNING POLICIES

### **Open Space Role Policy**

The District will take an active role in the preservation of non-park open space (open space for managed production of resources such as forests, farmlands, etc. and open space for public health and safety, such as earthquake fault zones and flood plains) by participating with citizens and public agencies in resolving the issues of financing, responsibilities, and jurisdiction of the EBRPD and other involved governmental agencies.

### **Inter-Agency Cooperation Policy**

The District will cooperate with the continuing development of open space plans at the federal, state, regional, county, and city levels and will assist these agencies in implementing their open space land acquisition plans and regulatory functions.

### **Open Space Acquisition Financing Policy**

The District will acquire open space areas which conform to the Regional Open Space classification provided in Chapter 4. Open space lands can be acquired as opportunity acquisitions or as they may become available as mitigation by others or as dedications or gifts. The District is legally authorized to use its funds to acquire open space. However, because of limited funding, the District will seek additional outside funding for any open space acquisition whenever possible.

## REGIONAL PROJECTS FOR JOINT COOPERATION

Projects of federal, state, and local agencies and districts will affect and greatly enhance the plans and programs of the EBRPD. Federal projects include the Bay Area Ridge Trail and the expansion of the San Francisco Bay National Wildlife Refuge. State plans include proposals for the Sacramento-San Joaquin River Delta and the acquisition of new and/or the expansion of existing State Park Units in the District. Plans for park and open space development of water district facilities or the management of water district land holdings deserve joint study and cooperation whenever feasible. The EBRPD will fully cooperate in plans of other agencies for the development of the Bay Trail and for achieving linkage of District lands with nearby public parks and open space lands and for rounding out existing District parklands which cannot be financed with District funds.

Golden eagles grace many of the Regional Parklands.



## MITIGATION POLICY

Mitigation is defined as steps taken in regard to any action that would have adverse environmental impacts. On-site mitigation is preferred. Mitigation must avoid, minimize, rectify, reduce, or eliminate the impact. If avoidance is impossible, then the above compensations must be made, providing they do not create new or additional adverse impacts. The term “mitigation” as used herein does not pertain to projects undertaken by the District. Instead, this policy applies to situations where the District may receive land and/or funds as part of mitigation required by other agencies for projects that would take place off of District lands.

The mitigation process occurs in phases:

- The District will gather information relative to acquisition of or improvements of parklands through mitigation, consistent with the Master Plan.
- Proposals will be discussed with all interested parties: members of the Board, lead agency, land-owner(s), applicant, PAC, and appropriate public interest groups.
- A report covering all interests as well as possible recommendations for action will be prepared for the Board.

The Board will then address the report in at least two meetings.

- The first meeting will be a public hearing; full discussion by the Board may take place, but a vote will not be taken.
- At the second meeting, the Board may vote on the issue and may adopt a Resolution of Intent, provided the lead agency(ies) has requested the District to participate in mitigation proposals.
- When a proposed project is clearly contrary to District interests in the opinion of a majority of the Board, and when time is of the essence, the Board may vote immediately in opposition to the project. In all other cases, the project will be listed on a Board agenda and interested parties will be given an opportunity to present information to the Board prior to its vote.
- Acceptance of a mitigation project does not imply approval of the project.

## PARKLAND DISPOSITION

### Disposition of Dedicated Parklands

- The Public Resources Code, Section 5540, prohibits the conveying of land that is dedicated and used for park or open space purposes without either the consent of a majority of District voters who vote at a special election that the Board calls and holds; or the approval of the state legislature by a concurrent resolution after at least two-thirds of the Board adopts a Resolution of Intent for such conveyance.
- Section 5540.5 of the Public Resources Code, however, authorizes the Board—with the approval by a unanimous vote of its members—to exchange up to ten acres of dedicated land per year without further reference to the voters or the state legislature, as long as the property that the District receives is both of equal value and adjacent to other real property that the District owns.

### Criteria for Undedicated Lands That May Qualify for Disposition:

- Lands that were acquired as part of a key parkland acquisition and were identified as not suitable for park purposes and, therefore, not necessary at the time of acquisition.
- Lands that were a gift or donation and have no meaningful park purpose.
- Parklands or trails that were acquired but later became meaningless when subsequent acquisitions did not occur.
- Lands that are more appropriate under the ownership of another public agency, provided that continued park use is assured.
- Lands that are found to possess specific liability risks for the District from natural and other hazards either to adjacent private lands or the parklands themselves.
- Lands that become meaningless for park purposes because of condemnation of non-dedicated parkland by another agency for another purpose.

## DISTRICT ANNEXATION

The District will be receptive to efforts to extend its jurisdiction into the remainder of Alameda County. If and when such areas do annex, the District will amend this Master Plan to consider regional facilities in those areas, and it will attempt to acquire new sites as funding allows.



## PARKLAND CLASSIFICATION AND DESIGNATION

The Board will classify all units that are, or will become, part of the regional parkland system into one of the following classifications: Regional Open Space, Regional Park, Regional Preserve, Regional Recreation Area, Regional Shoreline, Regional Trail, Regional Wilderness, Regional Land Bank.

### REGIONAL OPEN SPACE

#### Purpose

A Regional Open Space places in public ownership significant undeveloped areas and preserves their pastoral visual qualities. Open space lands may be used for passive recreational activities that do not require substantial facilities or improvements, or, secondarily, for agriculture. Lands that may be opportunity acquisitions, easements, or gifts that the Master Plan has not already identified as potential parklands and that could be beneficial for the District will be placed in this classification.

#### Minimum Standards

To be considered as a Regional Open Space, an area must have one or more of the following characteristics:

- Possess open space and agricultural values that make control by a public agency desirable.
- Be a land unit that has (or has the potential for) logical and definable boundaries, which the District can effectively and efficiently operate for public purposes. The unit should occupy a minimum of 200 acres with a potential of increasing in size to become

## REGIONAL OPEN SPACES



□ Existing Open Spaces

1 - Leona Heights

2 - Bishop Ranch

■ Urban Areas

a larger contiguous unit. However, the District may consider smaller parcels as part of a plan for ultimate dedication to this minimum size.

- Be a gift of real property that has the potential for self-sufficient operation through grazing or other appropriate resource management programs that maintain or improve land productivity.
- Involve regionally significant ridges and streams and either riparian features that are located by shoreline and associated bluffs or some other notable features of the landscape.

### Planning and Management Guidelines

- The District will only develop and open the Regional Open Space to public use if such use would not require substantial facilities or improvements, and if such use would require only minimal maintenance and operation costs.
- The District may use management techniques such as controlled burning, erosion control, and replanting to enhance the natural and scenic values of the Regional Open Space. The District may consider grazing, crop production, integrated pest management, or other appropriate uses if they would not result in conditions that are adverse to eventual recreational or agricultural use.
- Preserving or restoring scenic and natural values of the Regional Open Space is a primary management objective and should be consistent with the rationale for acquisition.
- The development plan will provide access to the Regional Open Space for fire prevention, police, maintenance, and public trail use.

- The District will protect the Regional Open Space during any development of adjacent land holdings.
- The public documents (such as subdivision reports) for the entire development should discuss agricultural use of the Regional Open Space to avoid future misunderstanding.
- The District will negotiate agricultural-level fencing before it accepts land given as a gift to the EBRPD.
- The District can only dispose of a Regional Open Space 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.

*The snow-covered Ohlone Wilderness forms a dramatic backdrop to the Tri-Valley communities as seen from Bishop Ranch Regional Open Space.*





## REGIONAL PARK

### Purpose

A Regional Park provides a spacious land area with outstanding natural features and many outdoor recreation opportunities for the enjoyment and education of the public.

### Minimum Standards

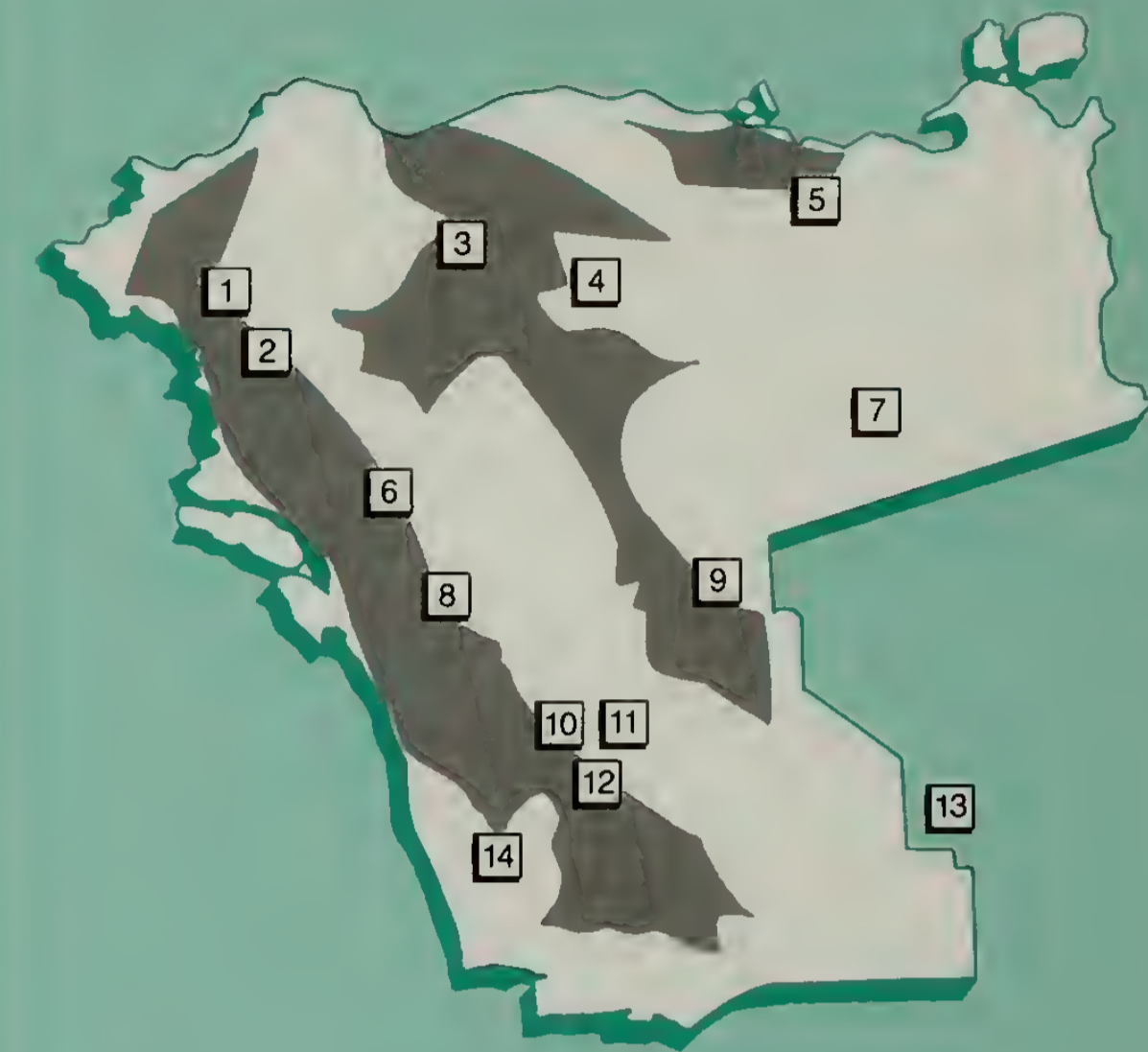
To be considered as a Regional Park, an area must have the following characteristics:

- Be an area of land, or land and water, of 500 or more acres.
- Have, or potentially have, a scenic or natural character in 70% to 90% of its area. The District designates this portion as a Natural Unit for planning and management purposes.
- Be able to accommodate a variety of recreational activities on up to 30% of its area. The District designates this portion as a Recreation Unit for planning and management purposes.

### Planning and Management Guidelines: Natural Unit

- The Natural Unit will contain the significant natural features of the parkland in a cohesive area to be preserved and enhanced.
- Only activities that are compatible with the environmental values of the Natural Unit will be allowed, while preserving—or restoring where necessary—scenic, near-natural landscape conditions.
- Development will be limited to making the Natural Unit available for public enjoyment in a manner consistent with the preservation of natural resources. Development may include basic, but not elaborate, improvements that are necessary for hiking, nature study, horseback riding, camping, and related outdoor activities.
- A Natural Unit may contain a Regional Preserve Unit.
- A Natural Unit may contain peripheral access staging facilities for internal trails.

## REGIONAL PARKS



### Existing Regional Parks

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

### Urban Areas

## Planning and Management Guidelines: Recreation Unit

- A Recreation Unit will contain all recreational development and staging facilities including campgrounds, picnic areas, snack bars and concessions, outdoor education and interpretive facilities, equestrian facilities, bathhouses, turfed meadows, archery fields, and other regional outdoor recreational facilities. The Recreation Unit will be located at the edge of the Natural Unit whenever possible.
- The design, landscape, and management of all facilities will harmonize with the surrounding natural landscape.



| A family rowing along the Lake Chabot shoreline in Anthony Chabot Regional Park.

## REGIONAL PRESERVE

### Purpose

A Regional Preserve protects land that contains outstanding natural or cultural features so that they are available for the enjoyment and education of the public. The essential element of a Regional Preserve may consist of either open space; scenic, flora, or fauna values; or archaeological, historical, or geological features.

### Minimum Standards

To be considered as a Regional Preserve, an area must have the following characteristics:

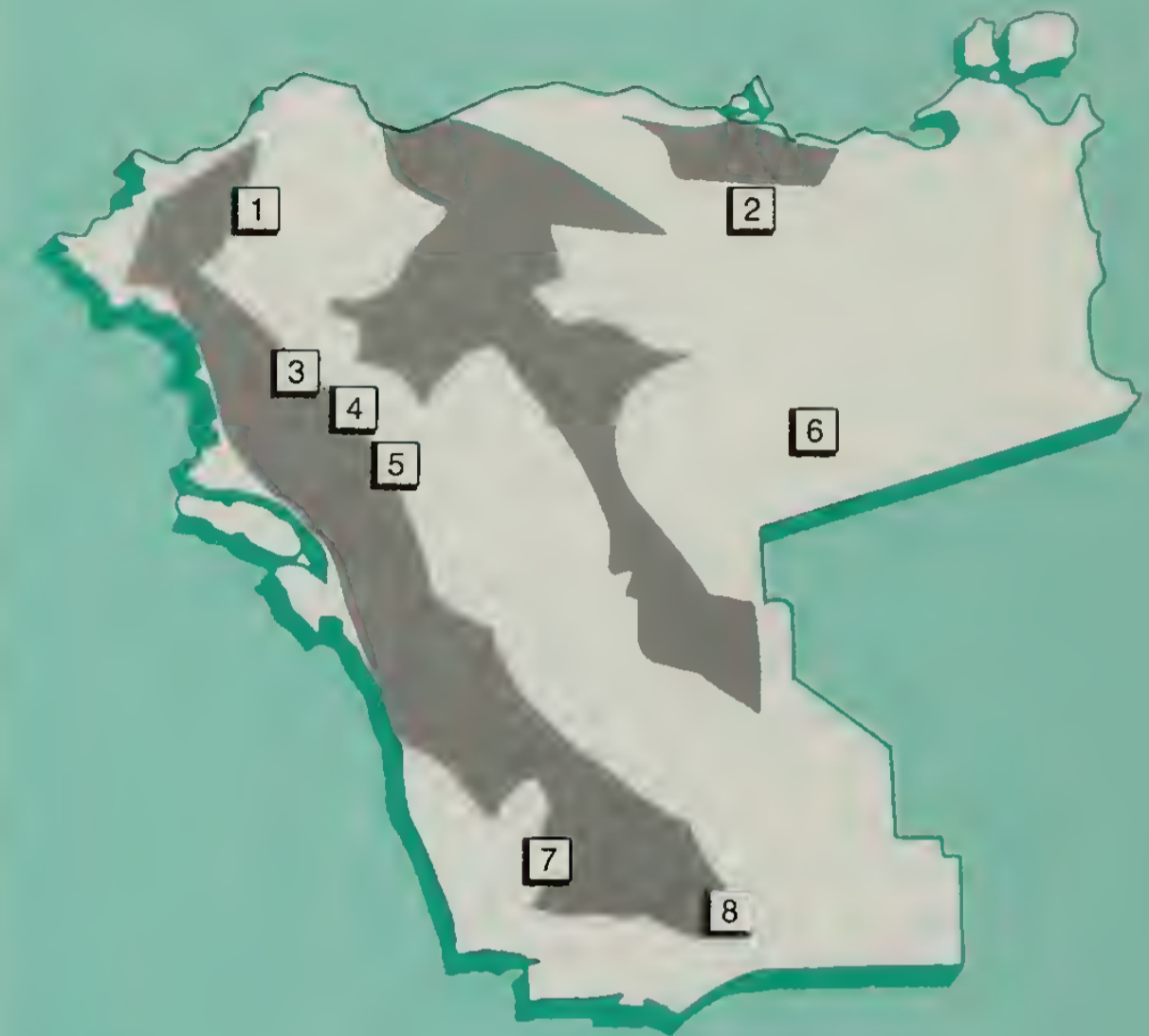
- Be of remarkable natural or scientific importance, i.e. containing rare or endangered plant or animal species and their supporting ecosystems; features that illustrate geological processes; significant fossils or geological features; unusual topographic features; or be of such significant regional historical tradition or cultural heritage that the area warrants preservation.
- Be of sufficient size to ensure the protection and enjoyment of the preserve's essential elements.
- Possess an area nearby or at its edge that is suitable to use as a staging area.

### Planning and Management Guidelines: Preserve Unit

The essential element of the Regional Preserve and its surrounding protecting buffer is a Preserve Unit, within which the following policies apply:

- The primary planning and management objective is to preserve and enhance the Preserve Unit. Secondary objectives include providing the public opportunities to interpret and enjoy the preserve. The Preserve Unit contains the outstanding natural and cultural features of the parkland in a cohesive area. The District will hold development within the Preserve Unit to the minimum that is required for public safety and resource protection and enhancement. Improvements may include pathways, replanting of indigenous vegetation, protective fencing, overlook areas, explanatory signs, and shelters. The District will provide minimal sanitary facilities and potable water supplies if required.
- The District will restrict development within the Preserve Unit to the style of construction that is associated with its historical period. If the District considers replicating or

## REGIONAL PRESERVES



□ Existing Regional Preserves

- 1 - Sobrante Ridge
- 2 - Black Diamond Mines
- 3 - Claremont Canyon
- 4 - Sibley (Robert) Volcanic
- 5 - Huckleberry Botanic
- 6 - Morgan Territory
- 7 - Ardenwood
- 8 - Mission Peak

■ Urban Areas

re-creating former structures on historical sites, the LUDP will establish the necessary level of authentication to maintain historic integrity.

### **Planning and Management Guidelines: Staging Unit**

A Staging Unit is an area near or at the edge of the Preserve Unit that is suitable for staging, within which the following policies should apply:

- The Staging Unit will contain adequate and appropriate visitor facilities. Developed facilities might include parking area, restrooms, a security residence, a service yard, and educational and research facilities.
- The Staging Unit will have a natural appearance or one that harmonizes with the style of its historic period.
- The District may permit commercial uses for a historic building, such as crafts, stores, book shops, and art shops, if harmonious with the style of the building, and if the use does not adversely affect the preservation and enhancement of the structure's historical significance.

*Gazebo on the Patterson house lawn at Ardenwood Regional Preserve. This historic park recreates life as it was on a 19th century farm.*



## REGIONAL RECREATION AREA

A Regional Recreation Area provides a variety of outdoor recreation experiences on a site that is particularly suited to regionally significant recreational activities.

### Minimum Standards

To be considered as a Regional Recreation Area, an area must have the following characteristics:

- Be 100 or more acres of either land or land and water.
- Be capable of being developed for recreational uses that are compatible with any significant environmental features within or adjacent to the Regional Recreation Area.
- Be capable of withstanding intensive public use. (This standard applies to both land and facilities.)
- Have proven recreational resources, either created or natural, that provide recreational opportunities, such as swimming, picnics, fishing, and boating.

### Planning and Management Guidelines

- A Regional Recreation Area should accommodate a variety of compatible recreation forms. Alterations to the environment and extensive maintenance may be necessary to facilitate intensive public use of the Regional Recreation Area.
- Outdoor educational facilities will be provided within a Regional Recreation Area wherever feasible. The District may create such resources as marshes, wildlife habitat areas, and ponds for this purpose.
- The District may make such improvements as swimming beaches, small boat marinas, bathhouses, artificial lakes, and playing fields.
- If both the size of the Regional Recreation Area and its features are appropriate, the District may designate a Natural Unit within a Regional Recreation Area.

## REGIONAL RECREATION AREAS



□ Existing Recreation Areas

- 1 - Kennedy Grove
- 2 - Temescal
- 3 - Castle Rock
- 4 - Roberts
- 5 - Little Hills
- 6 - Cull Canyon
- 7 - Don Castro
- 8 - Shadow Cliffs
- 9 - Alameda Creek Quarries

■ Urban Areas



Visitors flock to the beach at Lake Temescal Regional Recreation Area on a hot summer day.

## REGIONAL SHORELINE

### Purpose

A Regional Shoreline preserves for public use significant recreational, educational, natural, or scenic values on land, water, and tidal areas, along the bay, a river, or an estuary.

### Minimum Standards

To be considered as a Regional Shoreline, an area must have one of the following characteristics:

- Be a shoreline area (or a group of smaller areas that are connected by trail or water access) that possesses a variety of natural environments and manageable units of tidal, near-shore areas, wetlands, and uplands that can be used for scientific, educational, or environmental purposes.
- Be a shoreline area of land and water that can provide a variety of regional recreational activities, such as swimming, fishing, boating, or viewing.

### Planning and Management Guidelines

- A Regional Shoreline will conserve the significant resource values of the Alameda and Contra Costa shorelines and of shoreline-related recreation.
- Maximum public access to the Regional Shoreline will be provided through a variety of compatible shoreline recreational opportunities, while the District preserves or, when necessary, restores near-natural shoreline environments. Trails, roads, and other park improvements will be designed to avoid or minimize impacts on sensitive wildlife habitats and rare plant populations.
- The District may develop areas within a Regional Shoreline that are designated as Recreation Units for active recreational pursuits. These may include beaches, picnic areas, shoreline meadow or turfed areas, shoreline and pier fishing areas, small marinas, boat landings and launch ramps, visitor centers, outdoor educational or interpretive facilities, viewpoints, and necessary concessions.
- The shoreline area immediately adjacent to the water will be available for public enjoyment and education. The natural areas are designated as Natural Units. The District

## REGIONAL SHORELINES



### Existing Regional Shorelines

- 1 - Antioch
  - 2 - Browns Island
  - 3 - Martinez
  - 4 - Carquinez Strait
  - 5 - San Pablo Bay
  - 6 - Point Pinole
  - 7 - Miller (George Jr.)/Knox (John T.)
  - 8 - Brooks Island
  - 9 - Point Isabel
  - 10 - Crown (Robert W.) Memorial
  - 11 - San Leandro Bay
  - 12 - Oyster Bay
  - 13 - Hayward
- Urban Areas

*Panoramic views of San Francisco Bay can be enjoyed from the meadows and eucalyptus groves of Point Pinole Regional Shoreline.*

will confine, where possible, all staging facilities (except for those that must be on the shoreline or over the water surface) 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 in areas that are outside the general view of the public.

- Regional Shorelines will be accessible by public transit whenever feasible; by public ferry or private boat; or by a transportation system that connects to an inland site.





## REGIONAL TRAIL

### Purpose

A Regional Trail provides a linear corridor, in a natural setting where possible, that is primarily for pedestrian, equestrian, and bicycling uses. Regional Trails provide links between parks, local trails, and urban communities.

### Minimum Standards

To be considered as a Regional Trail (internal park trails, or feeder trails, which are not part of the Regional Trail Plan, are excluded), an area must possess the following characteristics:

- Have a potential linear corridor of regional significance that the District can designate as a Trail Link for planning and management purposes. Each Trail Link will be in accordance with the Regional Trails Plan and should accomplish at least one of the following goals:
  - Provide nonmotorized access to a shoreline area or to a parkland of regional scale (such as those provided by the District, the East Bay Municipal Utility District, the San Francisco Water Department, the California State Park System, or the National Park Service) for a major population center or mass-transit terminal.
  - Provide a connection between parklands of regional scale (as just defined), especially between those that provide overnight camping.
  - Provide a day-use loop or link through other regional significant scenic lands—either inland or along shorelines.
  - Provide a regional water trail with landing and launching sites as well as amenities that connects regional and public facilities along the San Francisco Bay shoreline and delta for appropriately sized small water craft.
- Have adequate land area available at strategic locations suitable for staging or compatible trail recreation activities. The District will designate these areas as Staging Units for planning and management purposes.

### Planning and Management Guidelines: Trail Link

- Trail Links will be marked with signs. Where particular types of users will be using the Regional Trail exclusively, the District will clearly designate the Trail Link and use signs or barriers to prevent the intrusion of incompatible activities.

## REGIONAL TRAILS



### Existing Regional Trails

- 1 - California Riding and Hiking
- 2 - Contra Costa Canal
- 3 - Tilden to Briones
- 4 - Briones to Mt. Diablo
- 5 - Black Diamond to Mt. Diablo
- 6 - Skyline National (Chabot to Wildcat, Clark Boas)
- 7 - Briones to Las Trampas and Lafayette/Moraga
- 8 - Old Moraga Ranch
- 9 - Las Trampas to Mt. Diablo (Stone Valley Trail, Green Valley)
- 10 - San Ramon Valley Iron Horse Trail
- 11 - Redwood to Las Trampas
- 12 - Shoreline
- 13 - Alameda Creek
- 14 - Ohlone Wilderness (Mission Peak to Del Valle)

### Urban Areas



*The Lafayette/Moraga trail provides the opportunity to walk, ride, or hike through an urban area while avoiding auto traffic.*

- The District will consolidate trail modes for hiking, bicycling, horseback riding, and jogging whenever possible and feasible within the same corridor. While the basic Regional Trail System is oriented to hiking, equestrian, and related uses, the District will add bicycling sections when topography and financing will allow. Bicycling and equestrian paths will be separate wherever possible, although they may share a common corridor.
- The Trail Link should be at least wide enough to accommodate the designated users. Where a somewhat wider land feature—such as a canyon, narrow valley, ridge, plateau, or floodplain—intersects the Trail Link, the Trail Link should encompass its entire width, if feasible. This will guarantee protection of the area and provide open space along the Regional Trail.
- The District will exclude the use of motorized vehicles, such as motorcycles, mini-bikes, and mopeds, on Regional Trails in order to maintain peace and tranquility for its users.
- The District may proceed with acquisition of rights-of-way as opportunities occur to insure future trail development, especially in agricultural areas of Eastern Contra Costa County. However, in recognition of the importance of farming and farm-related activities, the District's policy is:
  - In farmland areas only those trails have been included in the Two-County Regional Trail Plan which can be developed primarily on public or quasi-publicly owned rights-of-way (such as flood control or railroad rights-of-way).
  - The District will provide signs and patrolling of trails for appropriate security of adjacent farmland property and crops, and may provide fencing.
  - In recognition of the importance of security to rangeland property owners, the District will route and design trails to minimize trail-related impact on adjacent rangeland uses. Further, following consultation with adjacent property owners to mitigate impact, the District will provide fencing, signs, and patrolling of trails for appropriate security of adjacent rangeland property.
  - In areas of Eastern Contra Costa County with active or potentially active crop production, the development and operation of trails will occur only following consultation with and concurrence of adjacent property owners and mitigation of conflicts.

## Planning and Management Guidelines: Staging Unit

Areas along the Trail Link that will be used for staging purposes are Staging Units. The following guidelines apply within the Staging Unit:

- Staging Units will be located at strategic access points along a Trail Link. If a Staging Unit is situated within another regional parkland, the District will group it with other developed recreational facilities whenever possible, because these generally provide the necessary facilities already.
- The Staging Unit will be developed with facilities that are adequate and appropriate for users of the Trail Link. These facilities may include parking areas, equestrian centers, sanitary facilities, drinking fountains, picnic areas, shelters, and trailhead signs.
- A Staging Unit may contain additional facilities, particularly along a shoreline, that are not primarily oriented toward trail users. These additional facilities may include play fields, fishing areas, or landscaped areas — as long as they do not conflict with the primary purpose of the Staging Unit or with conservation of the environment.
- The Staging Unit provides for the needs of the trail users and serves as an entry point to the Regional Trail System. Moreover, within urban areas and along the bay shoreline, portions of Staging Units can provide relief from the urban scene by offering an area of natural quality.
- Rest areas will be provided, both between Staging Units where there are aesthetic qualities or viewpoints and at the end of long uphill stretches. The District may acquire additional space for this purpose. These areas may provide trail maps, drinking fountains, hitching rails, or bicycle racks.

*The joining of region to community is proposed on a grand scale by two Bay Area trail programs: the Bay Trail, along the shoreline; and the Ridge Trail, winding through the hilltops high above San Francisco Bay. The 1,000 miles of interconnecting trails will substantially increase inland and shoreline access and maintain natural habitats. Once completed Bay Area residents will be able to hike around the entire San Francisco Bay for the first time. The trails will also symbolize our commitment to regional cooperation.*

## BAY AND RIDGE TRAILS

*Planned for the San Francisco Bay Area  
by County, City, and Park Agencies*

..... Proposed Bay Trail  
----- Proposed Ridge Trail



## REGIONAL WILDERNESS

### Purpose

A Regional Wilderness preserves an area of land with natural qualities and isolates visitors from the urban scene in a setting that is undisturbed by the adverse effects of human activities.

*Springtime scenery draws youngsters to a rocky spot along Alameda Creek in Sunol Regional Wilderness.*



## Minimum Standards

To be considered as a Regional Wilderness, an area must have the following characteristics:

- Consist of a minimum of 3,000 acres with a potential for both unrestricted and possibly restricted public access areas which may exceed 10,000 acres.
- Be sufficiently wide at all points to minimize the penetration of noise and to protect the qualities of the Regional Wilderness.
- Be generally undisturbed and natural and without public roads. However, a Regional Wilderness may contain narrow rural roads, which the District may use as trails or for public safety and maintenance, or which the District may abandon if not needed.
- Include a viewshed that does not degrade the values of the Regional Wilderness.
- Have at least one area that is suitable for staging purposes at its edge.

## Planning and Management Guidelines: Wilderness Unit

- The primary planning and management objective is to allow natural processes and desirable ecological change to take place. The District will protect the Wilderness Unit from the adverse effects of human activities and, when necessary, protect the health and safety of the public in ways that are consistent with wilderness values.
- The Wilderness Unit contains significant natural features and acreage in a cohesive area.
- Only activities that are compatible with wilderness values are allowed. These activities include hiking, horseback riding, and camping. Improvements within the Wilderness Unit will be limited to horseback riding, hiking, and service trails along natural or suitable existing routes; hike-in and equestrian camps; and boundary fencing and adequate signs for visitor information and safety. The District may establish minimal sanitary facilities and a potable water supply if required.
- There will be no public roads, permanent habitations other than a security residence, or general recreation facilities of any kind. Mechanized equipment, other than emergency vehicles and maintenance equipment, will not be permitted in the Wilderness Unit, except as needed for resource management.

## REGIONAL WILDERNESS



□ Existing Regional Wilderness

1 - Las Trampas

2 - Sunol

3 - Ohlone

■ Urban Areas

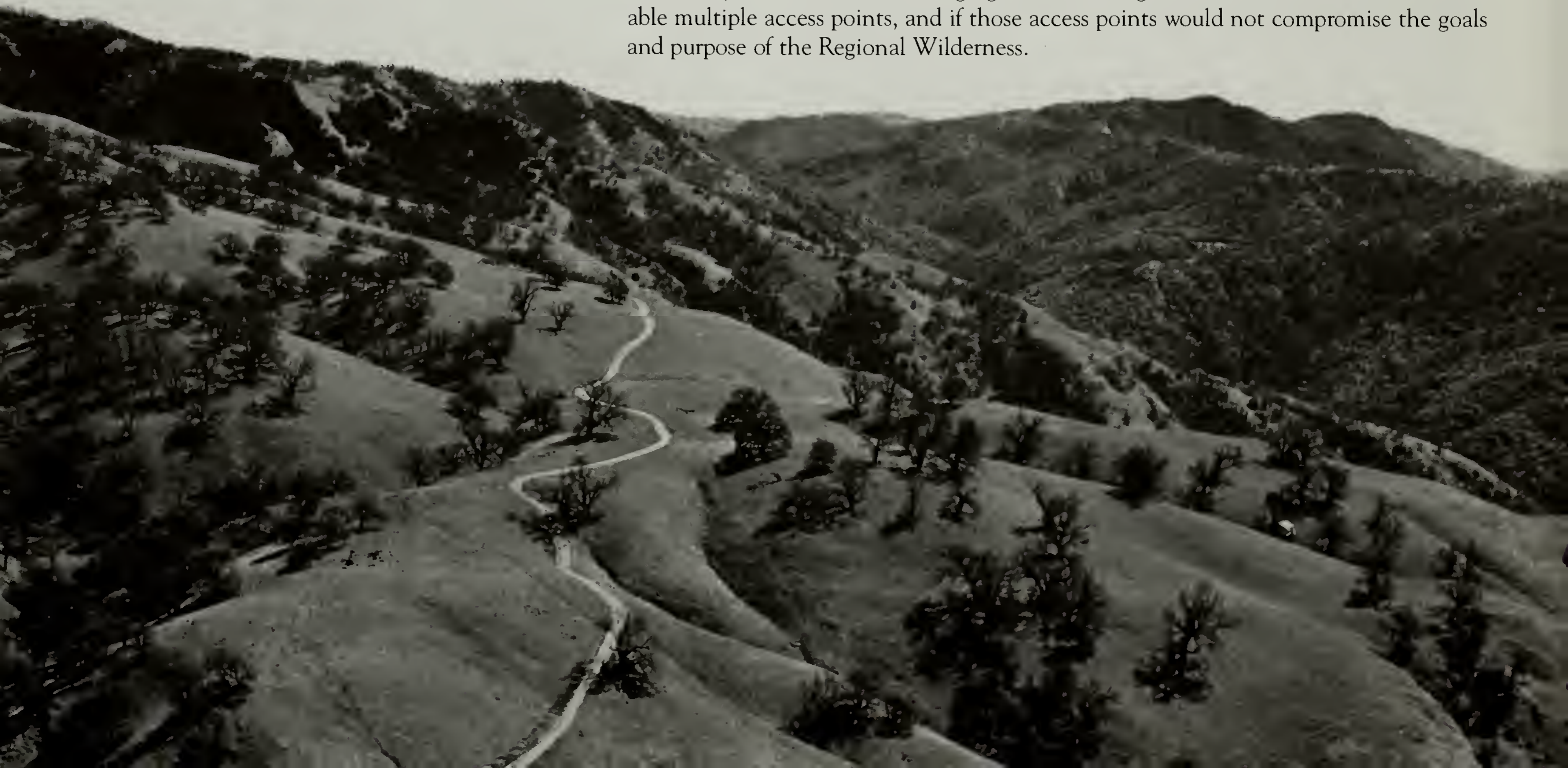
## Planning and Management Guidelines: Staging Unit

- The objective of the Staging Unit is to minimize any adverse effects that could result from the public's use of the Regional Wilderness. Therefore, facilities will be limited to the edge of the Wilderness Unit in an area designated as a Staging Unit.

A Staging Unit contains adequate and appropriate facilities for users of the Regional Wilderness. Facilities might include a parking area, sanitary facilities, a security residence, a service yard, outdoor education or interpretive facilities, camping facilities, and picnic areas. All facilities should be harmonious with the natural surroundings and, if possible, adequately screened from the view of visitors of the Regional Wilderness.

There may be more than one Staging Unit for a Regional Wilderness if there are suitable multiple access points, and if those access points would not compromise the goals and purpose of the Regional Wilderness.

*Remote and scenic Ohlone Regional Wilderness is a haven for those who enjoy hiking, horseback riding, backpacking and wildlife study.*



# REGIONAL LAND BANK

## Purpose

A Regional Land Bank serves as an administrative, often temporary, designation and holds undedicated land that is either a portion of a future parkland, an opportunity acquisition, an easement, or a gift of land that the Master Plan has not specifically identified as potential parkland; or other property that may have potential financial benefit to the District.

## Minimum Standards

To be considered as a Regional Land Bank, an area must have one of the following characteristics:

- Be a step in the acquisition of regional parkland.
- Possess park, recreation, or open space values that make its control by a public agency desirable, while no other public agency or suitable nonprofit organization can assume control of the land.
- Constitute a gift of real property and/or improvements of potential financial benefit.

## Planning and Management Guidelines

- The District may open a Regional Land Bank to public use if such use would not require substantial facilities or improvements and if such use would result in minimal maintenance and operational costs. Under no circumstances shall the District dedicate an area that is in a Regional Land Bank as a regional facility until the District has reclassified it to be one of the approved parkland classifications.
- Until another public agency can assume control, the District will hold any land that will not be included in a future EBRPD facility but is generally important for park, recreation, and open space purposes, and that is in imminent danger of being lost. If another public agency will not assume control of the land within a reasonable period, the District will consider disposing of the property.
- If the area is being held for specific regional parkland, the District will manage the land as if it has been assigned to its final parkland classification.



## OPERATIONAL POLICIES

### MAINTENANCE AND INTERPRETIVE POLICIES

#### Park Maintenance

Before opening a parkland 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 to the various parklands. The District will provide necessary administrative and service facilities throughout the two-county area for efficient operations of the parks. These may or may not be located in park sites.

The District will maintain the parklands in accordance with each park's LUDP/EIR. The District will monitor the parkland management to evaluate its effectiveness.

#### Integrated Pest Management (IPM)

When managing pests, the District will eliminate the use of chemicals insofar as it is feasible and will take all reasonable precautions to protect the environment and the health and safety of District staff and park users from possible exposure to herbicides and other pesticides. The District will strive to educate the public and staff about the individual park ecosystems, potential pest problems, and the technical aspects of pest and resource management. District guidelines for the implementation of integrated pest management are found in the Pest Management Policies and Practices Manual.

#### Parkland Operating Status

The District will designate all parkland areas as either "open" or "closed" to public use. The District will sign all areas to indicate their status. The District will not open areas for



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public use until they have patrols, maintenance, legal access, and appropriate development. Some areas may not be suitable for general public use but may be accessible through permit application to the District.

The District will open areas that are suitable for public use during normal operating hours, which the Board establishes. The District may grant requests for exceptions to the regular operating hours, such as early hours for persons who fish at District lakes or extension of swim season.

### **Concessionaire-Lessee**

Since a primary purpose of parklands is the preservation of natural resources, the District will keep profit motives to a minimum during its consideration of parkland use. Subject to the terms of existing agreements, the District will allow the continued or future use of District land by concessionaires, lessees, or nonprofit organizations only when the District can monitor the environment adequately and only after it can establish adequate management controls to preserve environmental and park values.

### **Public Safety**

The District will provide for the safety and protection of parkland users and staff and for the protection of the natural resources, structures, and facilities. This public safety responsibility will include police, fire, and lifeguard services.

### **Joint Management**

The District will permit joint management where common interests or responsibilities exist.



*The District preserves habitat with diverse wildlife and plant species, resources that are the focus of the District's popular educational programs. These programs help teach youth the value of preserving wilderness for future generations.*

### **Interpretive Program**

The District will prepare an interpretive program for each parkland, cataloging important existing natural and cultural resources. The program will establish the goals of the interpretive effort and recommend individual programs and facilities that will address these goals. The District will incorporate the goals of the program into the corresponding LUDP/EIR.

### **District Manuals**

The various District departments will prepare manuals that focus on District-wide planning and design and operational standards that will be implemented in the parklands and trails. (Examples of these manuals are the Sign Manual and the Trails Manual.) The staff will periodically update and disseminate the manuals. The manuals' guidelines and procedures will uphold the philosophy of the Master Plan.

### **Signs**

The District will place signs in the parklands and on the trails to inform park users about relevant regulations, information, and safety hazards. The District will make park and trail signs consistent throughout the District. Park and trail signs will be as minimal as is practical to convey the proper message and be harmonious with the environment.

## **PUBLIC INVOLVEMENT POLICIES**

### **Public Board Meetings**

All meetings of the Board and Board Committees are open to the public, except those held closed under the terms of the Brown Act. The District encourages the participation of the public, staff, and public agencies.

### **Open Record**

The District will provide open access to District records and materials except those that are held confidential under terms of the California Public Records Act. The District may assess a charge to cover the cost of reproducing documents.

## **Public Information**

The District will provide a public information service to encourage public use of the parklands and to present to all segments of the public the purposes of the District, the environmental values of the parklands, and available programs.

## **Public Participation**

The District will seek the public's input, advice, and participation in the wide range of issues that relate to the parklands.

### ■ **Park Advisory Committee**

The Park Advisory Committee (PAC), which the Board establishes, represents the public and provides public input into the diverse policy matters that originate from the staff and the Board. The PAC reports its recommendations to the Board.

### ■ **Special Advisory Committees**

As necessary, the Board may establish special advisory committees, task forces, joint study committees, and joint powers agencies to provide additional input for complex parkland issues. These committees report their recommendations to the Board.

### ■ **Public Meetings**

The District will use the public meeting process as one of its major methods of receiving public input. The District will send news releases to the newspapers of general circulation in the affected area, and will notify the public of meetings at least two weeks in advance of the meeting date. The District may mail notices to interested park users and adjacent landowners.

### ■ **Surveys**

As need arises, the District will conduct surveys to receive additional public input.

## **Volunteers**

The District recognizes the value of volunteers and the goodwill that citizen participation generates in the parks. It will encourage the participation of volunteers in a manner that supplements the work of permanent staff.

## PERSONNEL ADMINISTRATION

### Employment

The Personnel Administrative Manual details personnel policies. It is the policy of the District to provide qualified personnel for high-quality park service at reasonable costs. As an integral part of this policy the District does not discriminate in the employment against any person because of race, creed, color, religion, political or union affiliations, age, or sex.

### Affirmative Action

On July 2, 1974, the Board approved the District Affirmative Action Implementation Program by Resolution Number 4608. The Affirmative Action Program manual defines this program.

The District will actively recruit and promote qualified individuals who have traditionally been denied equal access to jobs, promotions, and equal pay.

### Training

The District will encourage participation by all permanent employees in job-related and career-related training programs that develop and strengthen job skills.

## FINANCES AND ACCOUNTING POLICIES

### Financial Planning

The District's primary financial responsibility is to maintain long-term stability and solvency. To preserve this stability, the District will maintain an adequate planning process that anticipates resource availability and resource requirements that result from various policy and developmental decisions. The District will document and present this plan in the form of an annual budget, which identifies specific sources and uses of operating revenue. The District will coordinate this document with an acquisition and development and maintenance program, which incorporates the financial implications of development and acquisition decisions for a minimum of five years.

### ■ Acquisition Evaluation

With each land acquisition or long-term lease, the District will prepare and adopt a five-year operation budget that reflects the fiscal impact of such acquisitions.

### ■ Development Evaluation

With each proposed development project, the District will prepare and adopt a five-year operation budget, which reflects the fiscal impact of such development.

### ■ Operations

The annual budget will verify that the development and operation of parklands is proceeding in a fiscally responsible manner. When preparing the annual budget, the District will evaluate the current-year component of the acquisition and development multi-year budget to determine the accuracy of the original projections. The District intends to ensure that the long-term estimate of available funding will not be exceeded through the acquisition, development, and maintenance of parklands.

### ■ Borrowing

The District may elect to borrow funds on a short-term basis against anticipated tax revenue or against revenue-producing facilities or to purchase real property on a time basis to achieve its acquisition and development goals. This borrowing will be consistent with the District priorities for long-term financial planning and acquisition and with development evaluation.

## Guidelines for Acquisition, Development, and Operation of District Parklands

The District will maintain current parklands and parkland operational levels while it works to implement the program of expansion and development. The Master Plan provides general guidelines for expanding, developing, and operating District parklands. The District will strive to achieve a balance of expenditures for acquisition of lands, development of new parklands, and operation of existing parklands to reflect an equitable use of funds in the three sections of the District. The District recognizes that achieving both the goals that the Master Plan sets forth and the stated balance of expenditures requires an evaluation of the allocation of existing resources.



*A Park Ranger improves drainage on a trail in Cull Canyon Regional Recreation Area. District employees work hard at maintaining parkland facilities for the public's enjoyment.*

## **Citizen Involvement in Financial Planning**

The District recognizes the importance of citizen involvement in establishing financial priorities and plans. The District will maintain a program of financial reporting that is designed to permit informed citizen participation in this process and will consist of the following:

- A budget workshop meeting in the early stages of the budget process to enable the public to participate in setting spending priorities.
- A public hearing on the annual budget before its adoption.
- A public presentation of the results of an audit of the financial operations and financial conditions. A licensed certified public accountant will conduct this audit.
- A report on the comparison of the audited financial statements to the adjusted budget.

## **Revenue**

### ■ **User Fees**

When appropriate, the District may charge user fees. For example, the District may charge fees for parking in District-approved lots. The District will review and revise the fees periodically in response to public acceptance and District need and in relation to the District's resources. The District will conduct this review on an annual basis or more often as necessary. Public hearings on user fees will be held when the Board considers fee increases.

The District will make its resources available to the public. When recreational activities and requests limit the availability of District resources to the public, the District will require special-use permits and will impose appropriate fees to recover costs that the District incurs. For example, the District will charge a group that requests special use of a picnic area an appropriate fee to reflect the restriction from use by the public.

### ■ **Concessions**

The District may contract with private operators for the operation of revenue-generating facilities throughout the District, if doing so is economically desirable and feasible. The PAC will review the structure of new concession proposals before the District solicits bids on the contracts. The District retains the right to operate when concessionaires are unavailable.

## ■ Supplemental Funding

The District will continue to pursue all available funding sources in order to carry out its programs. Such sources will include state and federal grants and programs, applications to county and city governments, and private funding sources. The District will only accept such funding if consistent with District policies and financial plans, including development and acquisition evaluations.

## Gifts

The District will seek and accept gifts of personal property and real property that are located either inside or outside of District boundaries. These gifts do not have to meet the standards and criteria that apply under the Master Plan for parkland acquisition and they do not have to be committed for park or open space use. The District will not consider for park or open space use those gifts that do not meet these standards and criteria, except under conditions that are described in this Master Plan (such as filling in of existing park areas). Gifts should benefit the District by producing income or by subsequent dedication to parkland; if they do not, the District should use them for trade or sale. Before accepting gifts, the District will evaluate all costs that are associated with such acceptance. The District will only accept gifts when their benefit—financial or otherwise—exceeds associated costs. Gifts of land that do not appear within the District Master Plan for Acquisition will be accepted only with clear title and only when the District's Land Acquisition department anticipates a market for the resale of the property.

| *California poppy, Eschscholzia californica.*



### A SUMMARY OF THE PUBLIC RESOURCES CODE

The East Bay Regional Park District, which is a limited-purpose governmental agency that operates under the California Public Resources Code, is a regional agency that operates in Alameda and Contra Costa counties. An elected board of directors governs the District.

The California Public Resources Code, Article 3, 5500 series, gives the District 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...to manage and control the business and affairs of the District...and may do all other things necessary or convenient to carry out the purposes of the District."

Section 5542.5 provides that lands of the EBRPD that are dedicated and appropriated for public use as a regional park, for recreational or open space purpose, are presumed to be in the highest and best possible use. This provision of law applies when other agencies seek to acquire such property for city or county road, street, or highway purposes.

### REFERENCES

#### References to the Master Plan

- California, State of. Public Resources Code, Section 5500-5595. Sacramento, Ca.: July 1985.
- East Bay Regional Park District. 1980 Master Plan. Oakland, Ca.: December 1980. 1973 Master Plan. Oakland, Ca.: December 1973.
- Tyler Research Associates, Inc. The East Bay Regional Park District Need and Demand Survey. San Francisco, Ca.: January, 1976.

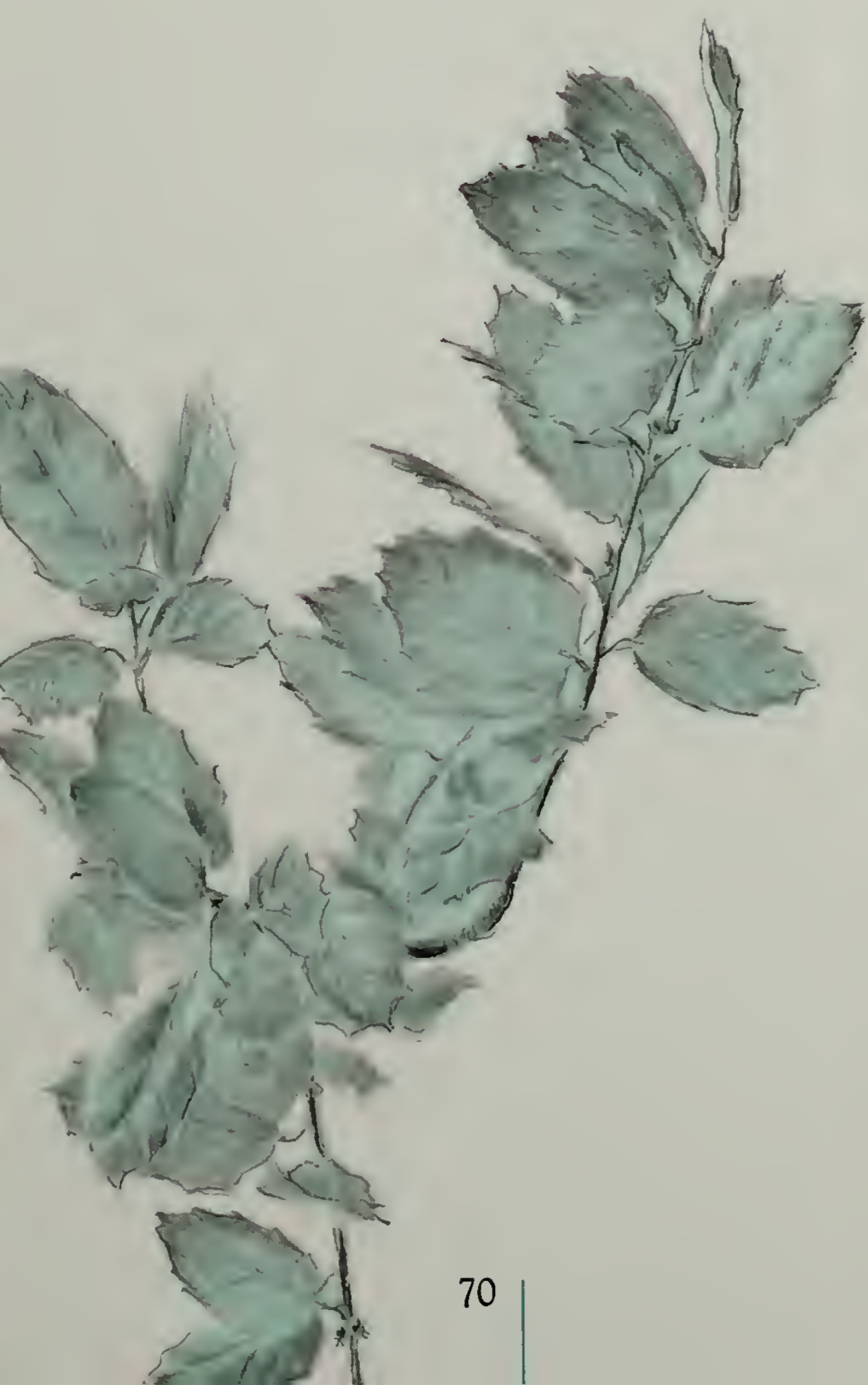
#### East Bay Regional Park District Manual and Document Series

##### *Administration*

- Affirmative Action Program Agreement—Local 2428
- Board of Directors Operating Guidelines
- Conflict of Interest Manual
- Memorandum of Understanding (Union Local 3)
- Personnel Administrative Manual
- Public Policies
- Public Resources Code (State Law)
- Standard Procedures

##### *Planning, Acquisition, Design, and Land Stewardship*

- Environmental Review Manual
- Master Plan
- Pest Management Policies and Practices
- Relocation Guidelines
- Standard Design Manual





## APPENDIX C

Trails Manual  
Vegetation Management Manual

### *Operations and Interpretation*

Aquatics Operations Manual  
Concessions Manual  
Interpretation Services Manual  
Maintenance Handbooks  
Buildings and Structures  
Horticulture  
Plumbing  
Pumps and Motors  
Roads and Trails

Park Classification Manual  
Park Maintenance and Operations Manual  
Safety Manual  
Sanitation Manual  
Sign Manual  
Vehicle Safety and Operations Manual

### *Public Safety*

Communications Manual  
Disaster Preparedness Plan  
Fire Operations Manual  
Ordinance No. 38  
Public Safety Operations Manual

## LAND USE-DEVELOPMENT PLANS/ ENVIRONMENTAL IMPACT REPORTS

The following list shows what areas in the EBRPD currently have Land Use-Development Plan/EIRs and when the District published those plans.

Alameda Creek Quarries (recreation area)  
October 1976

Ardenwood (preserve)  
March 1982

Black Diamond Mines (preserve)  
August 1977

Briones (park)  
September 1981

Briones/Las Trampas (trail)  
September 1977

Brooks Island (shoreline)  
September 1985

Chabot (park)  
February 1984

Chabot/Garin (trail)  
August 1978

Contra Costa Canal (trail)  
March 1975

Contra Loma (park)  
October 1975

Crown Beach (park)  
March 1981

Del Valle (park)  
May 1985

Garin (park)  
November 1976

Lafayette/Moraga (trail)  
April 1976

Martinez (shoreline)  
October 1976

Miller/Knox (shoreline)  
May 1976 and December 1983

Mt. Diablo/Las Trampas (trail)  
June 1980

Niles Canyon (trail)  
February 1980

Oyster Bay (shoreline)  
June 1977 and February 1985

Pt. Pinole (shoreline)  
June 1976

Redwood (park) and Roberts (recreation area)  
August 1977

San Leandro Bay (shoreline)  
March 1977

Sibley, Huckleberry, Claremont Canyon  
(preserve)  
September 1985

Tilden (park)  
July 1988

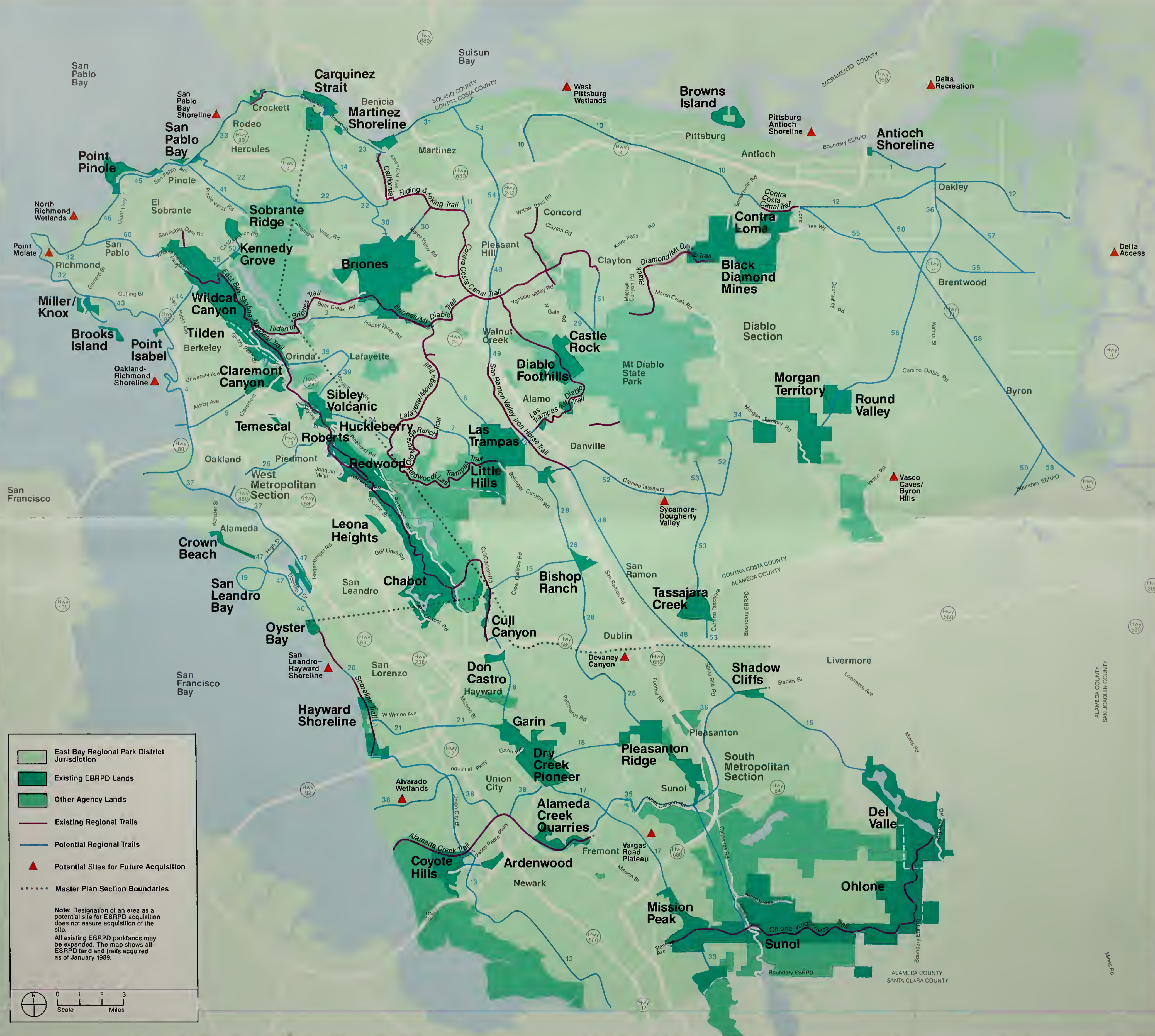
Wildcat Canyon (park)  
September 1985

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# Regional Parkland & Trail Map

Master Plan 1989  
East Bay Regional Park District



- Potential Regional Trails
- 1 Antioch Pier to Big Break
  - 2 Ardenwood to Coyote Hills
  - 3 Black Hills to Lafayette Ridge
  - 4 East Bay Shoreline
  - 5 East Bay Shoreline to Claremont Canyon
  - 6 Bollinger Canyon to Las Trampas (Bollinger Creek)
  - 7 Burton Valley to Las Trampas (Las Trampas Creek)
  - 8 Chabot to Garin
  - 9 Claremont Canyon to Tilden
  - 10 Contra Costa Canal (Concord to Antioch)
  - 11 Contra Costa Canal to Hwy. 4
  - 12 Contra Loma to Marsh Creek
  - 13 Coyote Hills to Santa Clara County
  - 14 Crockett to Franklin Canyon
  - 15 Cull Canyon to Bishop Ranch
  - 16 Del Valle to Shadow Cliffs
  - 17 Garin/Dry Creek to Mission Peak
  - 18 Garin/Dry Creek to Pleasanton Ridge
  - 19 Harbor Bay Isle Loop
  - 20 Hayward Shoreline to Oyster Bay
  - 21 Hayward Shoreline to Garin/Dry Creek
  - 22 Hercules to Briones
  - 23 Hercules to Martinez
  - 24 Indian Ridge to Moraga
  - 25 Kennedy Grove to Wildcat
  - 26 Lake Merritt to Redwood
  - 27 Las Trampas to Mt. Diablo
  - 28 Las Trampas to Pleasanton Ridge
  - 29 Lime Ridge to Mt. Diablo
  - 30 Martinez to Briones
  - 31 Martinez Shoreline to Edith Pt.
  - 32 Miller/Knox to Wildcat Marsh
  - 33 Mission Peak to Monument Peak
  - 34 Morgan Territory to Mt. Diablo
  - 35 Niles Canyon (Alameda Creek)
  - 36 Niles Canyon to Shadow Cliffs
  - 37 Oakland Estuary Shoreline
  - 38 Old Alameda Creek
  - 39 Orinda Loop (Sibley, Orinda, Tilden)
  - 40 Oyster Bay to San Leandro Bay
  - 41 Pinole Ridge to Kennedy Grove
  - 42 Pleasanton Ridge to Sunol
  - 43 Pt. Isabel to Miller/Knox
  - 44 Pt. Isabel to Wildcat Canyon
  - 45 Pt. Pinole to Hercules
  - 46 Richmond Shoreline to Pt. Pinole
  - 47 San Leandro Bay Circumference
  - 48 San Ramon to Shadow Cliffs
  - 49 San Ramon Valley to Concord
  - 50 Sobrante Ridge to Kennedy Grove
  - 51 California Riding & Hiking
  - 52 Sycamore Valley to Mt. Diablo
  - 53 Sycamore Valley to Tassajara Creek
  - 54 Walnut Creek Channel to Contra Costa Shoreline
  - 55 EBMUD Aqueduct
  - 56 Morgan Territory to Big Break
  - 57 Santa Fe Railroad
  - 58 Southern Pacific Railroad
  - 59 California Aqueduct
  - 60 Wildcat Creek

East Bay Regional Park District Jurisdiction  
 Existing EBRPD Lands  
 Other Agency Lands  
 Existing Regional Trails  
 Potential Regional Trails  
 Potential Sites for Future Acquisition  
 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 January 1989.

Scale: 0 1 2 3 Miles

1989



East Bay  
Regional Park District  
Serving Alameda County  
and Contra Costa County  
since 1934.

\$6.00