

**Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations
Acquisition, Development, and Financing
Regional Trails
Regional Parklands and Trails Map**

PREPARED BY **OVERVIEW**, JUNE 1973



Overview of the Master Plan

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FOREWORD

Preparing a recommended master plan for the East Bay Regional Park District has been a very special challenge for OVERVIEW's team of planners. It was special because the East Bay still has environmental assets—and future conservation options—which have already been sacrificed or foreclosed by most other large metropolitan areas in the pell-mell pursuit of “progress”. It was also special because the East Bay Regional Park District is a conservation agency which is recognized nationally for its standards of excellence and for the quality of public service it provides to the citizens who are its “customers”. And, finally, an extra element of challenge was added because previous planning for part of this unique park system was done by the incomparable Frederick Law Olmsted (in 1866) and the planning firm headed by his son, Frederick Law Olmsted, Jr. (in 1930). The Olmsteds had spacious minds: they were not afraid to espouse big plans—and at earlier junctures of history the people of this area wisely responded by supporting their bold visions of the future.

One of OVERVIEW's central assumptions is that long-range, total-environment planning is the only process that can produce lasting solutions to the cluster of interrelated problems we call “the environmental crisis”. As its name implies, OVERVIEW is dedicated to a holistic approach to planning. We also attempt to develop plans that can merit broad citizen support and have a fighting chance to be implemented by political action.

When OVERVIEW's contract was written, the EBRPD Board of Directors wisely insisted that a large, representative Citizens Task Force be selected to work with us at every stage of the planning process. In a sense, this decision (and the appointment of outstanding leaders to serve on the Task Force that was formed) resulted in the kind of participatory planning that encourages bold thinking. The critiques of these citizen planners enlivened our work, and added many new dimensions to the master planning. If some of the concepts and criteria in this report represent important contributions to the science of outdoor recreation planning (as I believe they do), credit goes not only to the OVERVIEW team and its able Project Director, Alvin H. Baum, Jr., but also to the inputs of these dedicated citizens and the fine staff of the Park District itself.

In my view, the preparation of this recommended master plan could not have taken place at a more opportune time. Big decisions about the overall future of the East Bay environment are now being made—and citizen support for aggressive conservation seems to be at a peak in the whole Bay Area. The permanent establishment of the San Francisco Bay Conservation and Development Commission in 1969, the authorization by Congress of the San Francisco Bay National Wildlife Refuge in 1972, and the impending full-scale operation of BART have set the stage for further major decisions by the citizens of this area about its future environment. All of these developments make it timely for EBRPD to review its role as the principal outdoor recreation steward of the East Bay.

I am convinced that the last large-scale decisions regarding the environment of the East Bay will be made in the 1970s. The resources of this area are finite; there is no machine that can stamp out a new San Leandro Bay, or replicate a Huckleberry Trail, or a Mission Peak. It is, therefore, vital to identify the major issues and options now so the people can decide what kind of environmental estate they want to preserve for the benefit of themselves and future generations who will reside in this area.

When one surveys the history of these scenic lands it is remarkable how much superb outdoor recreation land has been preserved with such extremely modest outlays of public funds. I believe foresight has been the key element in this effort.

In 1866, it took foresight for Frederick Law Olmsted—who was hired to provide a design for the new College of California and the adjacent village of Berkeley—to propose that the valley that served as its backdrop (now known as Strawberry Canyon) be set aside as a scenic preserve. Likewise, in the midst of a great economic collapse in 1930, it took foresight for the younger Olmstead and the citizen leaders of that time to propose the creation of a huge, 10,000-acre regional park system.

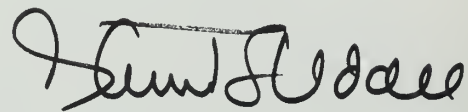
It is my conviction that foresight—and a willingness to make big investments now in a green legacy for tomorrow's residents of the East Bay—is, once again, a key element of the planning process. In order for a master plan to win broad support it must be attuned to the hopes and aspirations of the citizens. We sense that citizen sentiment has already crystallized around the need for a big program and bold action.

However, if the Board must rely exclusively on its conventional sources of funds to implement this recommended master plan, OVERVIEW is forced to conclude that it will not be able to achieve the main goals described in this report. The land economics of this region also make it painfully clear that investments in prime parklands *not* made in the near term will cost several times more a few years from now—or be inflated beyond the reach of the public purse.

OVERVIEW believes this report makes a powerful case for a bond issue (or other long-term financing measure) to allow the Board to economize and use the “buy now, pay later” approach to expansion. Bond issues are particularly appropriate where permanent environmental assets are concerned. These capital investments become the very anchor of any region's environmental quality. A “pay later” plan, under such circumstances, becomes an act of equity, for the future users of these outdoor recreation areas will be the main beneficiaries if these irreplaceable parklands are purchased now.

Finally, this master plan is timely because it will enable the District to adopt criteria and principles for its future activities. These will define its mission and its administrative goals with a clarity that can command wide public support, and will serve as a guide for its future park maintenance and park development programs.

It has been an exciting experience to work with such dedicated park officials, and to collaborate with citizens who love their region and want to preserve its amenities. We thank them all for their many contributions to this report.



Stewart L. Udall
Chairman of the Board, OVERVIEW
Washington, D.C.
June 1973



INTRODUCTION

This introduction presents three concepts that are central to this *Recommended Master Plan Report*: (1) that the Report is the result of an unusual three-part planning process; (2) that it bears a close relationship to a major report written by OVERVIEW for the Association of Bay Area Governments; and (3) that the entire purpose of OVERVIEW's thirteen-month effort which has resulted in this Report is to lay the groundwork for action to be taken by the Park District Board of Directors. This Introduction takes up each of these three concepts in turn.

THE PLANNING PROCESS

The planning process involved three types of planning: physical planning, policy planning, and public participation planning. The three proceeded simultaneously almost from the inception of the work in April, 1972. OVERVIEW began the public participation planning by holding nine open hearings throughout the Regional Park District in the summer of 1972, to receive opinions and suggestions on policies for the District and on specific sites that should be looked at for possible acquisition. But even as those hearings were being held, OVERVIEW's staff had begun the physical planning, visiting some sites which had been suggested long before as potential acquisitions. Similarly, the staff was already at work on the process of developing the basic policies which are integral parts of any master plan.

When the 83-member Citizens Task Force was appointed late in the summer of 1972, it became an integral part of the planning team, and its members served not only as voices from the public but also as auxiliary professionals. Beginning in August, 1972, OVERVIEW presented to the monthly meetings of the Citizens Task Force drafts of the materials which have been incorporated into this *Recommended Master Plan*. Each draft was reviewed by a sub-committee of the Citizens Task Force, appointed by its Chairman, Supervisor Joseph Bort. The sub-committee then reported to the full Task Force at its next meeting. These comments proved to be apt and excellent, both as to major policies and as to minor details. The result was that the OVERVIEW staff, without abdicating its professional responsibility, could and did incorporate the overwhelming majority of the suggestions made by the Citizens Task Force members as it reworked the draft materials into their final form.

This process of meeting with the Citizens Task Force and its various committees was very time-consuming, but it was well worth the investment in time. Any master planning effort of the complexity of this one involves inevitable gaps, errors and open questions at the draft stage, and OVERVIEW had the benefit of intensive review from the Citizens Task Force. In addition, of course, OVERVIEW received essential assistance and review from the East Bay Regional Park District Department heads and especially from General Manager Richard C. Trudeau, and from the members of the Board of Directors in a number of individual and Board meetings throughout the study period.

As a result of this consultation and review process, the OVERVIEW recommendations reflect much of the thinking of the members of the Citizens Task Force. This will, in all likelihood, insure basic support from the Citizens Task Force for the policies and specific recommendations that OVERVIEW is making to the Board of Directors. And this in turn will insure that the labors of OVERVIEW and of the volunteer citizens will reinforce each other, rather than being dissipated by (avoidable) disagreements that might have resulted if this report had been written without constant consultation with the Citizens Task Force.

OVERVIEW also had the benefit of similar review and consultation by the Public Agency Advisory Committee, under the dedicated and able leadership of Larry Milnes, Public Service Director of the City of Fremont. This Committee also met monthly and reviewed the draft materials prepared by OVERVIEW in very much the same manner as the Citizens Task Force. Its members represent each of the counties, cities and other public agencies lying within the area of the East Bay Regional Park District. More formal reviews of OVERVIEW's *Recommended Master Plan* may be made by most of those agencies, but the existence of that Committee and the hard work of its members insures that at least the major issues were faced at the draft stage before printing of this Report.

RELATION TO REPORT FOR ABAG

This *Recommended Master Plan*, of course, is focussed very specifically on the acquisition and development program of the East Bay Regional Park District for the next ten years. But many of the questions facing the Regional Park District are also facing other governmental agencies throughout the Bay Area. Recognition of the overlap between the needs of a Regional Park District and of the other local governments in its area caused the U.S. Department of Housing and Urban Development, when it agreed to provide two-thirds financing for the Park District's master planning program, to grant the same financing for a parallel OVERVIEW study for the Association of Bay Area Governments (ABAG) on implementing open space plans. The result of the ABAG study is a three-volume OVERVIEW report, *How to Implement Open Space Plans in the San Francisco Bay Area*, published by the Association of Bay Area Governments in May and June, 1973.

This Report for ABAG contains much of relevance to the East Bay Regional Park District. Among other items, the OVERVIEW report for ABAG discusses the responsibilities and powers of county and city governments to exercise their regulatory powers in ways such as agricultural and large-lot zoning, park dedication requirements and environmental controls, and the effect of local governments' actions and failures to act upon the price that agencies like the Park District have to pay for lands that they wish to acquire as parks. Thus, many readers of this *Recommended Master Plan* will also want to read at least Volume I of OVERVIEW's Report to ABAG.

THE NEXT STEPS

As the title of this Report indicates, OVERVIEW is here presenting not "*the* master plan" but a "*recommended* master plan" for the consideration by the Board of Directors of the East Bay Regional Park District, and by the public and affected local governments within the Park District boundaries.¹

During the remainder of 1973, the Park District Board of Directors will hold public hearings on the *Recommended Master Plan*. And, in due course prior to June 30, 1974, it will adopt a master plan and thereby will comply with the requirement of Assembly Bill 925 (Chapter 1063, Statutes of 1971; Public Resources Code Sec. 5545.5) that the District prepare and adopt by that date "a master plan which identifies the District's policies and goals with regard to the acquisition of new parklands and lists the general type and quantity of such

¹As noted in the Chapter on "Site Evaluations," this master planning study has concentrated on potential acquisitions within the Park District's present boundaries. There are, however, some excellent potential parklands outside those present boundaries but within Alameda and Contra Costa Counties: these sites are briefly reviewed in Section 5 of Part 3, "Parkland Site Evaluations." Expansion of the present Park District boundaries by annexation is a relatively simple matter *if* the residents of the area proposed for annexation favor it. Present attitudes of the residents of Liberty Union High School District (eastern Contra Costa) and of Murray Township (Livermore and southeastern Alameda County) are not known.

lands proposed to be acquired and the estimated cost thereof.”

This Report, containing a recommended master plan for the District, is arranged so as to facilitate review by the public by affected local governments, and by the Board of Directors of the policy issues and the choices of sites and of financing that OVERVIEW believes face the District. Every attempt has been made to consult with and receive comments from Park District staff and Board of Directors, affected local governments (through the Public Agency Advisory Committee and in other ways), and the public (both from the Citizens Task Force and from numerous other citizens outside it). This review process, it is hoped, will have clarified the issues and options, and may have insured that in most cases the OVERVIEW recommendations will be ones that the Board of Directors can basically adopt as its own.

SUMMARY

OUTLINE OF THE RECOMMENDED MASTER PLAN REPORT

The report of OVERVIEW's *Recommended Master Plan* for the East Bay Regional Park District is in six parts. *Part 1* is an Overview of the Master Plan, containing this Summary, a Foreword, and an Introduction. Part 1 is designed to stand alone as a guide to the *Recommended Master Plan* for those who do not read the other Parts. Because this entire Report is a recommendation to the Board of Directors, the Summary (which is arranged by Parts) focuses on the policies, acquisition and financing programs that are specifically recommended to the Board for adoption.

Most of the policies that are recommended for adoption by the Board of Directors are paraphrased in shortened form in the various sections of the Summary that follow. But many recommended policies are not important enough to appear in this Summary, and all of the policies had to be abbreviated for use in this Summary. Based upon the policies *as they appear in Parts 2 through 5*, with just a few changes of words, the attorneys for the Regional Park District can prepare a draft resolution to serve as the framework for discussion by the Board of Directors as it begins its deliberations on the adoption of a master plan for the East Bay Regional Park District.

Part 2 contains the Policies for Planning which precede and underlie the recommendations. Its four Chapters discuss Recreation Demand, the Role of the East Bay Regional Park District, the Parkland Classification System and the Parkland Acquisition Criteria and Priority System. *Part 3* contains Site Evaluations, in six Sections. Above all, it evaluates the 40 sites found to qualify for acquisition in the course of the present master planning investigation, but in addition it discusses other types of sites that are of interest to the Park District. *Part 4* covers recommendations on Acquisition, Development, and Financing. *Part 5* presents the recommendations for a Regional Trails System, comprising routes both for Bicycle/Hiking use and for Equestrian/Hiking use. *Part 6* is the Regional Parklands and Trails Map which locates the 40 sites qualifying for acquisition and other sites for potential acquisition against the background of the geography of the East Bay, the existing regional parklands, and other major public lands.

SUMMARY OF PART 2, "POLICIES FOR PLANNING"

- Summary of Chapter 1, 1. "Recreation Demand"**
- The three major methods commonly used to project future demand for recreational facilities are: (a) the Standards Approach; (b) the Leisure Time Approach; and (c) the Socioeconomic Approach.

None of the projection methods enumerated in Finding No. 1 is completely reliable because of old and incomplete base data, unproven assumptions, and over-simplified projection techniques.

Because of the problems with the projection methods, they should be used only to make general demand forecasts for broad types of recreation facilities; even these broad, general projections are of questionable accuracy.

2. The East Bay Regional Park District should initiate a monitoring program to establish the existing use of and demand for regional parklands, so as to test the validity of current recreation demand projections and to develop improved base data from which to project future recreation demand. (The details of this proposed monitoring program are provided in Appendix A.)

The East Bay Regional Park District should assess whether any feasible changes in location, development, or activities of regional parklands might better satisfy

the needs of low income and minority residents who now do not use the parklands in proportion to their numbers. It should also assess whether improved public transit access to regional parklands might help achieve the same purpose, and if so, how that improvement can be accomplished. (See Appendix B on "Transportation To and Within Regional Parklands.")

**Summary of Chapter 2, 1.
"The Role of the East Bay
Regional Park District"**

1. A clear definition of the role of the Park District is necessary to insure maximum efficiency in the allocation of the District's financial resources, to provide the public with a firm understanding of what to expect from the District, and to establish rules for making policy decisions on the types of parkland to be included within the regional parkland system.
2. The East Bay Regional Park District should adopt as its fundamental mission the acquisition of areas for parkland use and the conservation and improvement of these parklands for the purpose of making the outdoor environment available for the enjoyment and education of the general public.
3. In order to determine its ultimate role in a regional historic site program, the Regional Park District should participate in a comprehensive study of historic site preservation, restoration, and interpretation. Until this study is completed, the Regional Park District should acquire points of historic interest only if they lie within larger land areas suitable for use as one of the categories of regional parkland.
4. Scenic roads within the two counties that comprise the Regional Park District should be provided by the appropriate county or city. The East Bay Regional Park District should not build or maintain any scenic roads outside its parklands. However, the Park District should express its interest in maintaining a scenic quality along all roads providing major access to its parklands by reviewing proposed construction along such roads and by voicing its opposition to the approval of any such construction that would detract from the scenic quality of the roads. Moreover, the Park District should set as a goal the elimination of unnecessary roads in its regional parklands, and should emphasize the development of alternative transportation systems to and within the parklands.
5. The Regional Park District should not undertake a program of acquiring, developing, or maintaining any roadside rests or picnic areas outside the regional parklands. Roadside picnic areas within the regional parklands should be provided at appropriate locations.
6. a. Open Space should be protected for the preservation of natural resources (e.g., wildlife habitats, rivers, beaches), for the managed production of resources (e.g., forests, farmlands), for public health and safety (e.g., earthquake fault zones, flood plains), and for the preservation of scenic beauty. Such open space to which public access is *not* required should be referred to as "non-park open space" (NPOS).
- b. In order to determine its ultimate role in the preservation of non-park open space, the Regional Park District should initiate a review of open space planning and protection within Alameda and Contra Costa Counties. Until this review is completed, the Regional Park District should not seek additional legislative powers which would allow it to regulate non-park open space lands, nor should the Park District acquire fee title in any land areas not meeting the Minimum Standards for one of the regional parkland categories unless the lands are so located and of such a character that they might within a reasonable time either: (a) meet the Minimum Standards through the acquisition of additional surrounding lands; or (b) be suitable for transfer to another public agency for use as a local, state, or national parkland.

- c. None of the existing tax resources available to the Regional Park District should be spent on the acquisition of non-park open space. Instead, the Park District should undertake a cooperative study with the cities and counties on means of obtaining new funds for the acquisition of non-park open space within the Park District boundaries.
 - d. A land area which does not, by itself, meet the Minimum Standards for any of the regional parkland categories but which has the potential of being “rounded out” into a viable parkland unit through the acquisition of surrounding lands may be acquired and held by the Park District without dedicating it to park use for a period of up to five years.
 - e. The Park District should accept the donation of fee title or a lease only to land areas which either: (a) have the potential of being rounded out into a viable parkland unit meeting the Minimum Standards through the acquisition of surrounding lands within a reasonable time; or (b) have the natural qualities which make its continued existence in open space beneficial to the general public.
7. In determining what sort of recreational activities are “regional” and therefore appropriate within regional parklands, the Park District should employ the following series of policies to reflect and amplify the general role of the Park District:
- a. The East Bay Regional Park District should primarily provide for outdoor recreation activities.
 - b. To the greatest degree possible, active recreational activities should be separated from passive recreational activities through the application of the Planning and Management Guidelines that are part of the Parkland Classification System.
 - c. The East Bay Regional Park District should emphasize providing for those recreational activities which encourage each individual to become an active participant in the activity rather than a passive spectator of such an activity.
 - d. In providing for recreational activities within regional parklands, the East Bay Regional Park District should emphasize: (a) accommodating the activities with as little adverse effect on the natural environment as is possible; (b) serving the activity needs with as general-purpose an area or facility as is feasible; (c) employing good land management practices in the continuing operation of the activity area; and (d) keeping maintenance and operations costs as low as possible.
 - e. To the extent feasible and compatible with surrounding uses, the East Bay Regional Park District should accommodate any unique recreational needs by permitting special interest groups, other public recreation agencies, or private concessionaires to stage activities within the regional parklands. In return for allowing these agencies to develop and operate their own facilities, and to stage activities within the regional parklands, the Regional Park District should require that:
 - (1) The facility or event must be open to the general public and cannot be limited to the membership of any individual organization or group of organizations.
 - (2) The fee charged for competing in an event, watching the competition, or using a recreational facility must be as low as possible to encourage maximum participation in the event. The fees charged by a special interest group or local recreation agency should be just high enough to offset the cost of staging the event. The fees charged by a lessee or concessionaire should be comparable to those charged by others for similar activities.
 - (3) Some means must be provided for the general public to experience a featured recreational activity as well as to watch competition in the activities. In most cases, this will probably involve classes for beginners provided in conjunction with

a competition event.

- (4) The facility or event must be compatible with the policies of the Parkland Classification System for the planning and management unit within which the facility or event is located.
- (5) The development, operation, and maintenance of a facility must be done by the sponsor to the fullest extent possible, but with the planning and design of all facilities subject to the review and approval of the Regional Park District.
- f. The East Bay Regional Park District should provide an intensive program of nature education and interpretation through a cooperative effort of the Park District, other public land-holding agencies, and educational institutions.

**Summary of Chapter 3,
"Parkland Classification System"**

1. A definitive system for classification is necessary to insure that the East Bay Regional Park District can provide variety in its regional parkland system without compromising the expressed purpose of each individual parkland.
2. The East Bay Regional Park District should utilize the following categories of parkland in the planning and operation of its regional parkland system (including both the new sites to be acquired and the existing parklands).

REGIONAL PARK or REGIONAL SHORELINE PARK, comprised of:

a Natural Environment Unit, and

an Outdoor Recreation Unit

REGIONAL RECREATION AREA¹ or REGIONAL SHORELINE RECREATION AREA

REGIONAL WILDERNESS, comprised of:

a Wilderness Unit, and

a Wilderness Staging Unit

REGIONAL PRESERVE, comprised of:

a Preserve Unit, and

a Preserve Staging Unit

REGIONAL TRAIL or REGIONAL SHORELINE TRAIL, comprised of:

one or more Trailheads, and

a Trail Link

REGIONAL OPEN SPACE RESERVE

¹Vehicular Recreation Areas are included as a sub-category of Regional Recreation Areas.

3. The Park District should utilize, for each of the parkland categories, three types of policies: (1) a statement of "Purpose and Goals" which briefly defines the parkland category; (2) "Minimum Standards" which prescribe size and resource characteristics for each of the parkland types; and (3) "Planning and Management Guidelines" which insure that the parkland will be developed and operated in a manner consistent with the Purpose and Goals of the category.
4. The Regional Park District should henceforth utilize the following six-step process in applying the Parkland Classification System:

STEP 1. PRELIMINARY EVALUATION

Evaluate each potential site against the Minimum Standards for one or more of the regional parkland categories. Discard those sites that meet none of the Minimum Standards.

STEP 2. SETTING PRIORITIES

Develop a high, medium, or low priority for acquisition of each site through the application of the Parkland Acquisition Criteria and Priority System.

STEP 3. ACQUISITION DECISION

Adopt Board resolution determining which sites to acquire.

STEP 4. DESIGNATION OF PARKLAND CLASSIFICATION

Adopt Board resolution designating each site acquired in one of the six major parkland categories.

STEP 5. DEVELOPING AND ADOPTING AN OVERALL SITE PLAN

This step involves three separate actions, performed separately for each parkland site:

- (a) Make a detailed resource study of the expected ultimate extent of the parkland area.
- (b) Prepare an Overall Site Plan (OSP) for the parkland, based on the resource analysis. (The OSP delineates the planning and management units within the parkland and establishes specific development plans to the greatest extent feasible.)
- (c) By resolution of the Park District Board, adopt the Overall Site Plan.

STEP 6. CONTINUING EVALUATION

Whenever there appears to be a need for a certain type of recreational development in a particular parkland, but the development would be inconsistent with the policies of that parkland's category, study the conflict and determine whether to drop the development proposal or change the classification of the parkland.

5. San Francisco Bay provides a magnificent and unique recreational resource which should be recognized in the Parkland Classification System; however, a single major category for shoreline parklands should not be utilized because it presents cumbersome administrative disadvantages. Instead, the significance of the Bay should be reflected through the use of special sub-categories of some of the major regional parkland categories (as presented in Policy No. 2 above).

**Summary of Chapter 4,
"Parkland Acquisition Criteria
and Priority System"**

In order to determine which sites should be acquired for regional parkland use, the priority for acquisition of each site, and the "minimum" and "preferred" acquisition that should be considered, the following four-step site evaluation process has been utilized by OVERVIEW in the present master planning process. As part of a continuous program of up-dating the master plan, the East Bay Regional Park District should henceforth utilize this site evaluation process for periodic re-evaluation of the sites now recommended and for evaluation of sites proposed in the future.

**STEP 1. DETERMINING (a)
INITIAL ELIGIBILITY**

Evaluate each potential site against the minimum standards for one or more of the following regional parkland categories:

REGIONAL PARK

REGIONAL RECREATION AREA

REGIONAL VEHICULAR RECREATION AREA

REGIONAL WILDERNESS

REGIONAL PRESERVE

REGIONAL TRAIL

REGIONAL OPEN SPACE RESERVE

- (b) Discard those sites that meet none of the minimum standards.

**STEP 2. APPLYING THE PARKLAND
ACQUISITION CRITERIA**

Evaluate each potential site that meets one or more sets of minimum standards by rating it "high," "medium," or "low" depending on how well the site measures up to the requirements for each of the following criteria:

RELATIVE SUITABILITY

NEED/DEMAND

ACCESSIBILITY

THREAT OF LOSS

EASE OF ACQUISITION

**STEP 3. APPLYING THE PRIORITY
SYSTEM**

Compare each qualifying site against other sites in the same category of parkland. This step involves four separate actions, performed separately for each parkland category:

- (a) Establish a "weight"—Above Average (A+), Average (A), or Below Average (A-)—for each of the five criteria to reflect its importance in evaluating sites in that category.
- (b) By means of "flow charts", graphically combine the weighting of each criterion with the ranking (High, Medium, or Low) as to that criterion of each site in that category of parkland.
- (c) Run all the sites through the flow chart designed to reflect the weighting of the criteria for the appropriate parkland category.
- (d) Group the sites into High Priority, Medium Priority, and Low Priority acquisition groups, depending on their order of weighted rankings as indicated by the appropriate flow chart results.

**STEP 4. DETERMINING MINIMUM
AND PREFERRED ACQUISITIONS**

Evaluate each potential parkland site, using a list of guidelines, to determine what parcels comprise the "minimum acquisition" and the "preferred acquisition" for each site.

**SUMMARY OF PART 3, 1.
"PARKLAND SITE
EVALUATIONS"**

1. The site evaluation process, involving the application of the five Parkland Acquisition Criteria and the priority system has resulted in 40 sites qualifying for acquisition and being placed in the following parkland types and priority acquisition groups:

REGIONAL PARKS

“SPECIAL CATEGORY”

Point Pinole (Expansion) (Option)
Wood Property (Redwood Expansion)

HIGH PRIORITY

Coyote Hills (Expansion)
Garin & Dry Creek-Pioneer (Expansions)
Wildcat Canyon (Expansion)

MEDIUM PRIORITY

Black Diamond Mines (Expansion)
Pinole Valley
Redwood (Expansion) (Excluding Wood)
Vargas Road Plateau

LOW PRIORITY

Chabot (Expansion)
Point Pinole (Expansion) (Excluding Option)

**REGIONAL
RECREATION AREAS**

HIGH PRIORITY

Alameda Creek Quarries
Brookwood
Castle Rock
Miller (George Jr.) (Expansion)
San Leandro Bay

MEDIUM PRIORITY

Ardenwood
Bollinger Canyon
Shadow Cliffs (Expansion)

LOW PRIORITY

Berkeley Waterfront (North)

**REGIONAL VEHICULAR
RECREATION AREAS**

HIGH PRIORITY

Devaney Canyon²
Rodeo Creek²

²Devaney Canyon and Doolan Canyon are alternate VRA sites; so also are Rodeo Creek and Canada del Cierbo.

MEDIUM PRIORITY

Canada del Cierbo²
Doolan Canyon²

LOW PRIORITY

Tunnelrock Quarry

REGIONAL WILDERNESSES

HIGH PRIORITY

Las Trampas (Expansion)
Wauhab/Valpe Ridges

MEDIUM PRIORITY

Briones (Expansion)
Morgan Territory

LOW PRIORITY

[None]

REGIONAL PRESERVES

HIGH PRIORITY

Huckleberry
San Pablo Creek Marsh
Wildcat Creek Marsh

MEDIUM PRIORITY

Berkeley/Emeryville Shoreline
Brooks Island (Expansion)
Browns Island/Winter Island
Claremont Canyon
Coastal Range Peaks
Emeryville Crescent
Mountain Village Site
Old Alameda Creek Marsh

LOW PRIORITY

Hoffman Marsh
Sobrante Ridge

The general location of each of these sites is shown on the Regional Parklands and Trails Map.

²Devaney Canyon and Doolan Canyon are alternate VRA sites; so also are Rodeo Creek and Canada del Cierbo.

2. Seven other important sites for potential East Bay Regional Park District acquisition have been evaluated.

Three are current projects—projects where Park District acquisition measures are already well-advanced, but which will not involve expenditure of sizable acquisition funds by the District:

Arroyo del Cerro Regional Recreation Area

Mallard Slough Regional Natural Preserve

Point Isabel Regional Trailhead

Three are short-range projects which should be explored actively by the Park District in conjunction with other interested agencies of government in hopes of concluding satisfactory arrangements during the next several years:

Hayward Area Shoreline, including San Lorenzo Shoreline and Johnson's Landing

Knowland State Park (the portion above Golf Links Road)

Martinez Waterfront

One project is long-range, an eventual acquisition for a time that cannot be predicted: Point Molate.

3. Some of the existing East Bay Regional Park District parklands, expansion of which was not among the 40 sites listed above, should and probably can be expanded without the need to acquire any *privately-owned* properties. Others need not be expanded but have notable operating problems. The existing parklands in these categories are:

Alameda Beach Regional Shoreline Recreation Area

Camp Parks

Chabot Regional Park

Contra Loma Regional Recreation Area

Cull Canyon Regional Recreation Area

Del Valle Regional Park (see Paragraph 6)

Don Castro Regional Recreation Area

Kennedy Grove Regional Recreation Area

Roberts Regional Recreation Area

Sibley-Round Top Regional (Scenic) Preserve

Sunol Regional Park (and Camp Ohlone)

Temescal Regional Recreation Area

Tilden (Charles Lee) Regional Park

4. Eighteen sites that were suggested for potential acquisition did not qualify for acquisition either because they did not meet minimum standards of size or quality for the parkland classification to which they would have been assigned, or for

some reason serious consideration of EBRPD acquisition of them was considered to be premature at this time.

5. Six major areas within Alameda and Contra Costa Counties but outside the present boundaries of the East Bay Regional Park District might make excellent regional parklands at some future time. However, these sites were not evaluated fully because of the great number of highly eligible sites *within* the Regional Park District.
6. Four projects within the East Bay Regional Park District boundaries appear to be appropriate activities for the Federal and State governments:

Del Valle Regional Park Expansion—because Del Valle Reservoir and the existing parkland is owned by the State.

Mt. Diablo State Park Expansion—because this is the only active State Park within the two counties and it presently contains less than one-half of the actual Mt. Diablo.

San Francisco Bay National Wildlife Refuge—because there are two small areas which the Secretary of Interior should include within the final boundaries of the Refuge.

Sunol/Pleasanton Ridges (“National Urban Park”)—because Federal participation in acquisition and maintenance may be appropriate and necessary due to the scale of this enormous open hill area.

SUMMARY OF PART 4, “ACQUISITION, DEVELOPMENT, AND FINANCING”

1. The *Recommended Master Plan* contains as much of an actual financial program as it is possible to develop with the data available. This involves estimating expenditures for the proposed acquisitions and developments; comparing cost estimates with estimates of revenues; and reconciling the expenditures with the revenues, either by reducing the estimated expenditures or increasing the projected revenues, or both.
2. Projected expenditures include the costs of acquisition of new properties, development, and maintenance and operation. There is some relation between these, for example, because the cost of maintenance and operation of a parkland generally increases with the amount of development on the parkland.
3. Acquisition costs are very difficult to estimate without appraisals and appraisals could not be obtained of all the 40 sites qualifying for acquisition during the course of the master planning effort. The only data indicating possible costs that are available are the Full Cash Value (FCV) of each property set by the assessor as part of his valuation process (assessed value equals 25% of FCV), but the assessors’ estimates may be out of date, and experience shows that the actual cost to a public agency acquiring property is often much more than the FCV.
4. The Park District can often obtain what it needs of a property by purchasing a scenic easement or development rights rather than fee title. Where this is possible, the cost can often be reduced considerably.
5. The types of development that would be appropriate for each of the 40 sites qualifying for acquisition and the cost of such development are presented in Figure 6.
6. Maintenance and operation (M&O) costs are a major item in any budget. M&O costs are estimated by: (a) classifying each of the proposed parklands in one of six classes into which the existing East Bay Regional Parklands have been divided

depending upon their degree of development; (b) assuming that annual direct M&O costs will be the same as the average for that class during the recent past; (c) applying the multiplier (1.6) to the annual direct M&O cost to obtain the annual total M&O cost for each parkland in the year that development of it is completed; and (d) estimating the cumulative total of M&O costs during the ten-year planning period (a function of the year in which each parkland is acquired and the time thereafter required before development is completed).

7. The revenues that can be projected are only those available to the East Bay Regional Park District from its own tax resources (i.e., the property tax). Other possible sources of funds—grants from the Federal government, bond monies and grants from the State government, grants from local governments, and private donations—might prove to be significant sources of income, but their existence, amount, and schedule are too speculative to be counted in the financial program.
8. The property tax revenues available to the East Bay Regional Park District consist of “old money” and “new money.” “Old money” is derived from the 10¢ basic tax (per \$100 of assessed valuation) that was in effect prior to July 1, 1972. This money is unrestricted as to what it may be spent for. “New money” is derived from the tax increment authorized by the State Legislature in AB 925 enacted in 1971 (5¢ additional effective July 1, 1972 and a further 5¢ additional effective July 1, 1974). By statute, the “new money” is earmarked: 80% must be spent only for acquisition of new parklands; the remaining 20% must be spent only for the development, and maintenance and operation, of newly acquired parklands.
9. There is no excess “old money” available for either acquisition, development, or maintenance and operation of newly acquired parklands. In fact, the District will run out of “old money” to maintain and operate its present parkland system by the end of fiscal year 1977-78, according to the Park District Controller’s financial projection.
10. During the ten-year planning period (ending with fiscal year 1982-83), \$41.8 million is estimated to be available for acquisition of new parklands, and \$12.1 million is estimated to be available for development, and maintenance and operation of newly acquired parklands. (See Figure 4.)
11. Three potential sources of additional funds are available to the District: tax anticipation borrowing; a bond issue; and a tax increase.

Under its legislation (the Public Resources Code), the Regional Park District has the right to borrow up to two years anticipated revenues without approval by the voters. This is a useful technique but it would not greatly increase the amount of monies available for acquisition during the ten-year period, and no such borrowing can be made for development or for maintenance and operation.

Under the governing statute, the Park District might float bonds in an amount up to 5% of the assessed valuation in the District so that the *legal* limit upon the District’s bonded indebtedness is very high. A bond issue repayable over 20 years and carrying an interest rate of 5½% would have the following financial consequences:

AMOUNT OF BOND ISSUE (\$ IN MILLIONS)	ANNUAL DEBT SERVICE (ROUNDED) (\$ IN MILLIONS)	MAXIMUM TAX RATE (1973-74)	MINIMUM TAX RATE (1992-93)
25	2.1	4.0¢	2.8¢
50	4.2	7.9¢	5.6¢
75	6.3	11.9¢	8.4¢
100	8.4	15.9¢	11.2¢

The tax rate necessary to pay the debt service (repayment of principal and interest) would be in addition to the presently authorized taxes. The Board of Directors could, however, pledge to use part, or even all, of the present "new money" for repaying debt service. A bond issue would require two-thirds approval of the voters at a special election.

A tax increase would require approval by the State Legislature followed by a majority approval of the voters of the District in a special election. Figure 5 presents the estimates of the amount of money that would be produced by a tax increase (or override) during the next ten years in 5¢ increments from the presently authorized 20¢ tax rate up to a maximum of 50¢.

12. OVERVIEW recommends that five Decision Rules (which it itself has used) be employed by the Regional Park District in evaluating this Recommended Master Plan and in determining what precise Basic Acquisition Program or Expanded Acquisition Program to adopt.
 - DECISION RULE 1. High priority sites of all parkland classifications should be preferred over medium priority sites, and medium priority sites of all parkland classifications should be preferred over low priority sites.
 - DECISION RULE 2. The minimum acquisition boundaries of the high and medium priority sites should be acquired before the preferred acquisition boundaries of even the high priority sites.
 - DECISION RULE 3. When a choice must be made between sites of otherwise equal priority, shoreline sites should be acquired before non-shoreline sites.
 - DECISION RULE 4. There is an immediate need for the acquisition by the Regional Park District of one Vehicular Recreation Area.
 - DECISION RULE 5. When for financial reasons it is not possible to acquire all of the sites within a given priority group, cuts should be made first of the most expensive sites in terms of acquisition, and second, of the most expensive sites in terms of high development cost (and resulting high maintenance and operation costs).
13. OVERVIEW recommends that the Board of Directors of the East Bay Regional Park District consider during the next twelve months two alternate possibilities—a Basic Acquisition Program and an Expanded Acquisition Program.
14. OVERVIEW recommends that the Basic Acquisition Program include the following: all fifteen of the high priority sites³ and thirteen of the medium priority sites (i.e., all *except* Ardenwood Regional Recreation Area, Berkeley/Emeryville Shoreline Regional Preserve, Canada del Cierbo Regional Vehicular Recreation Area, Doolan Canyon Regional Vehicular Recreation Area, Emeryville Crescent Regional Preserve, and Mountain Village Site Regional Preserve). The 28 sites³ included in the basic acquisition program together contain 38,800 acres in their minimum acquisition boundaries and 46,800 acres in their preferred acquisition boundaries. In addition the recommended Basic Acquisition Program would include the high priority trails (as described in Part 5) to the extent that the funds allocated to trail acquisition allow.
15. The following points are made about the basic acquisition program: (1) OVERVIEW estimates that all high priority sites can be bought in their minimum acquisition boundaries with the amount of money available to the Park District

³And the two small special category sites; see Footnote 16 in Part 3.

from present tax resources. It is probable that most of the medium priority sites could be purchased in their minimum acquisition boundaries. It is possible that some of the high priority sites might be purchased in their preferred acquisition boundaries. (2) While Decision Rule 4 states that the provision of *one* Vehicular Recreation Area is of the highest priority for the Park District, only experience will show whether a second VRA is also required. Thus, Devaney Canyon Vehicular Recreation Area, a high priority site, might ultimately prove to be unnecessary. (3) If the appraisals obtained by the Park District (confidentially) indicate that the funds available from present tax resources will not purchase all of the sites in the recommended Basic Acquisition Program, then the following four sites should be considered for elimination as a result of applying the Decision Rules: Pinole Valley Regional Park, Vargas Road Plateau Regional Park, Claremont Canyon Regional Scenic Preserve, and Morgan Territory Regional Wilderness. (4) The projected development and ten-year cumulative maintenance and operation costs for the 28 sites in the Basic Acquisition Program exceed by approximately 50% the "new money" that would be available in that ten-year period for those purposes (i.e., 20% of the total "new money"). (5) The acquisition costs for the recommended trails system are totally unknown and even FCV figures are unavailable. Therefore, OVERVIEW recommends that a certain percentage of the funds to be spent for acquisition and for development of new parklands be allocated initially for the acquisition and development of trails. OVERVIEW further recommends that the initial allocation for this purpose be approximately 5-10% of the total parkland acquisition budget and that if this amount proves to be more than is necessary, the excess be immediately re-allocated to the other parklands and the percentage allocation for subsequent years adjusted accordingly.

16. OVERVIEW recommends that the Expanded Acquisition Program to be considered by the Board of Directors include initially all of the 40 sites that qualify for acquisition, in their preferred acquisition boundaries, and that this initial list be subjected to a six-step evaluation process to arrive at a final Expanded Acquisition Program.
17. OVERVIEW's initial and basic financial recommendation is that the Park District ask the Legislature to remove the restriction which now earmarks all of the "new money"—the proceeds of the tax increments since July 1, 1972—for acquisition (80%) and for development and maintenance (20%) of new parklands. The release from this earmarking should take effect only when the voters have approved a temporary tax increase or a bond issue, some time in 1974 or 1975.
18. The Regional Park District should employ a six-step process to derive the Expanded Acquisition Program that will serve as the basis of a request to the State legislators and to the voters. These steps are:

- STEP 1 Compute on the basis of appraisals the estimated cost of acquiring all 40 sites that qualify for acquisition, in their preferred acquisition boundaries.
- STEP 2 Estimate the cost of needed development on sites proposed for acquisition and on existing parklands for which no "old money" is available.
- STEP 3 Total the amounts obtained in Steps 1 and 2.
- STEP 4 Determine whether maintenance and operation funds would be sufficient if this tentative Expanded Acquisition Program were carried out (on the assumption that the 80/20 earmarking of "new money" has been eliminated). The conclusion is likely to be affirmative.
- STEP 5 Calculate the extra tax rate that would be required in order to raise the amount of money that was arrived at in Step 3, if that amount were either: the principal of a bond issue to be repaid over 20 or 30 years, or the total of extra funds to be raised by a temporary tax override to be in effect for a period of 5 or 10 or 15 or 20 years.

STEP 6 Assess the probable acceptability of such an extra tax rate. If that tax rate is thought to be acceptable to the voters, determine whether to seek a bond issue or a temporary tax increase. If the result is thought to be above the range of extra tax that would be acceptable to the voters, prune the tentative list of sites by applying the Decision Rules, and repeat the six-step process until an acceptable proposal emerges.

Final Recommendation OVERVIEW strongly recommends that the Park District pursue the approval of the State Legislature and of the voters for an Expanded Acquisition Program, and that it only pursue a Basic Acquisition Program in the event that an Expanded Acquisition Program cannot be obtained.

- SUMMARY OF PART 5, "REGIONAL TRAILS"**
1. A Regional Trails System for hiking, horseback riding and bicycle riding should be established throughout the East Bay. To the greatest degree possible, the Regional Trails System should connect the origins of recreational trips in residential and commercial areas with their destinations on the Bay shoreline, the regional parklands and State Parks, but the Regional Trails System should also serve as a destination for recreational trips.
 2. The three kinds of trails—for hiking, for equestrian use and for bicycle use—should be consolidated within the same corridor wherever feasible. But separate paths should be provided for bicycling and hiking, and for equestrian and hiking uses, so that bicycles and horses are separated.
 3. The Regional Bicycle/Hiking Trails System should contain four major north-south spines, with five major east-west connectors. The recommended routes are shown on the Regional Parklands and Trails Map.
 4. The Regional Equestrian/Hiking Trails System should contain two major north-south spines, with five major east-west connectors. The recommended routes are shown on the Regional Parklands and Trails Map.
 5. Priority in acquisition and development should be given to those trail links which are in great demand and which will serve a large number of users, and also to those which contribute to the continuity of the overall trail system.
 6. The East Bay Regional Park District should have the ultimate responsibility for the design criteria, the rules concerning access and other such questions, and the distribution of public information concerning the Regional Trails System. In all aspects of the Regional Trails System, the Regional Park District should work in close and continuing cooperation with the counties, cities, and other public agencies affected by the Regional Trails System.
 7. The East Bay Regional Park District should seek the financial participation of other government agencies in the acquisition and development of trails over both public and private lands, and should give priority to development of trail links where no acquisition funds need be expended. The responsibility for the maintenance and policing of trails should be a matter of negotiation between the East Bay Regional Park District and the other government agencies concerned. An attempt should be made to reduce the total cost by assigning the responsibility to the agency which can perform it most efficiently as a result of its responsibilities over adjoining areas.



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Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations
Acquisition, Development, and Financing
Regional Trails
Regional Parklands and Trails Map

PREPARED BY **OVERVIEW**, JUNE 1973



Policies for Planning

PREPARED BY **OVERVIEW**, JUNE 1973

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INTRODUCTION

Part 2 contains the Policies For Planning that were developed in the course of the master planning study. Such policies are essential parts of any master plan and, ordinarily, the analysis for them, the preparation, and the review and revision of drafts, precede discussion of specific geographic areas. That was true in this master planning study for the East Bay Regional Park District: the policies now printed in this Part were developed over a period of months, and only after completion of review of the policies was public discussion of the possible parkland sites begun.

The Policies in Part 2 cover four subjects. Chapter 1, "Recreation Demand," explains the difficulty of predicting the number of potential users of regional parklands for various types of activity, and suggests how to proceed in spite of this difficulty. Chapter 2, "The Role of the District," defines the central functions of the Regional Park District by defining what parkland functions are "regional," and sets forth policies on a number of possible non-traditional functions such as conserving non-park open space. Chapter 3 outlines a Parkland Classification System for all the types of parklands that the Park District could be involved in, given its defined role, and sets out goals, standards, and planning and management guidelines for each type. Chapter 4 sets forth five Parkland Acquisition Criteria and a priority system, based on these criteria, for determining which sites should be acquired.

Appendix A recommends a three-part System of Monitoring Regional Parkland Use, to enable the Park District to serve better both those who now use its facilities and those who do not (including persons of economic and racial minorities). The other appendices cover Transportation To and Within Regional Parklands, Parkland User Fees, and Site Selection Guidelines for Regional Vehicular Recreation Areas.

CHAPTER 1 RECREATION DEMAND

BACKGROUND

Whether engaged in an overall master planning process or simply trying to determine if an existing park should be expanded, some idea of “recreation demand” is helpful in making planning decisions. Sometimes the demand is clearly indicated by heavy overuse of existing parks, public outcry for a new recreational facility, or the overwhelming approval of a bond issue to finance new parks. But, for the most part, such information is an expression of current demand and useful only for short-range planning. In planning for the long-range future, it is necessary to rely on the statistical tool of “projected recreation demand”, which is an estimate of the amount of participation in various recreational activities at some time in the future.

WHAT IS RECREATION DEMAND?

Recreation demand is normally expressed as “potential recreation demand”; this is the demand for a recreational activity which would exist if there were unlimited numbers of free facilities for the particular activity. In other words, it is assumed that people can recreate in any manner they please and that adequate free facilities will exist to accommodate any number of users of every form of recreation.

This is a different use of the term “demand” from that normally used in economics and marketing. In those fields demand is related to cost, and cost is often related to supply: all other considerations being equal, the more expensive something is, the less demand there will be for it; the lesser the supply of something, the greater the price. However, in projecting recreation demand it is assumed that the use of all facilities will be free (except for travel time and travel expense). Of course, this is not really the case. But it has been necessary to make this simplification in order to develop a workable system for generating recreation forecasts.

This compromise illustrates that recreation demand forecasting is at a rather primitive stage of development. Sophisticated methods of projecting recreation demand have not yet been developed, and until they are, the use of “potential recreation demand” is the only tool available.

RECREATION DEMAND FORECASTING

There are three basic methods used to forecast potential recreation demand: (1) the standards approach; (2) the leisure time approach; and (3) the socioeconomic approach.

The Standards Approach

This method utilizes standards which are expressed in units of recreational facilities per units of population. The standards might include so many acres of parks, miles of trails, or square feet of dance floor per 100, 1,000, or 10,000 population. These standards are based on analyses of practices in several parts of the country and evaluations of the acceptability of these practices. (A widely used example of this approach is the U.S. Department of the Interior, Bureau of Outdoor Recreation’s *Outdoor Recreation Space Standards*.) Potential recreation demand is forecast by multiplying the various standards by the population which is forecast to be living within the service area at a particular time in the future.

Although this approach is widely used, it has the following inherent problems:

- a. The standards are unrelated to the socioeconomic characteristics of the population to be served. A low-income area is treated as having the same recreation

needs as a high-income area, and all ethnic groups are assumed to have the same recreational preferences. Obviously, these are gross oversimplifications.

- b. The base from which the projections are made is imperfect. Accurate user data for parks are not readily available, and there is no way of knowing whether the present actual use is equal to the present potential demand.
- c. Standards tend to get published and fixed. They do not take into account trends in the availability of free time or fluctuations in the popularity of different activities. As more leisure time is incorporated into the American lifestyle, more recreation facilities will be needed to accommodate the greater number of recreation hours. The standards do not account for this. Neither do the standards, which tend to be uniform on a nationwide basis, take into account variations in the popularity of activities according to geography, climate, and other factors.
- d. The standards do not take into consideration that as the population increases within a fixed area, the space available for recreation within the area decreases. Therefore, the formulas cannot remain static if they are to be realistic.
- e. The standards do not consider the travel time required to get to the facilities or the availability of suitable transportation to reach the facilities.¹ Thus, a wilderness park is treated as having the same use-value whether it is 100 miles from an urban area and reachable only by car over a narrow road, or whether it is on the urban fringe and served by public transportation.

The Leisure Time Approach

This method employs two separate projections. First, the total amount of leisure time which will be available to a population must be projected. Second, the portion of this total leisure time that will be devoted to outdoor recreation, or even to a particular outdoor recreational activity, must be estimated. These projections are based on past data and recent trends. Unfortunately, past trends are often not a good indicator of what will happen in the future: this method has consistently projected a much lower outdoor recreation demand than has actually come about. Yet, the method is used because it is relatively simple and is about as accurate as the more complicated methods.

The Socioeconomic Approach

Many authorities consider this to be the most accurate method of forecasting potential recreation demand. The method was developed for the use of the Outdoor Recreation Resources Review Commission's detailed study of recreation in this country published in 1962. In the ORRRC work, 22 basic outdoor recreational activities were identified and related in popularity to seven socioeconomic characteristics of the population. By projecting the socioeconomic characteristics of segments of the future population of the United States, it is theoretically possible to forecast the demands for the 22 recreational activities. The end product of the ORRRC's projections using this method is expressed in "participation days"—the number of days or portions of days on which a participant engages in a specific activity.

This approach has been widely accepted throughout the country and especially in California. It was used in the 1965 California Department of Parks and Recreation's *Recreation and Parks Study*; the California Department of Parks and Recreation Planning Monograph No. 3, *Outdoor Recreation Outlook to 1980*, published in 1966; and the Federal Water Pollution Control Administration's 1966 study entitled *Recreation and Fishery Values in the San Francisco Bay and Delta*. Based on this approach and the ORRRC work, California has also developed a computerized Park and Recreation Information System (PARIS) for estimating potential recreation demand.

¹See Appendix B on "Transportation To and Within Regional Parklands."

Despite the widespread use of this approach, it possesses three major problems:

- a. The basic data on which projections are made date from 1960. The Bureau of Outdoor Recreation published in 1965 and 1970 *Surveys of Outdoor Recreation Activities*; however, the detail of the data is not adequate for updating the original base data. Furthermore, the more recent reports indicate that the activity-socio-economic parameters developed in 1960 may not remain constant over time. If further analysis shows this to be true, the usefulness and popularity of this method can be expected to wane. Expensive and elaborate surveys are necessary to update the 1960 survey and to re-examine the validity of this approach.
- b. The information available may not be directly applicable to the East Bay (Alameda and Contra Costa Counties) because the data are not broken down into information about the Bay Area or even the entire State of California. Instead, California is one of eleven states included in the Western Region of the United States. The report points out that there are significant differences in participation rates *between the regions*; it is equally likely that there are just as significant differences *between the various sub-areas of a region*.
- c. The projections of recreation demand are based on data which may be somewhat inaccurate. The base data utilized were derived from a survey of the actual use of existing recreational facilities, and ignored non-users. People were asked how many times they had actually participated in each of the 22 activities during a given time period. Obviously, this procedure may have resulted in some serious inaccuracies. For example, people living a great distance from any swimming facility are likely to swim less than people living near a lake, swimming pool, or the ocean. Demand projections based on existing use patterns would indicate that a group of people who do little swimming will have little future demand for swimming facilities. This could lead to swimming facilities being built where they presently exist, and none being developed where few exist. In other words, this method could result in a "them that has, gets" situation.

Moreover, the State Department of Parks and Recreation study of *Recreation Problems in the Urban Impacted Areas of California* (published in October 1970, but based on 1960 census data) reveals that the recreational activities in which the urban impacted area² residents most participate are: (1) watching television; (2) reading; (3) sewing; (4) visiting friends and family; and (5) going to local parks. The activities they would most like to participate in are: (1) fishing and hunting; (2) bowling; (3) swimming; (4) going to the beach; and (5) dancing. To resolve the discrepancy between actual participation and desired participation, residents were asked "What keeps you from doing . . . (name of activity) . . . more?" The most common response was "cost". Personal responsibilities, transportation problems, inadequate parks and lack of opportunities were also cited.³

Thus, this intensive study of the effect of specific socioeconomic characteristics

²Urban Impacted Areas are large multi-neighborhood areas which exhibit abnormally high concentrations of various social maladies: high unemployment, high underemployment, low incomes, high rates of dropout from school, low educational attainment, high rates of public health problems, high rates of family instability, high rates of juvenile delinquency, substandard housing, substandard governmental services, etc.

Two of the 16 Urban Impacted Areas surveyed are within the East Bay Regional Park District. They are:

The Oakland Urban Impacted Area, 20 square miles in parts of South Berkeley, Emeryville, West and Flatland Oakland, and the City of Alameda, with a 1960 population of 149,500.

The Richmond Urban Impacted Area, 7 square miles of Western Richmond, with a 1960 population of 21,000.

³A specific investigation of this area, *Recreational Preferences of Low-Income and Minority People in the East Bay Area—A Pilot Study*, was made by John H. (Skip) McKoy and will be published by the Association of Bay Area Governments later in 1973. This study will provide indicators of minority group park use and recreation demand, and recommendations for the design of a comprehensive study of recreation demand among minority and low-income persons.

like age, income, and ethnic background on recreational activities indicates that there is an inconsistency between the real recreational demands of people and the demand that would be projected by the one forecasting approach which should theoretically be most reflective of these specific characteristics.

CONCLUSION

Despite all their shortcomings, recreation demand projections are widely used in park planning, largely because the projections are the only means available for anticipating the future recreational needs of our society. But any use of demand forecasts must be made with a full appreciation of their shortcomings. The projection techniques are rather unsophisticated and they utilize unproven assumptions. In addition, highly specific data are generally unavailable and could not be used effectively in the projections even if they were available. Accordingly, only broad projections are useful; purportedly detailed projections are of questionable value. Most importantly, in the case of the East Bay Regional Park District, the only available data are out-of-date and not drawn from the Park District area itself. If current data on the recreational use of and demand for regional parklands were available, future projections could be made with considerably more accuracy than is currently possible.

Therefore, OVERVIEW recommends that the East Bay Regional Park District should initiate a program to monitor the number of users in all its parklands, the existing demand for the parklands, and the potential demand from present non-users. (The specifics of this proposed monitoring program are described in more detail in Appendix A.) Over a few years, such a monitoring program could generate a data base upon which more accurate projections could be made and more sophisticated projection methodologies could be developed. Moreover, the data could immediately be used to verify or refute the accuracy of the existing projections which could in turn be adjusted to reflect the findings from the monitoring program and thereby serve as more accurate projections for interim use.

While it would be preferable to wait to make projections until the new data called for in this chapter are available, OVERVIEW has committed itself to making whatever demand projections are possible and has therefore developed general projections using the best methodology and the best data available. But, because of the old base data, the imperfections in the projection methodology, and the unsubstantiated planning standards, these projections are not reliable and are subject to almost certain misinterpretation. For this reason, they have not been included in this chapter. Instead, the projections are contained in a special report entitled *Estimated Recreation Area Requirements* (OVERVIEW, June 1973) available to the public from the East Bay Regional Park District headquarters.

CHAPTER 2 THE ROLE OF THE EAST BAY REGIONAL PARK DISTRICT

BACKGROUND

With ever increasing amounts of leisure time at their disposal, Americans are searching out new forms of recreation and participating in traditional leisure activities in vast numbers. Capitalizing on this availability of time, industry has employed its technological genius to devise and produce various recreational commodities. Ten-speed bicycles, off-road motorcycles, self-contained campers, light-weight backpacks, and fiberglass surfboards are all the result of relatively recent technological advances. In addition, more traditional recreational activities like horseback riding, tennis, golf, and swimming are being enjoyed by more and more people. This combination of more time, new technologies, and increased recreational participation has generated a revolution in the rediscovery and appreciation of the glories of nature.

Yet, this enjoyment of the out-of-doors is not without its conflicts. New forms of recreation have developed so rapidly that facilities cannot be developed fast enough to accommodate the participants. And just as rapidly as they rise in popularity, some of them fade. Where have all the trampoline centers gone? Trying to determine which new recreational forms are fads and which are the beginnings of trends is an unresolvable question faced by every supplier of recreation facilities.

It is also obvious that not all Americans are enjoying the fruits of leisure. Some are still eking out a living and have neither the time nor the money to enjoy the ski runs, tennis courts, and golf courses around them. This disparity dims the bright picture somewhat, and some recreation agencies are stepping in with special programs aimed at the needs of the poor.

Finally, there is a lack of definition in the responsibility for providing recreational services. The private sector is entering the recreation field with facilities such as zoos that have traditionally been considered to be in the realm of public responsibility. At the same time, the public sector is being asked to provide space and facilities for motorcycles, travel trailers, and other profit-making creations of the private sector. Similarly, there is a merging of the concepts of recreation and education. More and more people are learning just for the fun of it. Both the recreation and the education "industries" are responding to this phenomenon; universities are offering month-long "courses" involving travel, excitement, and exploration, while recreation agencies are providing classes in subjects ranging from art to zoology.

This state of affairs has left the public park and recreation agencies in a state of confusion and uncertainty. Many things are being demanded of them by their constituencies at just the time when their limited funds are being drained by inflation and not being supplemented by contributions from Federal sources. Still the public is crying for lands for backpacking, motorcycling, skiing, swimming, and other forms of recreation, while at the same time expecting facilities to be developed for golf, equestrian competitions, conventions, and entertainment. Almost every park and recreation agency is facing the questions of which lands to purchase, what functions the lands should serve, where to build recreational facilities, whether to provide expanded educational programs, and where to get the money necessary to do all this, including the question of whether to charge user fees, and, if so, at what level.¹ And none is facing this dilemma with more concern than the East Bay Regional Park District because, coupled with the

¹The pros and cons of charging user fees are presented in Appendix C.

question of the District's role in the wide parameters of "parks and recreation," is the unresolvable issue of the District's responsibility in preserving open space.

The state enabling legislation under which the Park District operates authorizes the District to (among other things) "develop, and otherwise improve, . . . control, operate, and maintain 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 . . ." (Public Resources Code Section 5541). In addition, the District is authorized to "conduct programs and classes in outdoor science education and conservation education, and may do all other things necessary or convenient to carry out the purposes of this article."

Clearly, the District's enabling legislation imposes few limitations on the District's activities. Yet, just as clearly, the District cannot provide the full range of facilities outlined in the law without duplicating the efforts of other agencies, without tremendously increasing its financial resources, and without becoming a sort of super-agency. The alternative is to limit the District's responsibilities to those which are not being adequately fulfilled by other agencies and those which are within the financial reach of the Park District. OVERVIEW believes the latter approach is both necessary and desirable.

The Park District has attempted in the past to answer all the real park and recreation demands of all the interests within the District. This approach has stimulated the diversity of facilities which is such a worthy characteristic of the Park District. Yet, in all probability, continued "yea-saying" will lead to such a diffusion of the District's resources that none of the interests will be adequately served. The desire for recreational space will probably continue to spiral upward faster than will the availability of tax money to purchase that space. Future technological developments will undoubtedly spur the demand for more and new kinds of recreational facilities. And as available leisure further increases, whole new lifestyles based on recreational fulfillment may develop. Without some firm definition of its role, the Regional Park District may crumble under the weight of all these forces.

The East Bay Regional Park District is not a panacea. It cannot conserve all the endangered open space in the East Bay, *and* preserve all the historically significant buildings, *and* provide outdoor education programs for urban youth, *and* operate a system of scenic roads, *and* develop recreational facilities and programs for all varieties of use groups. The Park District must resolve what it will do, and do it well. This may leave some problems unsolved, but at least it will not leave the citizens of the East Bay with the illusion that the Park District can resolve all of their park, recreation, and open space needs.

THE DISTRICT'S ROLE

OVERVIEW recommends that the East Bay Regional Park District should adopt as its fundamental mission the acquisition of areas for parkland use and the conservation and improvement of these parklands for the purpose of making the outdoor environment available for the enjoyment and education of the general public.

OVERVIEW has arrived at this position by examining the Park District both in an historical context and in the setting of present and future needs. It may be semantically significant that the Regional Park District is by law a "park district" rather than a "park and recreation district" like many others in the Bay Area. Moreover, the first master plan for the Park District prepared by Frederick Law Olmsted, Jr. and Ansel Hall in 1930 provided that "the areas chosen for public park use should serve . . . the primary purposes . . . of 'the enjoyment of scenery'

and outdoor life.”² Thus, there is evidence that the District was established more for the purpose of providing scenic parklands than for developing elaborate recreational facilities or operating complex recreation programs. Over the years the Park District changed its role somewhat by establishing recreational developments in its parks and by designating some of its lands for use as “Regional Recreation Areas”. Yet, some of these facilities resulted as much from opportunity as from intent. For example, the Brazilian Building in Tilden Park was originally part of Brazil’s exhibit at the 1940 San Francisco Worlds Fair. After the Fair, the building was dismantled, moved to the Park, and reconstructed by the WPA—all at no cost to the Park District.³ Similarly, popular Regional Recreation Areas like Cull Canyon and Don Castro were created by other government agencies for other purposes and have been developed and operated by the Park District largely to insure that the recreation potential of the areas was not lost.

The Park District’s role as primarily a land acquisition agency seems to have been reasserted by the State Legislature when it passed AB 925 in 1971⁴ which provides the District with additional tax revenues. The legislation prescribes that for ten years 80% of the funds must be “spent exclusively for acquisition of new parklands.” By earmarking only 20% of the funds for “development and operation of such parklands,” the Legislature seems to have indicated that land acquisition is by far the most important responsibility of the Park District.

Finally, there is the simple fact that land is a resource of finite supply while recreational development and programs are not. Land not acquired for parkland use today may be forever lost to development tomorrow. At the very least, the land will be more expensive in the future because of the probable continuation of the upward spiralling of land costs. Thus, it would appear to be a better investment to spend the limited available funds on land acquisition than on the development and operation of parklands. Yet a park agency which only buys land and does not provide improvements so that the general public can use and enjoy the land is not so much a park agency as it is an open space preservation agency. Therefore, while the major thrust of the Regional Park District should be toward land acquisition, the development of recreational improvements, the operation of a high-quality maintenance program, and the continued innovation in interpretive programs are also important responsibilities. However, wherever feasible, these supplementary responsibilities should be shared with local park agencies, educational institutions, recreation organizations, and private enterprise.

APPLICATION OF THE DISTRICT’S ROLE

Specific questions with respect to the Park District’s responsibilities can be resolved by reference to this general policy on the Regional Park District’s role. Clearly it is impossible to anticipate all the issues which will face the District in the future; however, during the course of the OVERVIEW master planning study, several questions have arisen that have demanded some decision as to the Park District’s role.

Analyses of these questions are presented in the following pages, to serve both as further specifications of the District’s role and as illustrations of the application

²Olmsted Brothers, Landscape Architects, and Hall, Ansel F., National Park Service, *Report on Proposed Park Reservations for East Bay Cities (California)*, prepared in consultation with the East Bay Regional Park Association for the Bureau of Public Administration, University of California, December 1930, pp. 19,22.

³Raeburn, Albert, *The East Bay Regional Park District*, Master of Arts Thesis, University of California, Berkeley, 1943, p. 9.

⁴Chapter 1630, Statutes of 1971, now Public Resources Code Section 5545.5.

of the general policy on the role of the District to specific situations.

The issues presented are the Park District's role relative to:

1. The preservation, restoration, and interpretation of historic sites.
2. The operation of a system of scenic roads.
3. The development of roadside picnic areas.
4. The preservation of open space not needed for parkland purposes.
5. The types of recreational activities to be accommodated within regional parklands.

HISTORIC SITES

Should the East Bay Regional Park District become involved in a regional historic site program? Should such a program involve simply preserving historic sites or should it also involve restoring the sites to their original conditions and operating interpretive programs?

Although historic sites are included as elements of a regional park program listed in the Park District's enabling legislation, there are no historic sites per se in the District's inventory of facilities. And this is for good reason. To acquire an historic site, search into its past, restore any buildings to their original condition, and operate a well-researched interpretive program is a very costly venture.

Compounded with this cost factor is the realization that any site of historical significance to the East Bay is probably also significant to the history of the State, since the San Francisco Bay Area played such a prominent part in California's past. Thus, "regional" historic sites might well qualify as "state" historic sites. Since the California Department of Parks and Recreation operates a system of State Historic Parks, it may be unnecessary for the Park District to duplicate this effort. On the other hand, the State may be unwilling or financially unable to take on all historic sites of statewide significance, much less those of regional but not statewide significance. In this event, there would be a vacuum that the Park District might fill.

Of the four elements of an historic site program—evaluation, preservation, restoration, and operation (including interpretation)—the most complex, and usually the most costly, is restoration. State Park planners estimate that it may cost as much as \$70 per square foot to restore some old buildings to their original condition. Yet there are many elements of historic interest in the District which are in imminent danger of being lost forever if action is not taken to preserve them. The evaluation and preservation (i.e., acquisition) phases are often relatively inexpensive. Since the most expensive part of an historic site program would probably be the restoration and operation of the sites, it would be unfortunate if these sites were allowed to be destroyed because the funds are not currently available to restore them and run interpretive programs.

Thus, when viewed pragmatically, it appears that the really pressing need is not so much for an entire historic site program but rather for one of historic site *evaluation and preservation*. And it may be possible for the District to pursue a preservation program without seriously affecting its responsibility to provide other regional park and recreational facilities. Moreover, throughout the District and environs there exist a number of historical societies and organizations made up of conscientious and knowledgeable members. The combined historical information held by the members of the organizations, as well as their initiative and persistence, are resources which might be tapped and directed toward a common goal. A combined effort utilizing the knowledge and research capabilities of the

historical societies and the funds and legal powers of the Park District may be an unusual approach, but it is one that at first promised to yield results far in excess of the financial resources to be invested in it.

During the course of the master planning study, OVERVIEW initially explored the feasibility of a program in which the Regional Park District would work cooperatively with the several historical societies throughout the East Bay, with the societies providing the initial site research and limited interpretive programs and the Regional Park District providing the funds for the acquisition of a few of the most endangered and most valuable historic sites. (In addition, the District would serve as the vehicle for accepting grants and donations for restoration programs.)

To test this idea, OVERVIEW contacted 27 historical societies in the East Bay to get their reactions to the cooperative program and to gain additional information on the sites of historical interest being investigated. Unfortunately, from the survey conducted it appears that the historical societies are rather loosely organized, and there is little overall coordination of their operations. Moreover, few of the societies seem to be up to the task of evaluating and comparing historic sites for planning purposes. Based on these observations, OVERVIEW concludes that a high-quality interpretive program could not be provided by an entirely volunteer staff of historical society members. Nor can the detailed background research necessary for a comprehensive evaluation of historic sites in the East Bay be performed by the historical societies without a disciplined and structured coordination program. OVERVIEW could not, of course, accomplish this research within the limited budget and time span of its master planning contract. And it does not appear to be realistic to expect the Regional Park District staff to carry out such a research project while meeting the increased responsibilities it will have in implementing the master plan. In addition, if the East Bay Regional Park District is to meet its other more traditional explicit obligations of parkland acquisition, restoration and interpretation would be beyond its present financial capabilities.

Still, there is a pressing need to preserve many of the historic sites in the East Bay that are in danger of being destroyed, to restore some sites to their historically significant appearance, and to provide interpretation programs for the education and enjoyment of the public. While the Regional Park District cannot take on this responsibility alone, it may be able to assume a more limited role in an expanded historic sites program involving other agencies and organizations.

Conclusions and Recommendations

In order to establish the ultimate role of the Park District in a regional historic site program, OVERVIEW recommends that:

- A. A comprehensive study of historic site preservation, restoration, and interpretation should be undertaken. Ideally, this study should cover all nine Bay Area counties and should be administered by the Association of Bay Area Governments. At minimum, the study should encompass historic sites in the East Bay (Alameda and Contra Costa Counties).

The study should include at least the following elements:

1. The formulation of policies for determining the significance of an historic site; i.e., local, county, regional, state or national.
2. The development of a complete inventory of sites of historical importance based on the information in the following publications:

National Register of Historic Places, U.S. Department of the Interior, National Park Service, March 1972.

California Historical Landmarks, California Department of Parks and Recreation, 1971.

"Points of Historical Interest", files compiled by the Historical Landmarks Advisory Committee, California Department of Parks and Recreation, 1971.

"Major Parks, Recreation, Socio-cultural Facilities and Historic Features of the San Francisco Bay Region," Association of Bay Area Governments working paper, June 1972.

"State of California—Points of Historical Significance, Points of General Interest," as proposed by the Cities and Counties, 1972.

3. An evaluation of the endangerment, historical value, and restorative and interpretive potential of each site, and the approximate cost of acquiring, restoring, and interpreting each site.
4. An investigation of the potential funds available for historic site programs.
5. An investigation of landmark and historic district ordinances, an appraisal of their effectiveness, an evaluation of the role of such regulatory devices in an overall historic site program, and (if such devices appear to be useful) the drafting of model ordinances for the use of interested cities and counties.
6. The establishment of policies for the roles and responsibilities of the federal, state and local governments, of the park and recreation and planning departments within cities and counties, the Regional Park District and other special districts, museums, schools, universities, and historical societies, in the acquisition, restoration, and interpretation functions of a well-rounded historic site program.
7. The formulation of a regional program for the preservation, restoration (where necessary), and interpretation of the significance of each of the eras of California history, through the selection of outstanding historic sites.

The study might be financed by a foundation grant, a planning grant from the state or federal government, or, as a last resort, contributions from the sponsoring agencies. Initially, a seed grant might be secured from the National Trust for Historic Preservation to compose the detailed scope of the study and investigate funding sources. From the outset, citizens representing the various interested organizations should be involved in the study.

- B. Until such a study is complete, the East Bay Regional Park District should acquire points of historic interest only if they lie within larger land areas suitable for use as one of the categories of regional parkland. In this manner, a few endangered sites can be protected without overtaxing the Regional Park District's financial resources. These sites can also serve as prototypes for developing and perfecting restoration and interpretation programs that may result from the comprehensive historic site study recommended. Wherever possible, these sites should accommodate a modern use such as a caretaker residence, park headquarters, or a hikers' shelter where these uses can be provided without compromising the historical integrity of the feature.

SCENIC ROADS AND PARKWAYS

Should the East Bay Regional Park District become involved in a regional scenic road or parkway program?

Section 261 of the California Streets and Highway Code provides for both a State Scenic Highway System and a State Parkway System. Basically, the State Highway System is composed of public roads which pass through scenic areas and which employ the following to insure the continued scenic nature of the area immediately adjacent to the road: (1) regulation of land use and intensity (density) of development; (2) detailed land and site planning; (3) control of outdoor advertising; (4) careful attention to and control of earthmoving and landscaping;

and (5) the design and appearance of structures and equipment. In contrast, a parkway is “an elongated park, which includes a road designed for pleasure travel, together with appropriate roadside complementary facilities, which embraces features of scenic, recreational or historic interest. In respect to a parkway, the owners of lands abutting it have no right of easement of access to or from their abutting lands or such owners have only a limited or restricted right of such access.”

Both parkways and scenic drives are mentioned in the Park District’s enabling legislation, Public Resources Code Section 5541. In one sense, the Park District is presently involved in a scenic parkway program: each road through a regional park, whether it is maintained by the District or some other government agency, is a scenic parkway in that the District’s ownership of surrounding lands controls access to the road and offers a scenic backdrop. However, the provision of parkways is an *accidental* amenity of the regional parks; the District does not specifically choose lands for park development just because roads through them would make good parkways (and in fact has opposed all through roads in its parklands).

On the other hand, the District has never been involved, even inadvertently, in a program of providing scenic roads or parkways *outside* of its parks. And for good reason. Scenic roads are, after all, only scenic so long as the countryside through which they pass remains open and beautiful. Thus, the viewshed from a scenic road must be controlled. This viewshed can amount to a substantial area along even a single road. If the District were to commit itself to developing a system of scenic roads outside its parks, the area within the scenic corridors it would have to protect would be enormous. Clearly, it could not purchase all these lands, or even “scenic easements” over all of them. Rather, much of the scenic corridors would have to be protected by regulation—i.e., by zoning and subdivision rules.

Moreover, as with an historic site program, an on-going scenic road program would be extremely expensive, especially for the Park District which does not have the equipment or personnel for construction and maintenance of an extensive road system. The counties do, however, have the capability of operating a scenic road program, as part of their operation of a general road system. And the counties also have the zoning power over much of the lands in the viewsheds of their scenic roads. Finally, the State laws encourage the counties to develop their own scenic road systems in harmony with the State’s. Thus, it seems most logical for Alameda and Contra Costa Counties rather than the Park District to provide any scenic roads or parkways within the two counties (and outside of any regional park).

Conclusions and Recommendations

The tax funds for road construction are administered by Alameda and Contra Costa Counties; these counties already maintain equipment and personnel necessary for operating and maintaining roads, and they have regulatory powers over much of the viewshed around their roads; therefore, any scenic roads or parkways to be built in the two counties that comprise the Regional Park District should be built by the counties (or, within incorporated cities, by the respective cities). However, the Regional Park District has a legitimate interest in maintaining (or creating) a scenic quality along all roads providing major access to its parklands. To manifest this interest, the Regional Park District should request that it be informed of all proposed construction along parkland access roads, and should voice its opposition to the approval of any such construction that would detract from the scenic quality of the roads.

As a long range goal, the Regional Park District should set out to restrict the development of, and, where possible, eliminate unnecessary roads in its regional parklands. Additionally, emphasis should be placed on developing alternative transportation systems through parklands and alternative means of reaching the parklands—i.e., by public transit. (See Appendix B on “Transportation To and Within Regional Parklands.”)

Should the East Bay Regional Park District become involved in a roadside picnic area program?

America's highways increasingly are sprouting a variety of roadside rests, which vary from a single picnic table and trash can under two trees at a wide point in the road, to the elaborate installations now found along many interstate highways. These areas are usually developed and maintained by the state highway departments. The California Department of Parks and Recreation administers what it calls "wayside camps" as part of its State Park system. One observer described these wayside camps as "a sort of super-roadside-rest—a place where you can stop overnight in pleasant surroundings enroute to another destination or linger a few days to explore the surrounding country."

Common to all roadside facilities, including the relatively complex wayside camps, is the assumption that the users will be people on their way to a distant destination who stop for a short respite at the roadside facility. This appears to be a valid assumption. Gone are the days when people would motor about the East Bay in search of a small picnic area in which to enjoy a lunch. The East Bay Regional Park District has helped to make this concept outmoded by providing an excellent system of parks, most of which include picnic areas. Why should one go to a *roadside* picnic area where one can do little more than picnic and look at the surroundings, when one could go to a regional park and enjoy other recreational opportunities as well?

Yet it has been suggested that the Park District should provide roadside picnic areas. But isolated roadside picnic areas would be difficult and expensive to maintain. And, because the Park District would not control the use of the land surrounding the picnic areas, any picnic area that was built adjacent to privately owned farm land might one day be surrounded by a subdivision rather than the idyllic scene that caused it to be located there originally.

Conclusions and Recommendations

Roadside picnic areas would be relatively expensive to operate and might not have long-term usefulness as scenic areas. Therefore, the East Bay Regional Park District should not undertake a program of acquiring, developing, or maintaining any single or system of roadside rests outside the regional parks. Roadside picnic areas *within* the regional parks should be provided, however, at appropriate locations.

OPEN SPACE

The law under which the East Bay Regional Park District operates authorizes the Park District to (among other things) "control, operate and maintain a system of public parks, . . . natural areas, ecological and *open space preserves*, . . . and to acquire land, or rights in land, within or without the District, to be used and appropriated for such purposes" (Public Resources Code Section 5541, emphasis added). The reference to "open space" was added to the statute in 1970, even though prior to that year the District administered hundreds of acres of land within its parks that were "open space" in the sense that they were devoid of development and were used primarily for very passive use by persons seeking solitude in natural surroundings. Because of this explicit statutory change, "open space" must be taken to mean something different from undeveloped parkland.

The full range of what "open space" may mean can be seen from an important bill, AB 966, enacted by the State Legislature in 1971 (Chapter 251, Statutes of 1971). AB 966 (as amended) directed that every city and county in the State adopt by June 30, 1973, a plan for the conservation of its open space, and as guidance designated four major types of "open space" with numerous examples and sub-types (Government Code Section 65560). These four major types of open space are:

1. Open Space for the preservation of natural resources (e.g., wildlife habitats, rivers, beaches, etc.).
2. Open Space for the managed production of resources (e.g., forests, farmlands, etc.).
3. Open Space for public health and safety (e.g., earthquake fault zones, flood plains, etc.).
4. Open Space for outdoor recreation (e.g., parks, areas of outstanding scenic, historic or cultural value, etc.).

The counties and cities within the East Bay Regional Park District are actively at work on and are expected to adopt by June 30, 1973, plans identifying and establishing policies with respect to these four types of open space. And, pursuant to another mandate in AB 966, the zoning ordinances of every jurisdiction are supposed to be made "consistent" with the policies and maps contained in its adopted Open Space Plan by June 30, 1973.

At the same time, there is in many parts of Alameda and Contra Costa Counties the same kind of concern over the conservation of open space that has motivated extraordinary conservation activity in other Bay Area counties during the past years. In the last two years alone, regional park districts focussed on Open Space conservation have been formed with a 10¢ assured tax in Marin and northern Santa Clara Counties; a 10¢ tax for park and open space purposes was levied by charter amendment in San Mateo County; Open Space bond issues received overwhelming voter approval in San Rafael and Tiburon, and several neighborhoods have bonded themselves to buy nearby Open Space of mostly local importance.

All these factors—the statutory mention of "open space" as an activity for EBRPD, the state-mandated Open Space planning and related zoning, the concern about how open space plans of Contra Costa and Alameda Counties will be implemented when adopted, and the ferment of public interest in Open Space—and other factors also have impelled this master plan study to consider what the EBRPD's role should be with respect to Open Space.

Before proceeding to an analysis of the Park District's role in "open space", we must define "open space". "Open Space" has to mean something different from "parks", even though parks are one kind of open space. This use of the term "open space" in two different meanings is confusing. Therefore, OVERVIEW, in the course of its work for the East Bay Regional Park District and for the Association of Bay Area Governments, coined the term "non-park open space" (NPOS) to denote all those types of open space areas which were *not* "parks". The distinguishing criterion for "parks" as compared to "non-park open space" is whether the public would have access to the area for leisure and recreational activities. "Non-park open space" is open space to which public access is *not* required. Henceforth in this chapter we will refer to "non-park open space" (NPOS).

THE DISTRICT'S ROLE?

What the East Bay Regional Park District's role with respect to NPOS should be depends upon the answers to two questions: (1) What kinds of non-park open space need to be conserved according to the relevant open space plans, and how? (2) What public agency should take the most active role in performing this conservation function?

As noted above, AB 966 specified the four types of non-park open space to which the cities and counties preparing their open space plans should give attention. It also required that zoning ordinances be "consistent" with the open space element of the general plan. Pending adoption by all the cities and counties in the state of their open space plans and an analysis of the adopted plans, and pending any judicial declaration of the meaning of AB 966, one cannot be entirely

certain as to what the statute mandated by way of the content of zoning ordinances to implement open space plans, nor of what the general trend of such ordinances will be. However, OVERVIEW's study for the Association of Bay Area Governments has suggested the direction that such zoning ordinances should take and the report of that study⁵ should tend to influence many local governments to adopt this approach.

Therefore, our assumption is that police power land use regulations can and will increasingly be used to preserve those areas which: (1) are irreplaceable and for which substantial scientific data exist documenting their open space value to the general public (e.g., San Francisco Bay); (2) can be used profitably while remaining in open space (e.g., agricultural lands); and/or (3) would be hazardous to the general public if developed (e.g., earthquake fault zones). Other types of non-park open space probably cannot be preserved by regulation alone; instead, some economic interest such as full fee, a scenic easement, or development rights must be acquired if the land is to be preserved in open space.

But this is not all: even areas of the types that *can* be preserved by regulation may require some expenditure of public funds. Experience has shown that no matter how strong police power regulation may be at the outset, the pressures on political bodies may result in a relaxation of the regulations in the future. It is therefore often advocated that while imposing police power regulations wherever it is possible to do so, the public should then acquire the development rights to every property so regulated; obviously these development rights will cost less if the properties are subject to valid police power regulations.

An alternative that is proposed in order to safeguard the conservation of regulated open spaces for the indefinite future is vesting of regulatory powers in a new agency separate from the city or county having normal land use regulation (zoning jurisdiction) over the property in question. This leads to the question of what agency should perform the required regulatory and acquisition functions for the conservation of open space.

In recent years, there has been increasing pressure to create a *regional* agency with the responsibility of the conservation of open space through powers similar to local zoning. A bill authorizing such an agency came close to passing in the State Legislature in 1971, and a similar bill will probably be introduced at every legislative session. Theoretically, such a regional body would be less subject to economic and political pressures for development than are local governments, and therefore would be more able to stand firm on the regulation of open space over a long period of time.

REGULATION?

Within this context, it has often been suggested that the East Bay Regional Park District should take on a responsibility of regulating open space use within Alameda and Contra Costa Counties, unless and until a 9-county regional regulatory open space agency is created. This would involve a drastic shift in the functions of the Park District. Up until now the District has had to purchase or lease all land under its control. Unlike a city or county, it has not had "land-use regulatory powers" to control properties in which it has no property interest. The evaluation of this issue is complex and involves the following arguments for and against Park District involvement in open space regulation.

The arguments in favor of the East Bay Regional Park District becoming a two-county open space regulatory agency are these:

- a. The Park District already has a great amount of expertise and experience with respect to land generally and open space in particular.

⁵OVERVIEW Corporation, *How to Implement Open Space Plans in the San Francisco Bay Area*, Association of Bay Area Governments, June 1973.

- b. The directors and staff of the Park District have displayed a dedication to the protection of the natural environment for the purpose of serving the recreational needs of the public. This is very similar in scope to the goals of an open space agency.
- c. Ideally, a regional open space agency should encompass the nine counties of the San Francisco Bay Region; however, several efforts to achieve such an open space agency have failed in the State Legislature in the past several years, and there is no assurance they will succeed in the next several years. Accordingly, it may be politically easier to convert an existing agency (like the Park District) into an open space protection agency than to create a wholly new agency.
- d. Some local governments would probably welcome assistance in making hard decisions involving great economic effects and great political pressures.

The arguments against the East Bay Regional Park District becoming a two-county open space regulatory agency are these:

- a. While the staff expertise of the Park District may be the same as would be needed for some of the functions of an open space protection agency, the directors' expertise is quite different. The directors of an open space protection agency would be dealing with land use regulation which is a highly charged political activity that is not typically part of the Park District's operations.
- b. Open space protection, beyond that presently afforded by the cities and counties, must be done on the basis of the Bay Region as a whole because the public in the highly urbanized sections of the nine counties has an interest in conserving the open space in the rest of the region. Only in a nine-county regional agency can these interests be adequately represented.
- c. The conservation of open space should not be the responsibility of a single-purpose agency, even at a nine-county level. Rather, open space preservation should be but one of the functions of a multi-purpose regional agency which could evaluate the interaction between open space conservation, water and air quality, population growth, and economic vitality.
- d. Experience has shown that it is best to separate regulatory functions and operating functions such as open space regulation and park operation. In spite of all the good will, common assumptions, and similar goals, there are often conflicts between the preservation of open space and the development of that open space for recreation purposes.
- e. Some local governments might interpret this as "invasion of city and county prerogatives", even though the Park District's regulatory power would presumably be cumulative to the cities' and counties' rather than preemptive.

Conclusions and Recommendations

In the opinion of OVERVIEW, the arguments for the Regional Park District to become involved in the regulation of open space lands are not convincing enough to outweigh the even more compelling arguments against such involvement. Therefore, it is recommended that the East Bay Regional Park District should not seek additional legislative powers which would allow it to regulate non-park open space lands.⁶

ACQUISITION?

A second and much more difficult set of questions is whether, to what extent,

⁶A stronger case can, however, be made for the Park District's having some sort of land use regulatory power in the immediate vicinity of the parklands it administers, and on the site of its declared future acquisitions, in order to protect them from incompatible development. This issue should be explored further.

and with what funds, the District should exercise the statutory power that it already has to purchase and administer (non-park) open space. In assessing these issues, a number of distinctions must be kept in mind. Some of these open spaces—such as the scenic backdrop—would usually have to be purchased in fee, while others such as the development rights to agricultural lands might require (more politically than legally) a very small per acre payment. Most acquisitions would entail the outlay of funds, while many acquisitions would not, since many developers are being required by park dedication ordinances, planned unit and conditional use ordinances to dedicate large amounts of land to public agencies as part of a development approval package. Some of the scenic and other kinds of open space areas are of obvious regional importance, while others are of partially or largely local importance. Clearly there is a need for some agency within the two counties that comprise the East Bay Regional Park District to acquire either by gift or by purchase, and even by eminent domain, areas that properly fall within the category “non-park open space”. The question is whether the East Bay Regional Park District should accept this as among its responsibilities.

In evaluating whether the Park District should become involved in the acquisition of property rights to insure the preservation of non-park open space, the following arguments must be considered.

The arguments in favor of the Park District acquiring some property rights in non-park open space are these:

- a. These NPOS areas—even those that are “only scenic”—are important to the quality of life within the entire East Bay. If the Regional Park District does not save the NPOS no one will. The counties have no park departments or equivalent agencies that could carry out this function, and most of the areas of concern are within the unincorporated parts of the counties. Although there are some recreation districts in certain localities, they usually do not have the resources to acquire larger areas of non-park open space. Thus, implementation of the county open space plans adopted in 1973 may actually require the Park District to take on a non-park open space acquisition program.
- b. The expertise needed for non-park open space acquisition and maintenance is almost exactly the same as the expertise now applied by the Park District in the acquisition of parklands.
- c. Non-park open space would be relatively inexpensive to maintain inasmuch as there would be no public access and no development.

The arguments against the Park District acquiring some property rights in non-park open space are these:

- a. Scenic open spaces, the most likely candidates for Park District action, are seldom of “regional” importance. They are most often backdrops for individual communities even when the scenic lands lie in unincorporated areas. Therefore, the District-wide tax base should not be used to acquire land rights in areas that are of local importance, especially since the experience in San Rafael and Tiburon illustrates that where the need is clear enough, the people will vote for bonds to purchase non-park open space.
- b. The Park District staff will already have to be expanded greatly to carry out the acquisition and development of new parklands. An active program of non-park open space acquisition would involve an even greater staff expansion which the present budget will not allow for.
- c. Non-park open space maintenance is not cost free. There are costs of administration, policing, fire observation and fighting, fencing, and insurance.

- d. The cost of acquiring non-park open space can be very high even though the per acre cost is small. The sizes of the areas involved are often so large that the total land prices are enormous. These costs would fall on top of, and perhaps disrupt, the program of parkland acquisition that is now being planned.

Obviously, there are compelling arguments on both sides of this issue. OVERVIEW believes there is a pressing need for the preservation of non-park open space and that the Park District must become involved in resolving the problem, but that it is not yet clear precisely what the Park District's role should be. The following detailed program has been formulated to enable the Park District, local governments and the public to define the Park District's role, and to mitigate the arguments against such involvement. OVERVIEW recommends that this detailed program should be implemented.

Conclusions and Recommendations

- 1a. The Regional Park District should take an active role with respect to the preservation of non-park open space within the District boundaries. The Park District should not acquire any non-park open space except in accordance with its own plan delineating what areas within its boundaries are actually of District-wide importance as non-park open space.
- b. Immediately upon adoption by Alameda and Contra Costa Counties of open space elements of their general plans and of "consistent" zoning ordinances (whether by June 30, 1973 or soon thereafter), the Regional Park District should devote a major effort on a crash basis to (i) reviewing the two counties' open space plans (and any city open space plans which provide for regional-scale open space) and the ordinances intended to implement them, and (ii) mapping those open spaces which local governments have earmarked for open space conservation and which the District finds to be non-park open space of District-wide importance. The same effort should result in both formulation of definitive policies for the Park District with respect to non-park open space, and a priority program for the enactment of ordinances, the seeking of state legislation, and the seeking of funding to carry out any recommended open space program. This study should be completed within 6 months after commencement.
2. Pending completion of the Park District's Open Space Review, the Park District should acquire fee title (as compared to development rights or scenic easements) only in land areas that are so located and of such a character that they might some day either: (a) meet the Minimum Standards for one of the regional parkland types through the acquisition of additional surrounding lands; or (b) be suitable for transfer to another public agency for use as a local, state, or national parkland.
3. None of the existing tax resources available to the Regional Park District (including the additional 5¢ tax that will become available in 1974) should be spent on non-park open space. (To do so might be contrary to the intention of the State Legislature which passed AB 925 in 1971 to provide additional tax monies to the Park District to be used for the acquisition of parklands rather than non-park open spaces. Moreover, all of the financial resources available to the Park District under its existing tax authorization are needed to purchase regional parklands.)
4. In cooperation with the cities and counties, the Regional Park District Open Space Review should consider sources of new funds for the acquisition of non-park open space within the Park District boundaries. There are two potential sources of such funds:
 - a. Joint financing with cities and counties, utilizing both revenue-sharing and tax funds available to them. This is a key principle and should be followed even if sizable non-park open space acquisition funds are secured by the Park District.
 - b. Additional funds for the East Bay Regional Park District. These could derive from a bond issue or a special tax—either for the acquisition of non-park open space

only or also for the acquisition of parklands. (Additional financing for the Park District is discussed in Part 4, "Acquisition, Development, and Financing".)

HOLDING ACTIONS

There is another related problem concerning a very different kind of "open space"—land acquired in initial phases of site acquisition, where subsequent phases do not follow immediately. Obviously, the Regional Park District should not be compelled to reject an acceptable regional parkland site because all the land cannot be acquired immediately. Therefore, a program of phased land acquisition must be accepted. Inherent in such a program is the problem of what to do with isolated parcels that the Park District may have to hold for some time, until completion of acquisition needed to round out the site and to meet minimum size standards for the parkland category.

These properties probably should not be opened to the public even on an interim basis because: (1) the interim use might establish hard-to-break patterns that might conflict with the ultimate plan for the overall parkland; (2) maintaining isolated land parcels may become extremely expensive; and (3) under the provisions of its enabling legislation, the Park District "may not validly convey any interest in any real property actually dedicated and used for park purposes without the consent of a majority of the voters of the district" (Public Resources Code Section 5540); if the parcels are not "dedicated and used for park purposes" and if the Park District is unable to acquire the additional lands necessary to bring the area up to the prescribed minimum standards, the Park District will be able to dispose of the unneeded parcels. Thus, a "holding action" is needed.

- Conclusions and Recommendations**
1. A land area which does not, by itself, meet the minimum standards for any of the regional parkland categories but which has the potential of being "rounded out" into a viable parkland unit through the acquisition of surrounding lands may be acquired and held by the Park District without dedicating it to park use. A land area should be thus held for as short a period as possible. Generally, within five years a parcel should either be made part of a parkland assigned to a parkland classification and meeting minimum size standards for that classification, or transferred to another public agency.
 2. So as to hold open all options for the eventual parkland or other use of the land, any area acquired under the preceding paragraph should not be opened to public access or public use. Any economic use of the area, such as grazing, crop production, or quarrying may be continued if this would not result in any conditions adverse to the eventual use of the land for park, recreation, or non-park open space uses. Simple measures such as controlled burning, erosion controls, and replanting may be undertaken if they would serve to enhance the natural values of the land and would be consistent with the most probable parkland classification eventually to be applied to the land.

LAND DONATIONS

The Regional Park District is continually offered land donations from several general sources. Federal laws provide for the gift of surplus federal lands to local agencies for park, recreation, or open space purposes. Under this provision, the Park District received its lands at Camp Parks. California laws presently allow surplus state lands to be sold to local park agencies at 50% of their market value; however, it has been suggested that this legislation be changed to come into conformity with the federal practice of cost-free gifts. And increasingly, regulatory agencies are requiring the dedication of open space lands as a condition of approving a private development proposal. Quite often, the Park District is asked to accept these dedications from developers.

This situation has caused some confusion in the past because a few of the areas proposed for dedication have not been inherently suitable to parkland use but nevertheless have been of value as scenic open spaces. Express policies with respect to gifts and donations of open space are needed.

Conclusions and Recommendations

The East Bay Regional Park District should accept the donation of fee title or of temporary use only of properties which either: (1) have the potential of being rounded out into a viable parkland unit meeting minimum standards through the acquisition of surrounding lands; or (2) have natural qualities which make continued existence in open space beneficial to the general public.

RELATION TO PARKLAND CLASSIFICATION SYSTEM

In order to facilitate the Regional Park District's involvement in non-park open space, establish policies for lands being held for expansion into viable parklands, and to allow the donation of appropriate lands to the District, OVERVIEW recommends that an Open Space Reserve category be part of the Parkland Classification System. Minimum Standards and Planning and Management Guidelines for this category are presented in Part 2, Chapter 3, "Parkland Classification System". These Minimum Standards and Planning and Management Guidelines will serve as interim rules until completion of the proposed Park District Open Space Review and determination of the District's long-term role in non-park open space.

RECREATIONAL ACTIVITIES WITHIN REGIONAL PARKLANDS

Within the context of the general role outlined for the Regional Park District, it is necessary to develop some more definitive policies for the type of recreational activities to be provided within the regional parklands. Some recreational activities are, as a matter of course, provided for by the Park District. These include bird watching, horseback riding, and swimming. Others, like hosteling, off-road motorcycling, and falconry, are being considered for inclusion in the District's parklands. Still others, such as drag racing and attending professional sports events have not been given active consideration. One might have strong feelings for or against some of the specific activities mentioned above. And, most assuredly, the final decision as to whether the Park District should develop a youth hostel or a skydiving area *could* be made on the basis of the personal likes and dislikes of the OVERVIEW staff, the Citizens Task Force, the EBRPD staff, or its Board of Directors. But there are many new forms of recreation being devised all the time. And decisions on an activity-by-activity and site-by-site basis have the potential of generating great inconsistencies and inequities in the District's planning and operations. Clearly, some overall general policies are needed for determining what kinds of recreational activities should be provided for within the Park District's lands.

What Is Regional?

The main criterion in determining whether an activity should be provided within regional parklands has normally been whether the activity is "regional" in its significance. In answering the question—What is "regional"?—four approaches have been considered.

SERVICE AREA

The Park District could use the popular definition of "regional" to mean that a "regional" park or recreation area should serve users from an area larger than a single local municipality or community. It could then determine which activities alone, or in what combinations, are popular enough to draw users from some distance and provide only those activities in its parklands.

SIZE

The Park District could assume that it is the District's responsibility to provide for those recreational activities which require relatively large areas of land. This would be based on the assumption that local municipalities or recreation districts could,

with local parks, provide for activities requiring small land areas but that they would have no sizable open spaces to accommodate land-extensive activities. A minimum size could be established, and all activities requiring an area in excess of that minimum size would be the responsibility of the Regional Park District.

COST The Park District could assume that it is the District's responsibility to provide for those recreational activities which require relatively expensive and elaborate facilities. This would be based on the assumption that local municipalities and recreation districts could not afford to provide for activities needing expensive development, but that the Regional Park District with its broader tax base could afford to build these facilities. A minimum cost could be established, and all activities requiring facilities costing in excess of the established minimum price would be the responsibility of the Park District.

ACTIVITY TYPE The Park District could assume that it is the District's responsibility to provide for certain types or kinds of recreational activities consistent with its basic role of providing preserves of the natural environment. General policies could then be established for determining what sorts of recreational activities are consistent with this established role.

Each of these approaches is evaluated in the following pages.

"Regionality" Based on Service Area

The "service area" of a particular recreational facility is the area from which the people who use the facility are drawn. The size of the service area is the product of a delicate balance between the demand for the recreational activity and the supply of facilities at which the activity can be enjoyed. Because of this inter-relationship between supply and demand, it is possible for an activity which is in rather limited demand to be of regional significance if the supply is even more limited. An excellent example of the phenomenon is the miniature train ride in Tilden Park. Because the ride is the only one of its kind in the District, it is quite heavily used even though the demand for such a facility could be expected to be quite limited. The same principle can be taken to the opposite extreme: a very popular recreational activity would not be of regional significance if there were an abundant supply of facilities to accommodate the activity. Thus (to take a hypothetical example contrary to actuality), if sufficient numbers of high quality swimming areas were provided throughout the District, it would be possible that some of the District's existing swimming facilities would serve only a very small area and thereby lose their regional significance (if the service area approach is utilized). And what should the District do in such a case? Should it abandon its swimming areas? Clearly there are problems from following this approach dogmatically.

Moreover, it is often impossible to determine whether a single activity or facility is of regional significance because it is combined with other facilities. While the mix of recreational activities draws participants from a service area that is regional in size, any one of the individual facilities might have a service area that is a great deal smaller.

Another difficulty in using this approach is the problem of planning for future needs. In order to plan and build recreational facilities which will have a regional service area some years from now, we must be able to accurately predict both the future demand for the particular recreational activity and the future supply of facilities to accommodate that activity. As is noted in Part 2, Chapter 1, "Recreation Demand," recreational demand is influenced by the amount of leisure time the people of a society have available to them, by socioeconomic factors such as income, ethnic composition, age, and social goals, and finally even by short-term fads. It is presently not understood exactly how all these forces work together to make a recreational activity popular.

The difficulty in making precise predictions has already been explained in Part 2, Chapter 1, "Recreation Demand." The problem is made even more elusive

when one realizes that there will be recreational activities in the future that do not even exist today; predicting the popularity of an unknown is obviously impossible. The most definitive forecasts which can be made with any degree of accuracy are those for general trends in recreational needs. Projecting the demand for specific activities cannot be accomplished with any degree of reliability, given the present limitations of available data and projection techniques.

The other factor influencing the service area is the supply of recreational facilities to accommodate society's needs. Estimating supply adds yet another factor to an already complex equation. Supply will probably be provided to meet the demand. Yet it has already been concluded that the demand for specific facilities cannot be accurately predicted. Moreover, the supply will be provided by other public agencies and private enterprise in addition to the Park District. While a poll of the various government agencies and several private enterprises might provide a good deal of information, it clearly would be impossible to gain a very accurate supply projection simply because many organizations may not have made their future plans yet and others may be unwilling to divulge their plans. Thus, the future supply of recreational facilities is even more difficult to predict than is the demand for the facilities.

Therefore, the concept of "service area" is not an acceptable method of determining which recreational activities should be accommodated within regional parklands because it offers no general guidance for planning future facilities.

"Regionality" Based on Size

To a degree, size is already used as a determinant of regionality in the regional parklands in that many of the activities taking place in them are space-intensive. However, this is more because the parklands are often the only sources of such space and not because the activities are necessarily of regional significance. Moreover, it is advisable that the regional parklands provide a wide range of recreational opportunities because such areas are more exciting and more popular than those which feature a single activity. Together, several activities can generate a recreational experience which has regional significance; separately, they might go practically unnoticed. For example, Tilden Regional Park gains its regional significance not from any single area or facility but rather from its combination of a train ride, merry-go-round, pony ride, playing fields, picnic areas, swimming lake, golf course, riding and hiking trails, nature area, etc.

This is not to say that recreational activities requiring large land areas should be excluded from regional parklands. Many of them will probably have to be within regional parklands because only in these areas will adequate space be available. Yet the need for a large area may not necessarily insure that the activity is of regional significance. Golf courses require a good bit of space but they are often supplied by local governments, and when there is a reasonably good and well-distributed supply of them as currently exists in the East Bay, many of them will serve residents drawn from a relatively compact area.

All of which leads to the conclusion that an arbitrary minimum size cannot be used to assure that a recreational activity is really of regional significance.

"Regionality" Based on Cost

If recreational activities are to be accommodated with regional parklands because the activities require expensive facilities or elaborate development, it must be because it has been concluded that local government cannot afford to provide for them, so the Park District, by process of elimination, must. But, can this really be concluded when expensive facilities like race tracks, stadiums, and exhibition halls are often provided by cities and counties? Perhaps, these inconsistencies can be dismissed by noting that in the purest sense these are "entertainment" facilities rather than "recreation" facilities, because most of the users are spectators rather than participants. Yet other facilities which are expensive to develop and which are for the active use of the general public are provided by local governments. Such facilities include drag strips, marinas, golf courses, tennis complexes, and equestrian centers. These and other recreational facilities like skiing resorts and amusement

parks are also provided by private enterprise. For most activities requiring expensive facilities there is a user fee imposed. The fee may vary from a modest token which does not even cover the operating cost to an extravagant charge which, after amortizing the initial and generating costs of the facility, yields the owner a healthy profit.

Despite the complication of user fees, it is clear that simply because a recreational facility is expensive to build does not mean that it will have to be provided by an extra-local level of government or even by the public sector generally. Therefore, an arbitrary minimum development cost cannot be used to determine whether a particular recreational activity should be accommodated within regional parklands.

“Regionality” Based on Activity Type

The three preceding attempts to define the term “regional” have been based on the assumption that some analytical approach can determine the line beyond which all recreational activities are “regional”. Clearly, each has several problems. Therefore, this fourth approach utilizes a less analytical and more conceptual basis for determining the meaning of the word “regional” as it applies to recreational activities.

OVERVIEW has recommended that the primary responsibility of the East Bay Regional Park District should be to acquire open space areas for parkland use and to improve these parklands for the purpose of making the outdoor environment available for the enjoyment and education of the general public. If the Regional Park District is defined as a supplier of parklands which are, above all, places to enjoy the gifts of nature and secondly places where people can enjoy the strengths and expressions of their own bodies, then it is possible to develop general policies for determining what sort of recreational activities are consistent with these definitions.

To this end, OVERVIEW offers the following policies for determining what kinds of recreational activities should be provided within regional parklands.

1. The East Bay Regional Park District should primarily provide for outdoor recreation activities.

This may seem like such a basic policy that it does not deserve to be mentioned. Yet the District has never explicitly limited its role to outdoor recreation; OVERVIEW believes that it should do so now. The Park District’s primary and historical role has been to provide parklands in which to enjoy the out-of-doors. Although these parklands would be beautiful settings for resort lodges, convention facilities, and drama theaters, the existence of such facilities would compromise the primary function of the parklands. This can be seen in some of our national parks where lodges and hotels which were to serve park visitors who came primarily to enjoy the surrounding natural environment are now being used for conventions and other gatherings which are unrelated to the parks or their setting. With the existing problem of overcrowding in our national parks, more people should not be channeled into them if these people can be accommodated just as well elsewhere. And the possibility of a similar problem should be avoided in the regional parklands by a policy excluding such facilities.

This is not to say that buildings and structures should be prohibited in Park District lands. Bathhouses, snack facilities, overnight shelters (hostel, camping area or lean-to), and interpretive centers have a definite place in regional parklands because they permit and encourage the use and enjoyment of the outdoor environment. Decisions on the erection of future buildings should be made on just this basis. If the structure is incidental to the enjoyment of the out-of-doors, it may well belong on Park District lands. If the building will serve as a self-contained and inward-oriented recreational facility, it probably belongs elsewhere. Thus, Tilden Park’s Brazilian Building would be inconsistent with this policy. While it provides a lovely addition to the park and should be retained as long as feasible, no additional such facilities should be constructed elsewhere.

2. To the greatest degree possible, active recreational activities should be separated from passive recreational activities, through the application of the Planning and Management Guidelines that are part of the Parkland Classification System.

Inherent to this concept is the gathering together of compatible recreation forms and the separation of incompatible ones. The most elementary separation is between those activities which are a means for enjoying the natural environment and those activities which use the natural environment as a means for enjoying the activity. Thus, activities like bird watching, fishing, hiking, loafing, and rock climbing should be directed toward the Regional Parks and Wildernesses so that they will not conflict with more organized and intensive recreational activities which should be provided for primarily within Regional Recreation Areas. The separation of activities should, however, never be total. During the winter months, Recreation Areas are often teeming with wildlife and make wonderful spots for secluded walks, yet the primary function of the areas should remain (seasonal) intensive recreation.

3. The East Bay Regional Park District should emphasize providing for those recreational activities which encourage each individual to become an active participant in the activity rather than a passive spectator of such an activity.

This policy is somewhat of a restatement of the earlier observation that there is a difference between “recreation” and “entertainment”. While there is nothing inherently wrong with entertainment facilities, OVERVIEW believes that the regional parklands should primarily be a testing ground for the human spirit and a stage for individual expression rather than an outdoor auditorium in which to watch the exploits of others. This is not to say that visitors to the regional parklands should be prohibited from cheering a team along, watching the excitement of a motorcycle hill-climb, or enjoying a naturalist’s presentation within regional parklands. However, it is recommended that no grandstands, stadiums, or spectator areas should be developed specifically to attract and accommodate large crowds of spectators. If organized sports or performances are staged within regional parklands, they should be primarily for the enjoyment of the individual participants and not for the entertainment of the spectators. Any incidental spectators should be accommodated on grassy slopes or in natural amphitheaters which are a part of the general environment and can be used for other purposes in addition to holding spectators.

4. In providing for recreational activities within regional parklands, the East Bay Regional Park District should emphasize: (a) accommodating the activities with as little adverse effect on the natural environment as is possible; (b) serving the activity needs with as general-purpose an area or facility as is feasible; (c) employing good land management practices in the continuing operation of the activity area; and (d) keeping maintenance and operations costs as low as possible.

With the great multiplicity of recreational activities and the impossibility of predicting the future demand for specific forms of recreation, it would be unwise for the Park District to intensively develop many areas irreversibly for one specific activity. Spending a large sum of public funds for the construction of a facility which is enjoyed by only a few people is unfair to the many. Developing an elaborate complex usable for only one type of recreation—albeit a popular one—could prove unwise if the recreational activity should ebb in popularity. And irrevocably altering the natural environment to accommodate a recreational activity with a limited following or a limited lifespan is equally unfair and unwise.

Instead, the Park District should concentrate on providing general purpose areas that can accommodate different types of recreation through good management or with minor modifications. For example, a lake can provide for swimming, boating, fishing, and many other forms of recreation, either on different parts of the lake or at different times. Similarly, a reserve of varied terrain can accommodate several kinds of off-road vehicle activities with little in the way of permanent facility

development. If this general type of activity should lose popularity, a few years of careful management could restore the area to its natural condition and make it available for other types of recreational activities.

Yet some recreational activities will probably always be popular. And some recreational facilities must be both complex and single-purpose; swimming pools and bathhouses for example. The Park District must boldly provide for such activities with such facilities, but whenever possible, it should do so with an area that can accommodate other activities and with a facility that can be moved to another location or converted to another use.

5. To the extent feasible and compatible with surrounding uses, the East Bay Regional Park District should accommodate any unique recreational needs by permitting special interest groups, other public recreation agencies, or private concessionaires to stage activities within the regional parklands.

As was recommended above, the Park District should not over-specialize in providing recreational facilities. Rather, it should provide multi-purpose facilities capable of accommodating several forms of recreation. However, these different types of recreational activity cannot be provided unless they are well organized and are part of a comprehensive parkland management program. For example, if a regional parkland is to be used for a model airplane flying competition, it will require finding a suitable area for the event, notifying the competitors, closing the area off to other uses for a day or so, providing a safe place for any spectators, directing traffic, cleaning up after the event, and so forth. To reduce the scope of the problem for the Park District staff, to encourage citizen participation in the total recreation experience, and to allow for a division of labor and specialization of talents, such events should be staged through a cooperative program involving the Park District and private organizations. Archery, bicycle racing, falconry, cricket, and the many other recreational activities have specific rules, customs, and needs. It would be counterproductive for the Park District staff to have to learn all these specifics well. Moreover, the clubs have access to the names of many eager competitors; if it operated alone, the Park District would have to undertake a vast public information program to draw an equal number of competitors from the general public.

Thus, a very successful recreational program could be provided with the Park District providing the physical area and managing the land, and individual clubs organizing and staging the competitive events along with developing and operating their own specialized facilities.

The Regional Park District should pursue a similar procedure with local park and recreation agencies which are familiar with the needs and interests of the residents of a particular locality and which are, therefore, very effective in operating their own day camps, outings, nature education programs, and other such facilities and activities.

Similarly, this policy should be followed with concessionaires and lessees who develop and operating facilities for those activities requiring semi-permanent or permanent improvements (such as miniature steam railroading, golf, equestrian events, and boating).

In return for allowing these elements to develop and operate their own facilities, and to stage activities within the regional parklands, the Regional Park District should require that:

- a. The facility or event must be open to the general public and cannot be limited to the membership of any individual organization or group of organizations.
- b. The fee charged for competing in an event, watching the competition, or using a

recreational facility, must be as low as possible to encourage maximum participation in the event. The fees charged by a special interest group or local recreation agency should be just high enough to off-set the cost of staging the event. The fees charged by a lessee or concessionaire should be comparable to those charged by others for similar activities.⁷

- c. Some means must be provided for the general public to experience a featured recreational activity as well as to watch competition in the activities. In most cases, this will probably involve classes for beginners provided in conjunction with a competitive event.
 - d. The facility or event must be compatible with the policies of the Parkland Classification System for the planning and management unit within which the facility or event is located.
 - e. The development, operation, and maintenance of a facility must be done by the sponsor to the fullest extent possible, but with the planning and design of all facilities subject to the review and approval of the Regional Park District.
6. The East Bay Regional Park District should provide an intensive program of nature education and interpretation through a cooperative effort of the Park District, other public land-holding agencies, and educational institutions.

With the increasing awareness of the environmental problems facing mankind, and the increasing enjoyment of the wonders of nature, curiosity about the natural environment has never been more intense. The Regional Park District has a unique opportunity to answer this curiosity with a comprehensive outdoor education program. However, the Park District cannot undertake this task alone. Instead, it should serve as a coordinator to bring together the educational resources of schools, universities, museums, and conservation groups with the land resources of the Park District, local park agencies, educational institutions, and other public land-holding agencies (e.g., EBMUD and San Francisco Water Department).

The Regional Park District is the most logical agency to serve as the coordinator because it has experience in operating educational and interpretive programs as well as in land management. Furthermore, the Park District, with its diverse variety and wide geographic distribution of parklands, is able to introduce environmental education to a great number of people in a relatively short time.

CONCLUSION

By adopting as its primary responsibility and role the acquisition of areas for parkland use and the conservation and improvement of these parklands for the purpose of making the outdoor environment available for the enjoyment and education of the general public, the East Bay Regional Park District can insure maximum efficiency in the allocation of its financial resources, provide the public with a firm definition of the Park District's role, and establish parameters for making policy decisions on the types of elements to be included within the regional parkland system. This recommended role has been further defined with the policies developed on historic sites, scenic roads, roadside picnic areas, (non-park) open space, and recreational activities within regional parklands. Moreover, the detailed information included in the Parkland Classification System reflects both the general statement of the Park District's role and the supplementary policies contained in this Chapter.

⁷The effect of fees upon parkland use and the differing arguments concerning user fees for several parks and for specialized recreation facilities are presented in Appendix C.

CHAPTER 3 PARKLAND CLASSIFICATION SYSTEM

BACKGROUND

The concept of classifying parklands and establishing policies for developing and operating the various parkland categories has been an accepted part of the Regional Park District's operation for some time. This concept is similar in principle to that of land use zoning, in which rules are set up for the use of different types of land. It insures that incompatible recreational activities will not be provided in the same parkland.

In order to apply this concept, OVERVIEW has developed the following six major parkland categories, some of which are made up of sub-categories or units.

REGIONAL PARK or REGIONAL SHORELINE PARK, comprised of:

a Natural Environment Unit, and

an Outdoor Recreation Unit

REGIONAL RECREATION AREA¹ or REGIONAL SHORELINE RECREATION AREA

REGIONAL WILDERNESS, comprised of:

a Wilderness Unit, and

a Wilderness Staging Unit

REGIONAL PRESERVE, comprised of:

a Preserve Unit, and

a Preserve Staging Unit

REGIONAL TRAIL² or REGIONAL SHORELINE TRAIL, comprised of:

one or more Trailheads, and

a Trail Link

REGIONAL OPEN SPACE RESERVE

For each of the above parkland categories, three types of policies have been formulated: (1) a statement of "Purposes and Goals" which is a brief definition of the parkland category; (2) "Minimum Standards" which prescribe size and resource characteristics for each of the parkland types; and (3) "Planning and Management Guidelines" which insure that the parkland will be developed and operated in a manner consistent with the Purpose and Goals of the category.

¹Vehicular Recreation Areas are included as a sub-category of Regional Recreation Areas.

²To avoid unnecessary duplication, the Purpose and Goals, Minimum Standards, and Planning and Management Guidelines for Regional Trails and Regional Shoreline Trails which are presented in the *Regional Trails* report have not been repeated in this chapter; however, this information is an integral part of the Regional Parkland Classification System.

The Minimum Standards have two important functions. One is to insure that areas of land acquired for each type of regional parkland have the qualities and characteristics inherently required by the Purpose and Goals of that type of parkland. Secondly, the Minimum Standards establish specific criteria for "regionality", thereby excluding sites that may be of value, but that should actually be acquired by a park agency at some other level of government.

Acquisition of areas that do not meet Minimum Standards may prove to be a poor investment in the long-run, either because the areas are too small or too fragile to accommodate all the necessary recreational facilities, or are too unattractive to provide the atmosphere that park users expect. Nevertheless, there is always a danger that unwavering application of standards may result in the rejection of a site that would actually fit perfectly into the regional park system. It would be absurd, for example, to reject a potential Regional Park site that encompasses an entire viewshed simply because the area is 475 acres rather than the prescribed 500-acre minimum, or to ignore as a possible Regional Trail an .8-mile section of the San Francisco Bay shoreline between two existing access points because the minimum length of a Regional Trail should be one mile. Of course, the Minimum Standards will remain subject to change by resolution of the Board of Directors (after a public hearing) if and when either the accumulation of experience or even one particularly important instance convinces them that a change is needed. But the proposed Minimum Standards have been carefully thought out and once they are reviewed by the public and adopted by the Board of Directors as part of the Master Plan in 1973-74, it is hoped that changes would not be necessary for a considerable time.

Therefore, to allow for the extraordinary case without requiring a lowering of the Minimum Standards, OVERVIEW recommends that in addition to adopting the Minimum Standards, the Regional Park District Board should adopt the following general policy:

The Board of Directors may, by resolution, establish that a potential parkland site that does not completely meet the Minimum Standards for the particular type of parkland which the site would be designated is, nevertheless, suitable for acquisition, if the Board resolution explains in detail the deficiencies of the area with respect to the appropriate Minimum Standards and contains the following specific findings:

1. Despite the deficiencies of the potential parkland site with respect to the Minimum Standards for the particular type of parkland which the site would be designated, the site still achieves the Purpose and Goals of that particular parkland category; and
2. The site possesses outstanding qualities that outbalance its deficiencies under the appropriate Minimum Standards.

Planning and Management Guidelines have also been developed for each of the unit designations. These Guidelines are of two types: (1) Planning and Development Policies for determining the type and amount of development appropriate in each type of unit; and (2) Resource Management and Use Policies for determining the land management practices and recreational uses appropriate to that type of unit.

APPLICATION OF THE PARKLAND CLASSIFICATION SYSTEM

The use of the Parkland Classification System involves a six-step process between the first evaluation of a proposed possible parkland site and the decision of the Board of Directors as to how each part of the site that has been acquired will be used and managed. This process has been used by OVERVIEW in the master

planning process and will serve the Regional Park District in its operation of a regional parkland system.

- Step 1. Preliminary Evaluation** Each proposed parkland site proposed for acquisition (or for leasing) is compared to the Minimum Standards for any of the parkland categories with which it might comply. (The Minimum Standards for each parkland classification reflect the goals and purposes of that parkland type.) The sites that do not meet any of the Minimum Standards are discarded; sites that meet the Minimum Standards for one or more of the parkland classifications receive further evaluation. The Minimum Standards are used to evaluate lands that are offered to the Park District as gifts, as well as to evaluate sites that would involve the expenditure of significant amounts of Park District funds.
- Step 2. Setting Priorities** Each area that meets a set of Minimum Standards for one of the parkland categories is evaluated further in terms of the Parkland Acquisition Criteria. The application of these criteria is explained in detail in Part 2, Chapter 4, "Parkland Acquisition Criteria and Priority System," and results in all the evaluated sites being grouped into high, medium, or low priorities depending on their relative values as parkland acquisitions of a particular type.
- Step 3. Acquisition Decision** The Regional Park District Board of Directors determines which sites to acquire after considering the parkland value of the sites, their cost of acquisition, development, and operation, and the views of the public.
- Step 4. Designation of Parkland Classification** The Board of Directors designates each site for one of the six major parkland categories.³ This is the basic decision in determining the ultimate use and character of the parkland, and the designation guides the Park District staff in its planning for the parkland.
- Step 5. Developing and Adopting(a) an Overall Site Plan**
- (a) While the site is being acquired, a detailed resource study is made of the expected ultimate extent of the parkland area. This study establishes the locations of any places in need of special management for ecological purposes, unique or spectacular areas, and those areas capable of supporting recreational development without adversely affecting the environmental quality of the parkland.
 - (b) Based upon the resource analysis, an Overall Site Plan (OSP) is written and mapped. The OSP divides the parkland into appropriately designated units. (Within each such unit, the Planning and Development Policies will thenceforth determine the type and amount of development to be provided, and the Resource Management and Use Policies will determine the land management practices to be followed and the recreational uses to be allowed there.) In addition, the Overall Site Plan should establish, to the greatest detail feasible, building locations, planting programs, and land uses, and any specific land management policies determined to be needed.
 - (c) The Board of Directors adopts an Overall Site Plan for the parkland.
- Step 6. Continuing Evaluation** Designation of a unit including the unit boundaries is intended to be permanent, but can be changed by the Board of Directors at any time following a public hearing and determination of the changes needed. If a type of development is proposed at any time that would be inconsistent with the goals and purposes of the designated parkland classification or with the Planning and Management

³The parkland designation will also determine the parkland name (e.g., Sunol Regional Wilderness, Point Pinole Regional Park, Don Castro Regional Recreation Area). Wherever possible, the parkland name should also utilize a term which is descriptive of its geographic location (Wildcat Canyon), its historic significance (Black Diamond Mines), or its natural features (Redwood). While the recognition of an individual's contribution to society is a worthy gesture, this should not be accomplished henceforth through the naming of a regional parkland in honor of an individual. It is, after all, Yosemite, and not John Muir, National Park.

Guidelines of the area, the District will evaluate both the need for the proposed type of development and the possibility of a change in the designation of the unit or of the parkland classification. If it is determined to be appropriate, a change in the designation will be recommended to the Board of Directors, but such a change would have to be adopted before an inconsistent development or use could be approved.

The Parkland Classification System should be applied to the operation of the existing regional parklands as well as to all the new sites to be acquired. Of particular importance is the preparation of an Overall Site Plan for each parkland and the use of the Planning and Management Guidelines in the continuing operation of the sites. In this manner, the entire regional parkland system, including both existing and newly-acquired areas, can be operated in a harmonious manner.

THE IMPORTANCE OF SHORELINE PARKLANDS

Because of the magnificent and unique recreational potential afforded by San Francisco Bay, special attention has been given to this dramatic resource in the Parkland Classification System: lower Minimum Standards have been established for those regional parklands that are on the shoreline of San Francisco Bay.

The Bay provides a vast recreational space for boating. Its shoreline waters can be used for fishing and swimming. And the aesthetic wonder of the water and its surrounding landforms make walking, bicycling, or simply loafing within visual proximity of the Bay a spectacular experience. In other words, it is possible for a shoreline parkland to "borrow" space—both real and visual—from the Bay. This principle has been reflected in the Parkland Classification System through the use of smaller area requirements for shoreline parklands.

It has been suggested that a special parkland category be formulated for all shoreline areas, in keeping with the widely-accepted goal of creating a continuous network of parklands along the shoreline. OVERVIEW considered this idea and found that it would be unusually cumbersome because the Planning and Management Guidelines for a single shoreline category would have to cover everything from a small, intensively-developed recreational facility to a linear trail element with few improvements. Therefore, OVERVIEW's recommended Parkland Classification System does not employ a separate category for shoreline parkland, but instead the unique potential of the Bay is recognized by the establishment of special shoreline sub-categories (Shoreline Park, Shoreline Recreation Area, and Shoreline Trail). The Minimum Standards of the shoreline sub-categories require smaller minimum sizes in recognition of the contribution of the Bay to any parkland on its shoreline. This approach, besides being logical and therefore easy to administer, lends itself equally to the establishment of a system of shoreline parklands that are either contiguous or connected by trails. Thus, the goal of a single shoreline parkland network can be achieved without the administrative disadvantages of a single category for regional parklands on the shoreline.

REGIONAL PARK AND REGIONAL SHORELINE PARK

Purpose and Goals

A Regional Park or a Regional Shoreline Park is a spacious area of scenic or natural character in which a variety of recreational experiences and facilities are provided for the purpose of making the out-of-doors available for public enjoyment and education.

Minimum Standards

For an area to be considered suitable for designation as a Regional Park or a Regional Shoreline Park, it must possess the following characteristics:

1. The area must have *either* of the following features:

- a. To be suitable for a *Regional Park*, it must contain a minimum area of 500 acres, either in a single block, or in a series of smaller units with the smallest unit being at least 100 acres and with the potential for linking the units with a trail, scenic road, or transit system; *or*
 - b. To be suitable for a *Regional Shoreline Park*, it must contain a minimum area (including tidelands and marshes) of 100 acres, either in a single block, or in a series of smaller units stretching along the bay shoreline with the potential existing for linking the units with a trail, scenic road, transit system, or ferry system.
2. Seventy to ninety per cent of the area suitable for a *Regional Park* and sixty to eighty per cent of the area suitable for a *Regional Shoreline Park* must have a scenic or natural character. This portion should be designated a Natural Environment Unit for planning and management purposes.
 3. Ten to thirty per cent of the area suitable for a *Regional Park* and twenty to forty per cent of the area suitable for a *Regional Shoreline Park* must be usable for accommodating a variety of recreational activities and not possess any significant environmental features that would conflict with the development of recreational facilities. This portion should be designated an Outdoor Recreation Unit for planning and management purposes.

**Planning and Management
Guidelines
(Natural Environment Unit)**

PLANNING AND DEVELOPMENT
POLICIES

1. Development should be for the purpose of making the unit available for public enjoyment in a manner consistent with the preservation of natural values. Facilities might include such things as access roads, trails, and basic but not elaborate development necessary for camping and related outdoor activities.
2. A Natural Environment Unit may contain a Preserve Unit or a Trail Link; any such unit should be planned and managed according to the guidelines applying specifically to it. A Natural Environment Unit may not contain any staging units.

RESOURCE MANAGEMENT AND USE
POLICIES

1. The primary management objective should be to provide for a variety of recreation experience in the out-of-doors, while preserving, or when necessary establishing, scenic landscape conditions. Users should be encouraged to enjoy the unit "as-is" in an outdoor environment where man is a visitor.
2. Forest and land management techniques such as tree cutting, controlled burning, reforestation and planting programs, and cattle grazing may be used to preserve, maintain, or re-create the desired environmental setting.
3. In periods of extreme fire hazard, all or some portion of the Natural Environment Unit may be closed to public use in order to protect the land and to insure the safety of the public.
4. Typical recreation activities within the unit might include such things as hiking, fishing, camping, picnicking, nature study, boating, and horseback riding.

**Planning and Management
Guidelines
(Outdoor Recreation Unit)**

PLANNING AND DEVELOPMENT
POLICIES

1. The Outdoor Recreation Unit should contain all the substantial recreational development that is to be provided within a Regional Park. Development should include a broad range of facilities such as campgrounds, picnic areas, snack stands, nature interpretive facilities, equestrian complexes, road networks, beaches, bath-houses, turfed meadows, and fishing piers.
2. Facilities which would involve major modifications of the land, forests, or waters, which are attractions in themselves and do not directly enhance the public's enjoyment of the outdoor environment, or which would provide for indoor or formalized recreation facilities, should not be developed within an Outdoor Recreation Unit.
3. All facilities should be designed to harmonize in appearance with the surrounding natural landscape.

4. The Outdoor Recreation Unit may contain the staging facilities for a Wilderness Unit, Preserve Unit, or Trail Link if these elements are part of, or adjacent to, the Regional Park.
5. Whenever feasible, an internal transportation system rather than a traditional road system should be utilized for movement within the unit.

RESOURCE MANAGEMENT AND USE
POLICIES

1. The primary management objective for an Outdoor Recreation Unit should be to accommodate the more structured outdoor recreational activities and to thereby preserve the Natural Environment Unit for unstructured enjoyment of the out-of-doors.
2. The Unit should be managed to provide an appearance that harmonizes with the surrounding natural landscape as much as possible. This may require extensive maintenance because of the probable heavy use of the unit.
3. Reforestation or planting may be necessary to provide an attractive environmental setting and should use indigenous vegetation wherever possible.

REGIONAL RECREATION AREA
AND REGIONAL SHORELINE
RECREATION AREA

Purpose and Goals

A Regional Recreation Area or a Regional Shoreline Recreation Area is an area developed for the purpose of providing for varied and intensive forms of outdoor recreational activities.

Minimum Standards

For an area to be considered suitable for designation as a Regional Recreation Area or a Regional Shoreline Recreation Area, it must possess the following characteristics:⁴

1. The area must have *either* of the following features:
 - a. To be suitable for a *Regional Recreation Area*, it must contain a minimum of 100 acres, except where the design criteria for a specific recreational facility (as noted in Minimum Standard No. 2-b) require more area; this acreage can be either in a single block or in a series of smaller units with the smallest unit being at least 20 acres and with the potential existing for linking the units with a trail, scenic road, or transit system; *or*
 - b. To be suitable for a *Regional Shoreline Recreation Area*, it must contain a minimum (including tidelands and marshes) of 50 acres, except where the design criteria for a specific recreational facility (as noted in Minimum Standard No. 2-b) require more area; this acreage can be either in a single block or in a series of smaller units stretching along the bay shoreline with the potential existing for linking the units with a trail, scenic road, transit system, or ferry system.
2. The area must have *either* of the following features:
 - a. The land must not possess any significant or delicate environmental features that would conflict with the intensive development of recreational facilities; *or*
 - b. The land must be capable of withstanding intensive human impact and have the resource characteristics (including size) required by the design criteria for a specific recreational facility (such as a quarry that could be used for a swimming lake, an area of varied terrain suitable for an off-road vehicle recreation area,⁴ or a calm lagoon useful for a small-boat marina and sailing area).

⁴Because of the special interest expressed in off-road vehicle recreation, OVERVIEW has formulated specific criteria for the site selection of Vehicular Recreation Areas. These criteria are presented in Appendix D.

Planning and Management Guidelines

PLANNING AND DEVELOPMENT POLICIES

1. The area should be planned and developed to provide whatever degree of facility development is necessary to accommodate many and varied forms of recreation. Large crowds should be expected, so heavy capital investment and substantial alteration of the environment may be necessary to facilitate intensive public use of the area.
2. Wherever feasible, nature interpretive facilities should be provided within a Regional Recreation Area. Marshes, wildlife refuge areas, ponds, and other similar facilities may be artificially created for this purpose.
3. In order to provide a wide range of activities for many people, development might include such things as parking areas, swimming beaches, marinas, bathhouses, man-made lakes, playing fields, and eating facilities.

RESOURCE MANAGEMENT AND USE POLICIES

1. The primary management objective should be to accommodate large crowds enjoying many types of outdoor recreational activities. Extensive maintenance may be necessary to achieve this objective.
2. High quality routine maintenance should be provided in order to provide pleasant recreational experiences to a large number of people in a relatively small area.
3. Through landscaping and afforestation, separate use areas should be created and maintained to provide for multiple use of the area.

REGIONAL WILDERNESS

Purpose and Goals

A Regional Wilderness is a large area of the natural environment preserved for the purpose of providing a place for man to be alone with nature where natural forces are dominant and where man is clearly a visitor.

Minimum Standards

For an area to be considered suitable for designation as a Regional Wilderness, it must possess the following characteristics:

1. It must contain a minimum of 2000 acres in a single block, with a much larger area desirable. This area should be designated a Wilderness Unit for planning and management purposes.
2. The area must be generally undisturbed, natural, and roadless. The area may contain narrow low-use roads which can be abandoned, or used for fire vehicles or access to the Regional Wilderness.
3. In order to provide as much of a "wilderness feeling" as possible, the area must be sufficiently wide at all points so as to prevent the penetration of unwanted noise.
4. The viewshed from the major portion of the interior of the area must be undeveloped. Within that viewshed, future development must be prevented either through acquisition, lease, adequate land-use controls, easements, or the commitment of another public agency owning the surrounding land.
5. Adjacent to or nearby the wilderness area, there must be one or more areas which are available and suitable for staging and interpretive purposes. Each area should be designated a Wilderness Staging Unit for planning and management purposes.

Planning and Management Guidelines (Wilderness Unit)

PLANNING AND DEVELOPMENT POLICIES

1. There should be no development of public roads, permanent habitations, or elaborate recreation facilities of any kind.
2. Any roads existing in the unit should be abandoned if at all possible.
3. Improvements within the unit should be limited to riding, hiking, and service trails along natural or existing routes, boundary fencing, and adequate signing for

visitor information and safety.

- RESOURCE MANAGEMENT AND USE POLICIES
1. The primary management objective should be to allow natural processes and ecological change to take place insofar as is feasible. Management practices should be oriented toward protecting the unit from the adverse effects of man's activities (such as overuse of the unit or adverse development of surrounding lands), and to protecting the health and safety of the public from natural environmental phenomena (such as forest fires or disease outbreak).
 2. Mechanized equipment of any kind should not be allowed in the unit except as needed for resource management purposes.
 3. Any economic use of the unit that may exist at the time of its acquisition should be discontinued as soon as practicable and equitable, and no further commercial utilization of the resource should be allowed.
 4. In periods of extreme fire hazard, all or some portion of the Wilderness Unit may be closed to public use to protect the land and to insure the safety of the public.
 5. In cases where the Wilderness Unit does not include an entire ecological management unit (such as the territory required for a wildlife species), the adjacent land owners should be encouraged to assist in the preservation of the ecological management unit and be provided with information and advice for that purpose. In addition, the local government having jurisdiction should be encouraged to establish land use regulations that will protect the ecosystem.

**Planning and Management
Guidelines (Wilderness Staging Unit)**

- PLANNING AND DEVELOPMENT POLICIES
1. The unit should contain adequate and appropriate facilities for users of the Wilderness Unit. Developed facilities might include a parking area, transit stop, bicycle storage facilities, sanitary facilities, security residence, service yard, nature interpretive facilities, and camping facilities.
 2. Facilities that are not oriented primarily toward users of the Wilderness Unit should not be provided within the Wilderness Staging Unit.
 3. All facilities should be designed so that they are harmonious in appearance with the natural surroundings.
 4. There may be more than one Wilderness Staging Unit for a Wilderness Unit if there are multiple access points and if the goals and purpose of the Wilderness Unit would not be compromised by multiple access points.
 5. If the Wilderness Unit is adjacent to another regional parkland, a Wilderness Staging Unit specifically for the Wilderness Unit need not be provided. Instead, the required staging facilities can be combined with other facilities within the developed part of the adjacent parkland.

- RESOURCE MANAGEMENT AND USE POLICIES
1. The primary management objective should be to contain the adverse effects that will inevitably result from man's use of the Regional Wilderness and to thereby protect the Wilderness Unit from these effects. A secondary objective should be to accommodate the facilities necessary for the enjoyment and appreciation of the Wilderness Unit.
 2. The unit should be managed to provide an appearance that is natural in character. This may require some replanting of native species and adequate maintenance.

REGIONAL PRESERVE

Purpose and Goals

A Regional [Archeological, Botanical, Geological, Historical, Wildlife, or Zoological]⁵ Preserve features some outstanding element of nature or man's past for the purpose of protecting the element and making it available for the continuous education and enjoyment of the public.

Minimum Standards

For an area to be considered suitable for designation as a Regional Preserve, it must possess the following characteristics:

1. The area must have *either* of the following features:
 - a. The area must contain some element of remarkable natural wonder or scientific importance (such as rare or endangered plant and animal species and their supporting ecosystems; features illustrative of geological processes; significant fossils or geological features; or topographic features.
 - b. The area must contain some element that is associated with the history, tradition, or cultural heritage of the East Bay, and that is of sufficient significance to merit preservation.
2. In order to insure protection of the element, the area must be *either*:
 - a. Of sufficient size to insure an appropriate atmosphere for protecting and enjoying the element, and also acquirable by the East Bay Regional Park District; *or*
 - b. Subject to adequate land-use controls (such as agricultural or large lot zoning, steep-slope building restrictions, or control of development rights) that the District finds will permanently prevent the adverse development of surrounding lands.
3. The element of importance in the proposed preserve must *either*:
 - a. Have adjacent to it or nearby a small area of land available and suitable for staging and interpretive purposes; *or*
 - b. Be within another regional parkland.

Planning and Management Guidelines (Preserve Unit)

The element and its surrounding protecting buffer should be designated a Preserve Unit, within which the following policies should apply:

- PLANNING AND DEVELOPMENT POLICIES
1. Improvements should be for the purpose of preserving the element in a manner consistent with public enjoyment and education. Development within the unit should be held to the minimum required for public safety and appreciation of the resource, and the protection and enhancement of the resource.
 2. Development within the unit should be designed to be harmonious in appearance with the natural environment or with the style of construction associated with the historical period being featured.
 3. Roads should be kept out of the unit if at all possible and the public should be encouraged to walk into the area wherever feasible.
 4. Improvements within the unit might include such things as pathways, protective fencing, replanting of indigenous vegetation, overlook areas, explanatory signs, and shelters to protect fragile elements.
 5. Within historic buildings, commercial uses (such as crafts, stores, book shops,

⁵The Regional Preserve should be named to indicate the type of element featured (e.g., Regional Archeological Preserve, Regional Historical Preserve).

and art shops) should be permitted if the uses would be harmonious in appearance with the style of the building and would not adversely affect the goals of preserving and enhancing the historical significance of the structure.

6. A Preserve Unit may be a separate site or an area so designated within another regional parkland.

RESOURCE MANAGEMENT AND USE POLICIES

1. The preservation and enhancement of the element should be the primary management objective, with interpretation and enjoyment of the element being a secondary objective.
2. Replanting of native plant communities and the control of adverse ecological processes (such as insect infestation, the undesirable spread of poisonous plants, or the encroachment of exotic plant communities) may be necessary to perpetuate the desired environmental character.
3. In periods of extreme fire hazard, the Preserve Unit may be closed to public use in order to protect the element and to insure the safety of the public.
4. In cases where the Preserve Unit does not include an entire ecological management unit (such as the extent of an endangered plant species), the adjacent land owners should be encouraged to assist in the preservation of the ecosystem and should be provided with information and advice for that purpose. In addition, the local government having jurisdiction should be encouraged to establish land use regulations that will protect the ecosystem.

Planning and Management Guidelines (Preserve Staging Unit)

The area near the Preserve Unit to be used for staging and interpretive purposes should be designated a Preserve Staging Unit, within which the following policies should apply:

PLANNING AND DEVELOPMENT POLICIES

1. The unit should contain adequate and appropriate facilities for users of the Preserve Unit. Developed facilities might include such things as a parking area and transit stop, bicycle storage facilities, sanitary facilities, security residence, service yard, interpretive facilities, educational and research facilities, and picnic areas.
2. All facilities should be related to the enjoyment, appreciation, interpretation, or study of the element being featured. Facilities should be limited to the minimum necessary.
3. All facilities should be designed so that they are harmonious in appearance with the natural surroundings or the historic element being featured.
4. If the Preserve Unit is within another regional parkland, a Preserve Staging Unit specifically for the Preserve Unit need not be provided. Instead, the required staging facilities can be combined with other facilities within the developed part of the parkland.

RESOURCE MANAGEMENT AND USE POLICIES

1. The primary management objective should be to contain the adverse effects that will inevitably result from man's use of the Regional Preserve and to thereby protect the Preserve Unit from these effects. A secondary objective should be to accommodate the facilities necessary for the enjoyment, appreciation, and study of the Preserve Unit.
2. The Unit should be managed to provide an appearance that is natural in character or that harmonizes with the style of the historic period being featured. This may require some replanting of native species and an exacting maintenance program to maintain this character.

**OPEN SPACE RESERVE
Purpose and Goals**

A Regional Open Space Reserve is an area of land which may not be suitable for actual park or recreational use but which, in any event, should be kept in open space.

Minimum Standards

For an area to be suitable for designation as a Regional Open Space Reserve, it must possess either of the following characteristics:

1. Fee title or a lease to the area must be available to the Regional Park District at no cost or for a nominal fee, and the area must have some natural qualities which make its continued existence in open space beneficial to the general public; or
2. It must be part of a larger area which appears to meet the Minimum Standards of a regional parkland category, and a reasonable opportunity must exist for the Regional Park District to acquire the necessary surrounding land area.

**Planning and Management
Guidelines**

**PLANNING AND DEVELOPMENT
POLICIES**

1. The land area should not be opened to general public access or use.
2. Improvements should be made only for the purpose of preserving the scenic and natural qualities of the land and protecting them from unregulated use. Development within the area should include little more than peripheral fencing.

**RESOURCE MANAGEMENT AND USE
POLICIES**

1. The preservation or, where necessary, restoration of the scenic and natural values of the land should be the primary management objective.
2. Simple land management measures such as controlled burning, erosion controls, and replanting may be undertaken if they would serve to enhance the natural and scenic values of the land.
3. Economic use of the area, such as grazing of livestock, crop production, quarrying, etc. may be undertaken if this would not adversely affect the scenic or natural values of the land and would not be adverse to the eventual use of the land for park or recreation purposes.

CHAPTER 4 PARKLAND ACQUISITION CRITERIA AND PRIORITY SYSTEM

BACKGROUND

During the public hearings held at the beginning of the master planning process, over eighty sites were suggested as being suitable for acquisition as regional parklands. It was immediately apparent that some of the sites lacked the qualities appropriate for *regional* parklands, and that the total cost of all the sites might exceed any likely financial capacity of the Regional Park District. OVERVIEW therefore developed tentative criteria for determining what sites were appropriate for regional parklands, and for evaluating the relative importance of the various such qualifying sites. The tentative criteria were reviewed by the Citizens Task Force which generated extremely helpful suggestions that were used in refining the criteria. As the planning has progressed, other elements such as the minimum standards from the Parkland Classification System have been incorporated into the site evaluation process so that finally a four-step process has evolved. This process has been utilized for determining which sites are high, medium and low priority acquisitions for regional parkland use,¹ and for delineating the minimum and preferred acquisition boundaries appropriate for each qualifying site.² The result of the four-step site evaluation process—the high, medium and low priority groupings for each parkland type—together with the site evaluation reports, the map showing the geographic location of each site, and the data on size and potential cost, are the raw material from which the recommendations on acquisitions and development and the corollary recommended financial program, are made. (The process will serve also for the Regional Park District's use in re-evaluating newly proposed sites as part of the continuous up-dating of the master plan.)

The four-step site evaluation process developed by OVERVIEW and employed in the master planning process is described in the following pages.

STEP 1. DETERMINING INITIAL ELIGIBILITY

In Part 2, Chapter 3, "Parkland Classification System", minimum standards are established for each of the following types of parkland:

¹Two types of potential regional parkland sites have not been evaluated in the site evaluation process: (1) those sites which will probably be donated to the Park District; and (2) those sites which are entirely in the ownership of another public agency whose policy is to retain its lands in open space.

The site evaluation process has been developed primarily to insure that the funds available for the acquisition of parklands can be spent as efficiently as possible. As such, the process is not relevant to evaluating land areas which are available as donations to the Park District. Instead, these gifts should be evaluated by employing the minimum standards that are part of the Parkland Classification System. If the sites meet the minimum standards, the Park District should probably be willing to accept donation of them.

Lands in the ownership of public agencies such as the East Bay Municipal Utility District (EBMUD) and the San Francisco Public Utilities Commission (Water Department) have not been evaluated for potential acquisition by the system described in this Chapter. Many areas owned by these and other public agencies would be valuable, sometimes invaluable, additions to regional parklands, both existing and proposed, as noted with relation to many of the sites evaluated in the various sections of Part 3, "Parkland Site Evaluations." But it is expected that the present owning agencies will retain the properties in open space, and that if the East Bay Regional Park District obtains the right to manage such properties for public recreation use, it will be by a lease or management agreement rather than by purchase. If in the future there should be a change in policy and an indication that some of the lands in such ownership might be sold to private interests, the Regional Park District should then evaluate the desirability of acquiring some or all of such lands.

²The *minimum* potential acquisitions (rather than the *preferred*) were evaluated, in order to avoid undue results from high prospective "costs". See discussion of Step 4, below in this Chapter.

REGIONAL PARK

REGIONAL RECREATION AREA³

REGIONAL PRESERVE

REGIONAL WILDERNESS

REGIONAL TRAIL⁴

REGIONAL OPEN SPACE RESERVE⁵

Each site considered as a potential regional parkland has been evaluated against these minimum standards. Sites which meet the minimum standards have been further evaluated; sites which do not meet the minimum standards for any of the categories have been eliminated from further consideration.

**STEP 2.
APPLYING THE PARKLAND
ACQUISITION CRITERIA**

Sites which meet the minimum standards for a parkland category have been evaluated against other potential parklands of the same type, and the acquisition priority for each site has been determined through the use of the Parkland Acquisition Criteria. Five basic acquisition criteria have been used for all parkland categories; however, because the major park types are quite different in purpose and physical form, the meaning and emphasis of the criteria are slightly different for each parkland type.

The basic Parkland Acquisition Criteria are:

RELATIVE SUITABILITY

NEED/DEMAND

ACCESSIBILITY

THREAT OF LOSS

EASE OF ACQUISITION

³In addition to criteria for general Regional Recreation Areas, criteria have also been established for one specific type of Recreation Area—the Vehicular Recreation Area (VRA). This type of parkland has been singled out because of its greater area requirements, its impact on the environment, the lack of past experience in finding areas suitable for this type of recreation, and the Regional Park District's commitment to establish at least one vehicular recreation area. See Appendix D, "Site Selection Guidelines for Regional Vehicular Recreation Areas (VRAs)."

⁴Because Regional Trails are somewhat unique in their planning and implementation problems, criteria for Regional Trails are covered in Part 5, "Regional Trails," rather than in this Chapter.

⁵The Regional Park District's responsibility in the conservation of open space is discussed in Part 2, Chapter 2, "The Role of the East Bay Regional Park District." One of the major recommendations included in that discussion is that none of the Park District's existing tax resources should be used for the acquisition of non-park open space lands. Thus, potential non-park open space acquisitions will not be competing with potential regional parkland acquisitions for the same sources of money. Moreover, the Park District's active involvement in a program of open space conservation cannot come until the Park District Board formally adopts a position on the matter and until there is some action on the part of the State Legislature to provide funding for open space acquisition. Therefore, potential non-park open space acquisitions have not been evaluated in this parkland master planning program.

The criteria have been applied to each potential parkland site and each site has been rated "high" (H), "medium" (M), or "low" (L), depending on how well the site measures up to the requirements of each criterion. There are no absolute definitions for "high", "medium", and "low" because the features that are important are slightly different for each type of parkland, and because the ranking depends on the aggregate qualities of all the sites being evaluated in a parkland category.⁶ Thus, the characteristics of the site being evaluated are allowed to determine what is "high", "medium" and "low" for each criterion.

Although there are no absolutes in the ranking of sites, the ranking process must incorporate as complete a range of information as possible. Even though this information includes subjective judgments as well as statistical data, the information must be standardized so that an accurate and fair comparison can be made of the potential sites for a particular type of parkland. The following detailed discussion on each of the five basic criteria illustrates the range of information and methods of standardization that have been incorporated into the ranking process.

Relative Suitability

There are three basic ways of assessing the suitability of a proposed parkland site. The closer the "match" between the physical, spatial, and psychological needs that the proposed uses and facilities might fill and the physical conditions of the potential site, the higher the suitability rating. Similarly, the fewer the problems involved in changing the site to suit the proposed uses (or, conversely, adapting the uses to the site conditions), the higher the rating. Finally, the lower the prospective development, maintenance and operations costs, the higher the suitability rating.

Many factors have been considered in applying these three policies to derive a specific rating of relative suitability. Fourteen features have been identified that are desirable in potential parkland sites in one or more categories, and each potential parkland site has been rated high, medium or low for each feature that applies to it. (None of the features apply to all categories of parkland; therefore Figure 1 is provided at the end of the following list of features indicating which features apply to each parkland type.) By utilizing the values of 1 for "low", 2 for "medium", and 3 for "high", the ratings can be converted to numbers and totalled. The site's overall high, medium, or low rating for Relative Suitability depends on the total of all the ratings for each of the features, and a comparison of this total with the totals of all other sites evaluated for this parkland type.

1. Ideal match between resources and uses.
2. Few problems in adapting the site for planned uses, all of which problems can be solved through careful design or negotiation. (Negative features would be major problems such as unavoidable adverse environmental impact.)
3. Abundance of highly attractive resource features (e.g., bay shoreline; unchanneled perennial streams; reservoirs, ponds, lakes; dominant physiographic features such as ridges, peaks, and plateaus; or highly scenic character).

⁶For example, an assessor's Full Cash Value (FCV) of \$1000 per acre cannot establish by itself whether the site should be ranked "high", "medium" or "low" as to Ease of Acquisition. It is necessary to know the per acre FCV of the other sites being evaluated: if they are all greater than \$1000, the site would probably be ranked "high"; if they are less than \$1000, it would be ranked "low". Similarly, the points of separation between high and medium, and between medium and low, are flexible and are established so that there is a relatively even spread. Thus, if the per acre FCVs for ten potential parkland sites were \$10,000, \$7500, \$2500, \$900, \$350, \$300, \$400, \$1000, \$3000, and \$8000, they would be ranked as follows:

High Priority \$300, \$350, \$400

Medium Priority \$900, \$1000, \$2500, \$3000

Low Priority \$7500, \$8000, \$10,000

4. Location on an existing or potential regional trail.
5. Good site flexibility; i.e., potential to accommodate new and additional uses in the future.
6. Opportunity for unique or rare recreation on the site (e.g., working farm, caves for exploration, excellent bayshore fishing, existing railway available for recreational riders, or rocks for climbing).
7. Presence of rare or unique features with scientific or educational value (e.g., unusual plant community, wildlife habitat, geologic formation, fossils, or archaeological feature).
8. Landform that allows easy viewshed protection.
9. Landform that allows easy watershed protection to prevent threats from development upstream or uphill of the parkland site.
10. Compatibility of the proposed parkland use with adjacent uses or potential for creating adequate buffers.
11. Seclusion of potential visual and noise impact of vehicular activities from residential development, major highways, and other use areas.
12. Soils that have a low or moderate erosion hazard, with a valley where erosion can easily be contained being desirable (as compared to areas with high rainfall, steep slopes, poor vegetation cover, and evidence of landslides).
13. A variety of slope characteristics and vegetation, including partial forest cover and considerable flat land.
14. An area of 1000 to 1500 acres, depending on slopes and vegetation.

FIGURE 1. DESIRED FEATURES FOR PARKLAND TYPES

Parkland Type	Desired Features													
	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Regional Park	x	x	x	x	x	x		x	x	x				
Regional Recreation Area	x	x		x	x	x				x				
Vehicular Recreation Area											x	x	x	x
Regional Preserve	x	x		x		x	x	x	x	x				
Regional Wilderness	x	x	x	x		x	x	x	x	x				

Need/Demand

The relative need or demand for a particular type of parkland may be expressed by a statistical analysis revealing unsatisfied user demand; by a map analysis illustrating an unequal geographic distribution of a type of parkland; by an expression of need presented at a public hearing; or by some combination of the above. In order to satisfy public needs, parklands of each category should be distributed insofar as possible in relation to population. Accordingly, sites which are suitable for parkland types that are not found in a particular area have received a higher priority rating than parkland sites that would tend to duplicate already existing facilities.

For all types of parklands it is important that the ranking (H, M, L) reflect whether the potential parkland site is located in an area that is poorly served by that kind of parkland (especially where there are no plans for similar facilities to be provided by another public agency or private enterprise within the same general area). Also important in ranking potential Regional Park and Regional Recreation Area sites has been whether the site would provide for recreational

opportunities that are, or will be, in high demand.

For example, the following list of features illustrates the type of characteristics that might combine to generate high, medium, and low ratings for the Need/Demand for one of the parkland categories.

- HIGH** –User survey reveals an unsatisfied demand for the parkland.
- The public has expressed a desire for the parkland.
- Analysis of maps reveals there are few of that type of parkland in the surrounding area.
- MEDIUM** –User survey reveals that demand for the parkland is presently just satisfied.
- The public has expressed no opinion on the parkland.
- Analysis of maps reveals there is another parkland of the same type in the surrounding area.
- LOW** –User survey reveals an over-supply of that type of parkland.
- The public has expressed the opinion that the parkland should not be established.
- Analysis of maps reveals there are several other parklands of the same type in the surrounding area.

Accessibility

Generally, potential parkland sites which are close to (or within) major urban areas have received a higher ranking than have more remote sites suitable for the same type of parkland. Similarly, sites within easy reach of several urban areas have received a higher ranking than have those serving just one area.

It is especially desirable that a potential site for a Regional Park or a Regional Recreation Area be within walking distance of a major urban area or a BART station, or within a short driving time of an urban area. (A Vehicular Recreation Area should, ideally, be close to a freeway and preferably within 30 minutes driving time of most urban areas.) While access is important to Regional Wildernesses and Regional Preserves, it is less important than the natural and cultural features of the land which give the areas their intrinsic values. Nevertheless, the degree of accessibility of a site from a populated area has been reflected in the ranking of the site. For a hypothetical parkland category, the following are some features which might combine to create the various ratings for Accessibility.

- HIGH** –Within a very short walk of an existing or potential bus transit route or BART station.
- Within a very short drive by automobile of about 10% of the Regional Park District population.
- Within a very short walk of a low-income area.
- MEDIUM** –Within a short drive by automobile of about 10% of the Regional Park District population.
- Within a short walk of a low-income area.
- LOW** –Within a long drive by automobile of most of the Regional Park District population.
- Not within walking distance of a low-income area; very difficult to reach by

foot or bicycle.

Threat of Loss

A comparative evaluation has been made as to the threat to each parkland's implementation posed by development proposals. If these proposals threaten the effective operation of the total park, the potential site has received a higher ranking. (Threats to individual parcels which form a relatively small, non-critical portion of the parkland have been ignored in this ranking because they have been taken into account in the minimum and preferred acquisition boundaries.) Thus, the greater the threat of loss, the greater the urgency to acquire the land, and therefore the higher the ranking on this criterion.

For example, for a hypothetical parkland category the following list of features illustrates the type of characteristics that might combine to generate high, medium and low ratings for Threat of Loss.

HIGH –Development proposals damaging to the prospective park value have been filed with a public agency or are known to be in preparation.

–Urban services (water and sewer) are available within the site.

–Area is zoned for an urban use.

–Current management is beginning to destroy site qualities.

MEDIUM –Property is up for sale but without a development proposal.

–Development has been approved on adjacent property.

–Water and sewer lines could be extended easily from existing lines outside the area.

–Property is not subject to an “agricultural preserve” contract under the Williamson Act.

–Current management practices are not beneficial to the site.

LOW –No development proposals; little chance of development expected in the near future.

–Zoned as agricultural preserve and/or subject to Williamson Act contract.

–Not suitable for development regardless of zoning, e.g., steep and hazardous land.

–Current management practices are maintaining the area in good condition.

Ease of Acquisition

Ideally, three features would enter into ranking a site on Ease of Acquisition: (1) the per acre cost of acquiring the land and its improvements; (2) the total cost of acquiring the land and its improvements; and (3) the ownership status of the land—i.e., the number of land owners and their willingness to sell their lands.

Both per acre “cost”⁷ and total “cost” have been utilized because per acre “cost”

⁷As explained in Part 4, “Acquisition, Development, and Financing,” no reliable data on prospective costs of acquisition were available to OVERVIEW. Therefore, OVERVIEW has used the only indicator of relative values that is available—the assessors’ estimated Full Cash Value (FCV) upon which property tax assessments are based. Where the word “cost” appears in this discussion of Ease of Acquisition, one must necessarily substitute “FCV”, but with the realization that FCV is *not* a reliable predictor of acquisition costs.

alone might result in parcels low in unit cost getting a higher priority, even though the total cost would be great because the unit cost applies to a large land area. In contrast, total "cost" alone might result in small sites getting a high priority even though they are relatively expensive on a per acre basis. Together the two criteria accurately cover most situations. Generally, the lower the per acre cost and total costs, the higher the ranking. There are certain exceptions, however. For Vehicular Recreation Areas it has been unnecessary to rank the total cost, because this would tend to limit the size of the areas and would conflict with Desirable Feature No. 9 under "Relative Suitability".

For a hypothetical parkland category, the following features are examples of combinations of characteristics which might result in the various ratings on Ease of Acquisition.

- | | |
|--------|--|
| HIGH | <ul style="list-style-type: none"> —"Cost" of less than X dollars per acre. —Total acquisition "cost" of less than A dollars. —No more than a few landowners who are willing to sell at an acceptable price. |
| MEDIUM | <ul style="list-style-type: none"> —"Cost" of between X dollars and Y dollars per acre. —Total acquisition "cost" of between A dollars and B dollars. —No more than a few landowners, but reluctant to sell at an acceptable price. |
| LOW | <ul style="list-style-type: none"> —"Cost" of more than Y dollars per acre. —Total acquisition "cost" of more than B dollars. —Many landowners, with most reluctant to sell at an acceptable price. |

STEP 3. APPLYING THE PRIORITY SYSTEM

Applying the Parkland Acquisition Criteria to the actual parkland sites to derive priority rankings of those sites is a four-part procedure. Step 3(a) involves "weighting" the five Parkland Acquisition Criteria in terms of their relative importance for selection of parklands of each category. (OVERVIEW has "weighted" each criterion either Above Average (A+), Average (A), or Below Average (A-).) Step 3(b) involves laying out a system for combining the "weight" of each criterion with the ranking (High, Medium or Low) of a site as to that criterion. Step 3(c) involves running each of the sites through the system laid out for the parkland category of the particular site and thus deriving a list of those sites in order of importance. Step 3(d) involves grouping the sites for each parkland category into High Priority, Medium Priority and Low Priority groups for acquisition.

3a. Weighting the Five Criteria

In most cases the five Parkland Acquisition Criteria are not of equal importance in evaluating a potential site for a particular type of parkland. For example, the Threat of Loss of a natural element that could be featured in a Regional Preserve is more important than the element's Accessibility. Moreover, the importance of an individual criterion may change depending on the type of parkland being evaluated; e.g., the Need/Demand for a Regional Recreation Area is more important than it is for a Regional Preserve. Thus, the criteria must be weighted for use in evaluating sites for each type of parkland.

To keep the process as simple as possible, the criteria have been treated equally or given equal weight wherever there appear to be only minor differences between their importance. Where the criteria are obviously of different importance, they

have been weighted to reflect their relative importance.

Three weights have been used to accommodate criteria differences; they are: (1) Above Average Importance (A+); (2) Average Importance (A); and (3) Below Average Importance (A-). Figure 2 summarizes the recommended weightings for the various types of parkland.

FIGURE 2. CRITERIA WEIGHTING

	Regional Park				
		Regional Recreation Area			
			Regional Vehicular Recreation Area		
			Regional Wilderness		
					Regional Preserve
Relative Suitability	A+	A+	A+	A+	A+
Need/Demand	A+	A+	A-	A	A-
Accessibility	A+	A+	A-	A-	A
Threat of Loss	A	A-	A	A+	A+
Ease of Acquisition	A	A	A	A	A

These weightings presented in Figure 2 have been arrived at by analyzing each criterion's relative value when compared against the other criteria in the evaluation of a parkland type, and by comparing each criterion's importance to each of the five parkland categories.

In the evaluation process, OVERVIEW has come to four basic conclusions which have been employed in weighting the criteria.

CONCLUSION 1. For all types of parkland, Relative Suitability is the primary determinant of priority.

If a land area is not intrinsically suited for parkland use, no other criteria should be permitted to force it to a high priority. Accordingly, Relative Suitability has been weighted Above Average for all of the parkland categories. The other criteria may be of equal importance, but none is of greater importance.

CONCLUSION 2. For all types of parkland, Ease of Acquisition is important in order to insure the best use of Regional Park District funds.

Although Ease of Acquisition is not as important as Relative Suitability, it is nevertheless an important consideration that must be taken into account if the Regional Park District is to wisely use its financial resources. Ease of Acquisition is thus an important constraint and has been weighted of Average Importance for all of the parkland categories.

CONCLUSION 3. The weightings of Accessibility and Need/Demand are to a large degree dependent on the degree of development and the subsequent level of use that a parkland type will have to accommodate.

It is important that high-intensity use areas be accessible to large numbers of people if they are to function effectively. Similarly the Need/Demand for these heavily-used areas is more important than the Need/Demand for low-density-use parklands, because the needs of so many more people are represented in the former. Accordingly, for a high-density-use parkland like a Regional Recreation Area, Accessibility and Need/Demand are given greater weight than they are for a low-density-use area like a Regional Wilderness.

CONCLUSION 4. The weighting of Threat of Loss is related to how "fragile" a parkland type is and

how difficult it is to find an alternative site to replace one that is lost.

For parkland types (such as Wildernesses and Preserves) which are resource-oriented and whose success depends on a relatively undisturbed, attractive or unique environment, Threat of Loss is given a higher weighting than it is for a Recreation Area which is facility-oriented rather than resource-oriented.

The preceding conclusions have been used to establish the weightings for Relative Suitability and Ease of Acquisition for all the parkland types, and to guide the assignment of weightings to the other three criteria—Need/Demand, Accessibility, and Threat of Loss. The reasoning governing the assignment of weighting to these criteria is discussed in the following paragraphs, covering each of the parkland types in turn.

REGIONAL PARKS

By definition, a Regional Park includes some high-density use recreation areas (along with other areas intended for much less intensive use). Accordingly, accessibility to populated areas is just as important as the suitability of the site to accommodate the facilities and therefore, for Regional Parks, Accessibility has been weighted the same as Relative Suitability—Above Average Importance (A+). Similarly, the recreation facilities within Regional Parks are (normally) intensively developed at considerable expense, so the demand for the developed facilities must be carefully evaluated before allocating funds for acquisition of parklands that will entail committing relatively large amounts of money for such development. Therefore, Need/Demand is also weighted Above Average Importance (A+). Threat of Loss is not as important to Regional Parks as it is to Regional Wildernesses and Preserves because the sites are not unique and threats to small portions of the Regional Parks might be mitigated by landscape design. However, because of the relatively large area requirements of a Regional Park, alternative sites may be difficult to find if a park is irreversibly damaged. The counterbalance of these factors has resulted in Threat of Loss being weighted Average Importance (A).

REGIONAL RECREATION AREAS⁸

Because the same type of facilities will be provided in Regional Recreation Areas⁸ as will be provided in parts of Regional Parks (although they will be less intensively developed in Regional Parks), the same reasoning applied to the weighting of Need/Demand and Accessibility for Regional Parks is pertinent to Regional Recreation Areas. Thus, both Need/Demand and Accessibility are weighted Above Average Importance (A+). Two factors make Threat of Loss relatively unimportant in evaluating Recreation Areas: (1) Recreation Areas are normally intensively developed with recreation facilities, thus there is little need to protect the areas from the effects of outside development; and (2) the relatively small size requirements and less critical resource needs of Recreation Areas make it easy to locate alternate sites if one is lost to development. Therefore, Threat of Loss is weighted as having Below Average Importance (A-).

REGIONAL VEHICULAR RECREATION AREAS

Because Vehicular Recreation Areas cater to a specialized use requiring special site conditions, the weighting system for VRAs is different from the weighting system for other Regional Recreation Areas. VRAs are neither dependent on the protection of an attractive natural resource (as are Wildernesses and Preserves) nor on the development of elaborate facilities (as are other Recreation Areas). Instead, their success depends on the degree to which the requirements of the activity are satisfied by the site conditions. In other words, Relative Suitability is the most important criterion and is not equaled in importance by any other criterion.

Need/Demand is of relatively little importance in determining the relative priority *between* potential VRAs; no suitable sites, public or private, exist, so all proposed sites have an equally high need. Although Need/Demand has been weighted

⁸These criteria weights are applicable to all types of Regional Recreation Areas except Vehicular Recreation Areas which have a special weighting system discussed in the next paragraph.

Below Average Importance (A-), this weighting will have to be increased for evaluations after the Regional Park District acquires its first VRA. In this way, the importance of a balanced geographic supply of facilities can be recognized. Accessibility has been weighted Below Average Importance (A-) because motorcyclists will ride or drive to the VRA, and any place within the Park District would thus be reasonably accessible from the users' point of view. Although Threat of Loss is important because of the large land area required for a VRA and the difficulty of finding alternative sites with the required special resource characteristics, it is not as important as Relative Suitability. Therefore, Threat of Loss is weighted Average Importance (A).

REGIONAL WILDERNESSES

A Regional Wilderness is resource- rather than activity-oriented; therefore, the demand for specific recreational facilities is of relatively little importance. However, the geographic distribution of Wildernesses throughout the Park District is critical to a balanced parkland system. Together, these two factors have resulted in Need/Demand being weighted as having Average Importance (A). Because Wildernesses are dependent on the attractiveness and integrity of natural resources for their effectiveness, the viewshed, watershed, and serenity of a Regional Wilderness must be protected if the parkland is to fulfill its defined function. Any threat to even a portion of a Wilderness has severe repercussions on the entire area. Therefore, Threat of Loss is weighted Above Average Importance (A+). Accessibility is of relatively little importance in the evaluation of potential Regional Wilderness sites because remoteness may be more positive than negative; the ability to escape the pressures of civilization may be incompatible with good access to population centers. Therefore, Accessibility is weighted Below Average Importance (A-).

REGIONAL PRESERVES

Because Preserves feature rare, unique, or unusual natural elements, there will be little duplication of elements. Thus, the experience at each Preserve will be different, and the Preserves will not compete with each other. Demand should, therefore, have only a minor influence on the relative priority between sites. Similarly, geographic distribution is of little importance because the Regional Preserves must be located where the resources are available. Thus, Need/Demand is weighted Below Average Importance (A-). Preserves will generally be low- to medium-intensity-use areas with little facility development. Moreover, the relative proximity of a Regional Preserve to an urban area has significance because of the Preserve's scientific, educational, and interpretive functions. It is expected that organized and informal study groups will frequent Preserves, and guided interpretive tours will take place. Therefore, Accessibility is more important than Need/Demand but is not as important as the Relative Suitability of the site. Therefore, Accessibility is weighted Average Importance (A). Finally, as with Regional Wildernesses, Threat of Loss is crucial in the evaluation of sites for Regional Preserves, and is therefore weighted Above Average Importance (A+).

3b. Combining Criteria Weightings with Each Site's Criteria Rankings

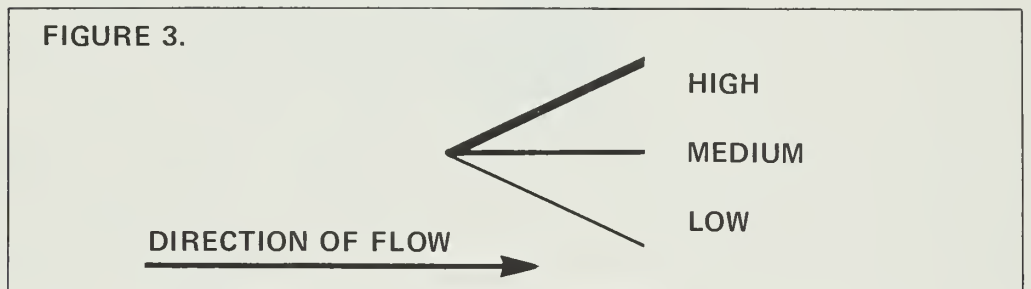
The next step in applying the parkland acquisition criteria involves establishing a system for combining the Above Average (A+), Average (A), and Below Average (A-) weighting of the five criteria for each of the parkland categories with the high, medium or low rankings for each criterion for each site. The traditional method planners use for doing this is mathematical, and involves transforming the high, medium or low rankings for each of the criteria into numbers, and then multiplying these numbers by another number representing the weight of each criterion. OVERVIEW has instead developed and is using a system of graphic analysis that performs the equivalent function. Graphic analysis is a preferable method for two reasons: first, it is simpler than the numerical method; and second, it avoids the apparent (but not actual) definitiveness of numerical analysis, and the danger that numerical values will be taken too literally. The entire ranking process encompasses subjective judgments, assumptions, and speculative opinion as well as statistical and factual data, and the character of the evaluation process should be reflected in the rankings; graphic ranking does this.

Graphic analysis is exactly analogous to numerical analysis. In numerical analysis,

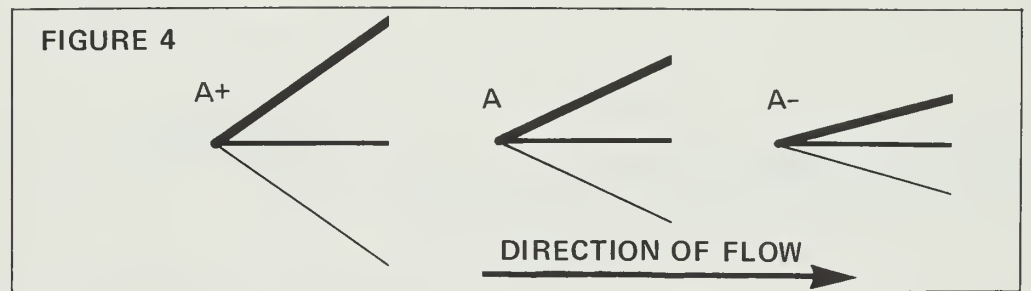
an Above Average (A+) criterion would be assigned a higher number as “weight” than an Average (A) criterion, and a Below Average (A-) criterion would be assigned a still lower number.

In graphic analysis, instead of large, medium and small *numbers*, the relative weight of the criteria is portrayed graphically by a large, medium or small *distance*. (This is explained in the following paragraph and in Figure 4.)

The graphic analysis process for evaluating each proposed park acquisition can be likened to the process by which a train moves through a railroad yard. The course of the train is determined by the setting of the switches which transfer the train from one track to another. The course of a park site being evaluated is also determined by “switches”, one “switch” for each of the five parkland acquisition criteria. Each “switch” presents a choice of three directions (arms) representing the high, medium or low ranking of a potential parkland site in terms of a particular parkland acquisition criterion (see Figure 3).



As noted above, the weighting of the particular criterion for the particular parkland category is represented graphically by the distance between the arms of the switch (the spread). Figure 4 illustrates the switches that reflect the three possible weightings:



These weighted switches—one for each of the five acquisition criteria—are arranged end-to-end, left to right, in a “flow chart”, a pattern similar to a railroad yard.⁹ Every site being evaluated “enters” the flow chart at the left and moves to the right, “switching” at each “switch” upward, downward or straight ahead depending on its high, medium or low ranking for the criterion represented by that “switch”. The higher on the page the site ends up at the right-hand edge of the flow chart, the higher its priority in relation to the other proposed acquisitions of the same parkland type.

3c. Applying the Weighted Criteria

Figures 5 through 9 present the flow charts used to evaluate proposed sites for each of the five parkland types with a distinctive system of criteria weighting.

⁹Note that the Above Average (A+) weighted criteria are at the left; the Average (A) weighted criteria in the middle; and the Below Average (A-) weighted criteria to the right of the flow chart. This order, with the higher weighted criteria at the beginning, is necessary to make the flow charts work.

FIGURE 5
REGIONAL PARK
FLOW CHART FORMAT

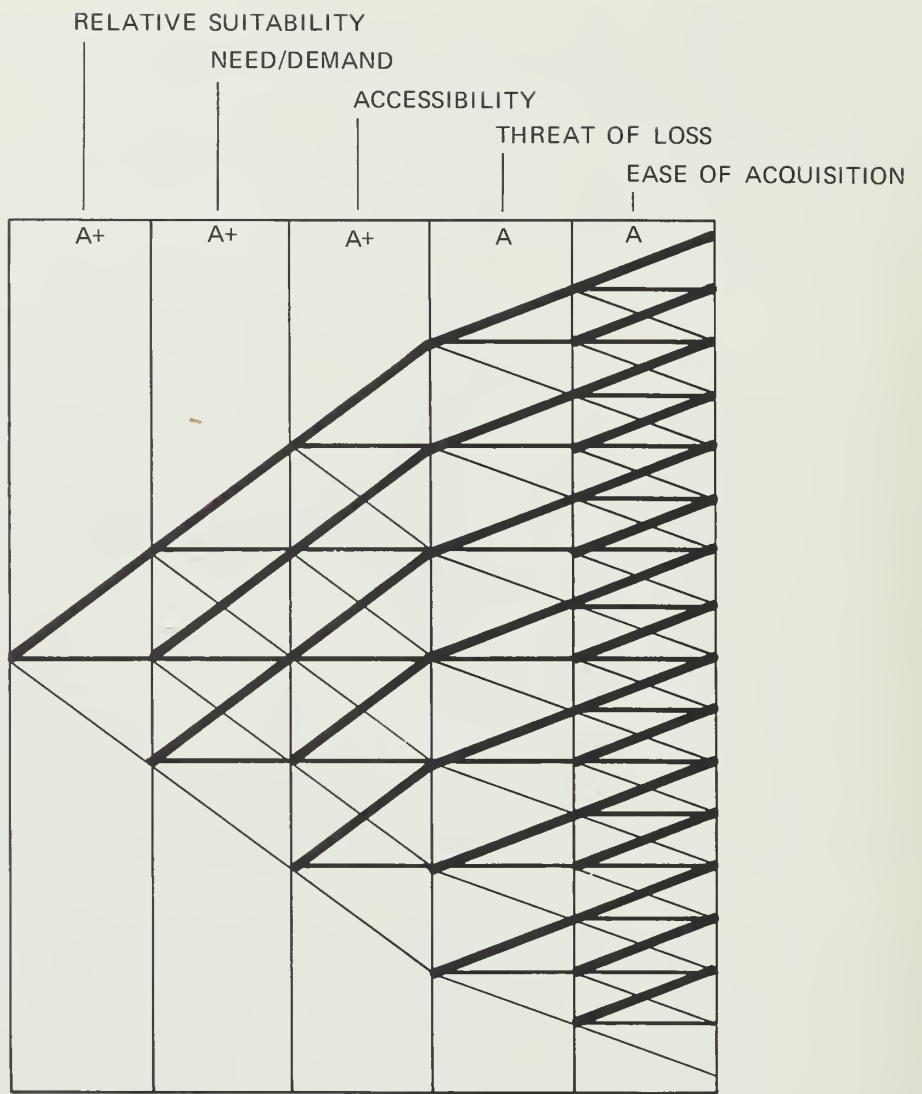


FIGURE 6
REGIONAL RECREATION AREA
FLOW CHART FORMAT

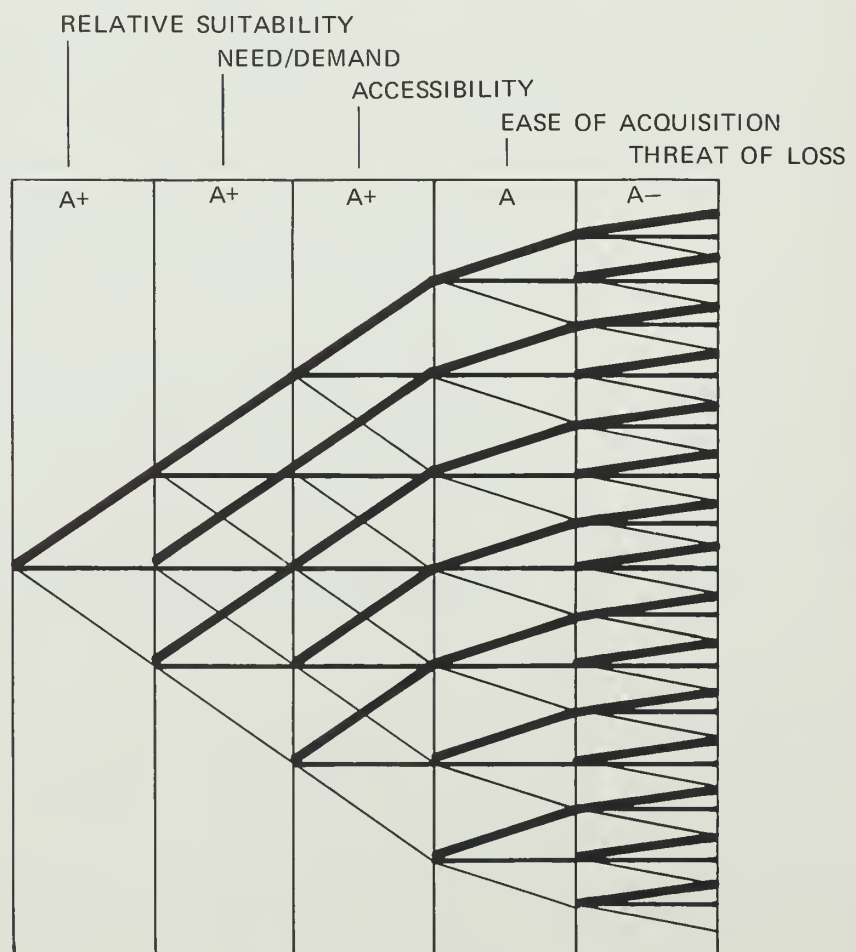


FIGURE 7
REGIONAL VEHICULAR
RECREATION AREA
FLOW CHART FORMAT

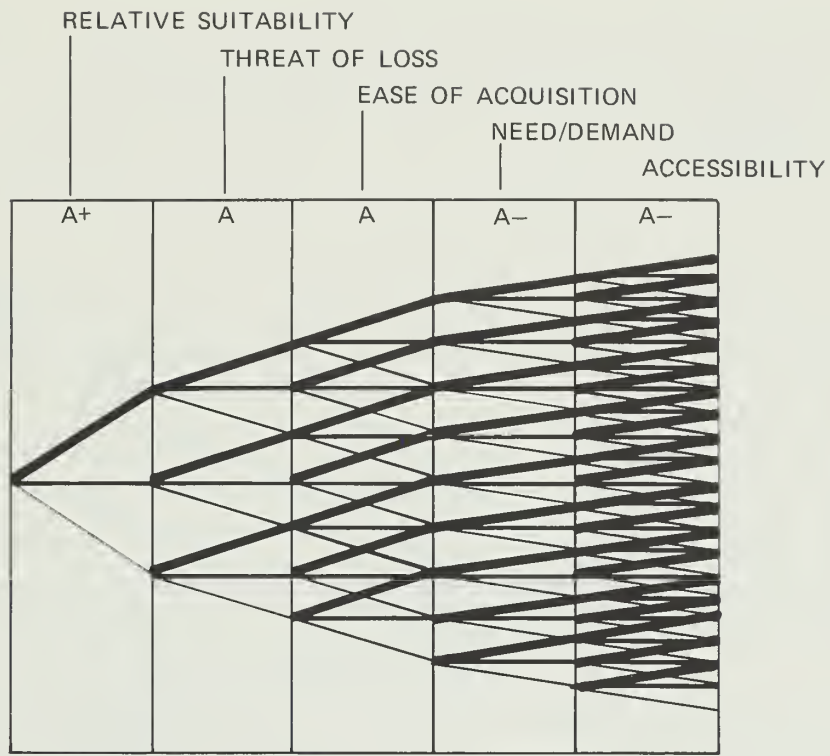


FIGURE 8
REGIONAL WILDERNESS
FLOW CHART FORMAT

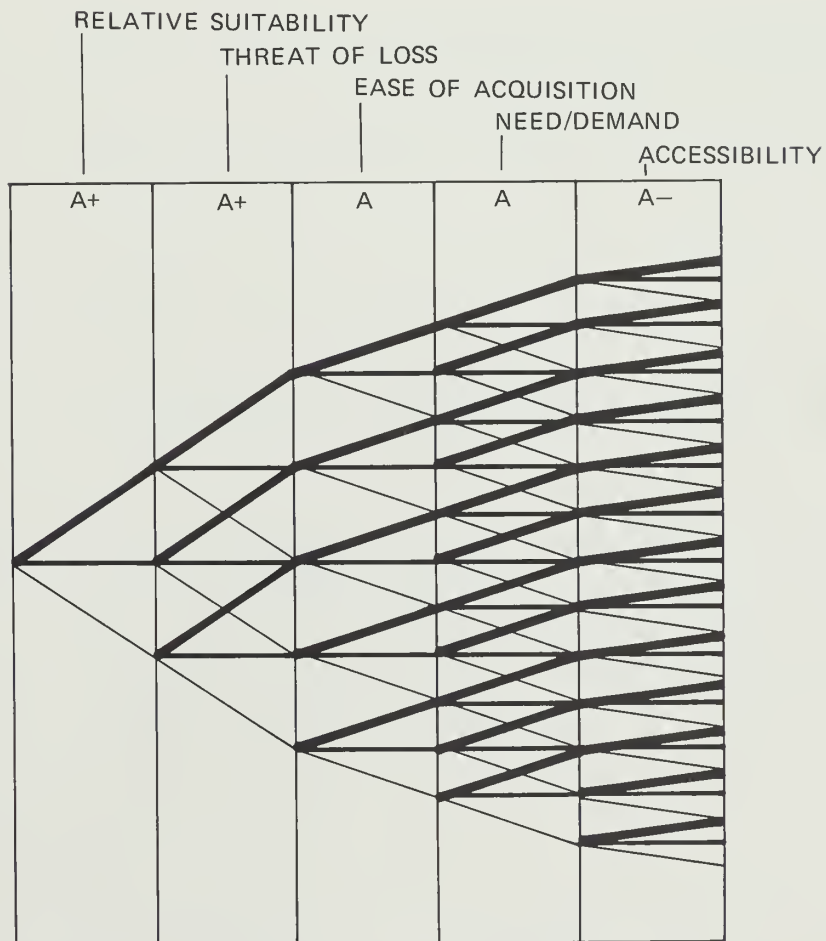
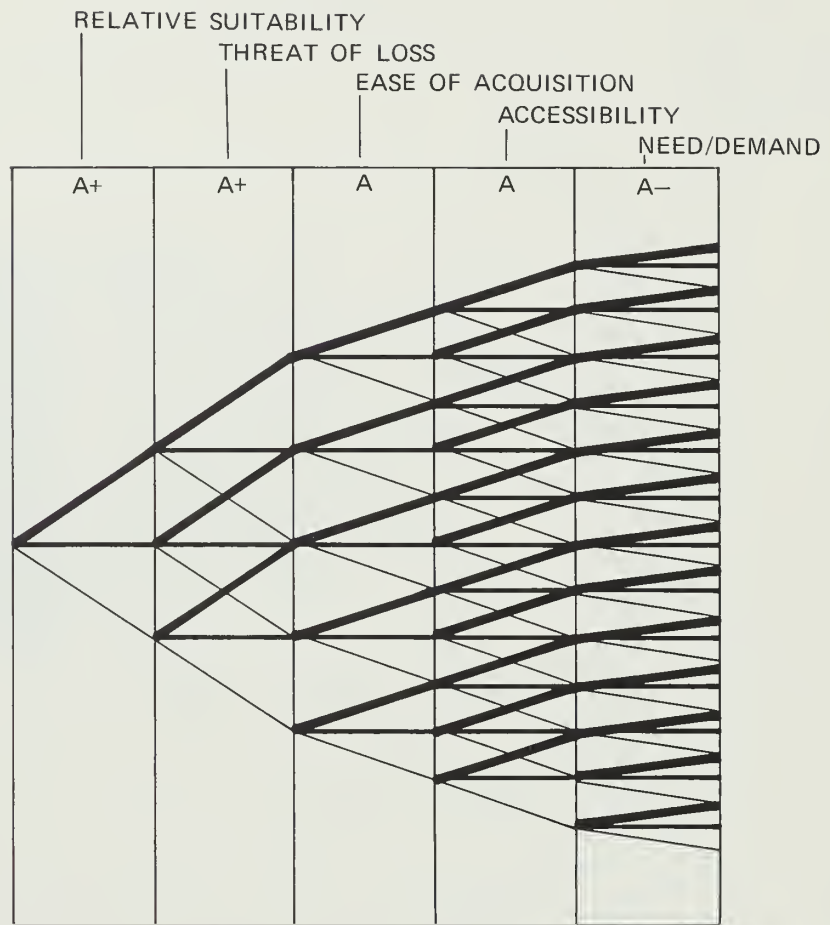


FIGURE 9
REGIONAL PRESERVE
FLOW CHART FORMAT



3d. Placing the Sites in Priority Groups

After all the potential sites for a particular category of parkland have been fed through the flow diagram, they have been grouped into high, medium, and low priorities depending on their relative locations on the chart. The results of this process are presented in Part 4, "Acquisition, Development, and Financing."

STEP 4. DETERMINING MINIMUM AND PREFERRED ACQUISITION BOUNDARIES

The evaluation process as described to this point has focused on determining whether a site is suitable for acquisition as a regional parkland, and how it compares to other sites also suitable for the same type of parkland. Because each potential park acquisition site may be made up of a number of parcels in separate ownership, and because the Regional Park District may not have sufficient funds to acquire at one time all the lands it plans to acquire, it has been necessary, as Step 4, to determine what parts of a potential acquisition site are essential to the site's functioning and therefore must be acquired if the site is to be acquired at all, and what parts are not *essential* but rather only highly desirable to get the maximum benefit out of the potential site. The essential parts, taken together, are designated the "minimum acquisition"; the total potential site is designated the "preferred acquisition".¹⁰

The following eight guidelines governed the determination of what parcels were within the minimum acquisition that could be recommended for each site. The greater the number of guidelines that apply to a particular parcel, the greater the likelihood that it will be included in the proposed minimum acquisition. The eight guidelines are:

1. The parcel provides suitable space for an essential activity or facility.
2. The parcel is essential for access, staging, or internal circulation.
3. The parcel contains improvements appropriate for immediate regional parkland use.
4. The parcel contains valuable natural resource features which would greatly improve the quality of the parkland or which are essential to its proper setting.
5. The parcel lies within a logical operational area (e.g., for ease of policing, controlled burning, maintenance, etc.).
6. The parcel is threatened by development or other irreversible changes.
7. The parcel owner is willing to sell at a fair price.
8. The parcel lies within an area that could stand alone and function effectively as a parkland in the event that the preferred acquisition could not be completed.

CONCLUSION: THE ACTUAL SEQUENCE OF STEPS

The four steps were presented above in the order that made the steps and the relation between them clearest. In the actual process of determining what parklands to acquire, however, the order of steps is different and follows this order:

Determination of the preferred and the minimum acquisition boundary lines for each potential parkland site (Step 4).

¹⁰This process of distinguishing minimum from preferred acquisition boundaries applies equally to new potential sites and to the expansion of existing parklands.

Determination of the acquisition priority of sites suitable for each type of parkland (Steps 1, 2 and 3), using as the basis for evaluation the potential *minimum* acquisition (because it, by definition, represents the area essential to the functioning of the proposed parkland).

APPENDIX A A SYSTEM FOR MONITORING REGIONAL PARKLAND USE

The last study of park use undertaken by the East Bay Regional Park District took place in 1969. The information from that survey is now out-of-date and too sketchy to serve as the basis for any projection of future demand, either short-term or long-term.

The California Division of Highways may make a traffic study of some of the EBRPD parklands in 1973 in order to develop data on the effect of parks on highway use. The results of this survey (if it is made) would be available to the Park District and would provide information as to the number of vehicles and visitors that enter a park and the point of origin of a sampling of the visitors. The Division of Highways would not provide any information about where the visitor goes or what he does once inside the boundaries of the park. Nor would it be able to differentiate between those visitors who stay to use park facilities and those who just drive through, an important distinction since "driving for pleasure" is one of the highest ranked recreational activities in many recreational surveys and a number of the District's parks are used heavily for this form of recreation.

The information the highway survey would provide, however, serves as an excellent jumping-off point for a more intensive survey of parkland use, a survey that should be undertaken as part of a continuous monitoring program to guide the Park District in projecting demand, allocating resources, and planning management operations.

The monitoring system should consist of a three-part operation. *Part I* would be oriented toward determining the relative use of parklands and of areas within each parkland, and would be carried out on a routine schedule that could be integrated into on-going management and maintenance operations. It would involve "behavior trace" monitoring, such as keeping records of the condition of picnic areas, playfields, trails, etc.; checking for environmental degradation (erosion, blocked streams, etc.); determining if garbage cans are being used to capacity and whether admissions to fee areas and facilities such as the merry-go-round, train ride, swimming lakes, etc., are up or down. If arrangements could be made with the Division of Highways to conduct an "in-park" traffic survey at the same time as their park entrance survey, this could provide the basis for a program of continuous traffic monitoring within parklands and a check on the relative use of areas within any one park through the use of District-owned mechanical car counters in all the parks on a rotating basis.

Part II would be oriented toward learning *who* uses the parklands and *how* they use the parklands, information fundamental to any attempt at precise demand analysis or projection. An initial intensive survey of park users and use should be conducted (in conjunction with the possible Division of Highways traffic survey) in the summer of 1973, and every five years or so thereafter. This survey would require direct interviews of park users.

There are various strategies for conducting such surveys. These range from simple postcard or letter questionnaires given to all who enter the parklands and to be returned to the District by mail, to in-depth interviews conducted on-site or in respondents' homes. In the latter type of interview, the user is asked for a highly detailed description of such factors as his current "park behavior", his future recreation desires, his likes and dislikes regarding particular recreational activities, and the kinds of settings in which he prefers to pursue his recreational activities.

The survey would seek to clarify such factors as:

Do families with children of specific ages, say 4 to 12, tend to use the parks more than families with younger or with older children?

Do teenagers who have been exposed to the parks as youngsters tend to use the parks more than teenagers who have not?

Do the District's special programs (nature interpretive, sand castle building, etc.) play an important role in acquainting visitors with or attracting them to the parks?

Do those who just drive through the regional parks do so primarily for the natural view, or is this view enhanced by occasional glimpses of other people recreating?

To what extent are the parks "regional" in the sense that they draw their users from a wide area (both within the Park District and beyond)?

Is there a common length of time between the first observable manifestation of a new recreation trend and its peaking or leveling off? Do trends in recreation start with particular segments of users and then spread to other segments? Are there recreation trend indicators that can be isolated?

At what threshold point does over-use of a park and degradation of its environment result in a reduction of demand for the parkland?

The interviews could be carried out by temporary Park District employees or employees of an outside firm retained to do the survey. Some monitoring might also be carried on as part of a university class project.

The interview would consist of such questions as:

Where do you live?

How long did it take you to get here?

How often do you visit the park?

How long have you been coming to the park?

How long do you expect to stay here today?

What will you do while you are here?

How many people are in your group? What are their ages? Family or friends?

Do you plan to meet others at the park?

What did you bring with you to the park (i.e., volleyball, frisbie, stroller, camera, field glasses, food, etc.)?

What do you like about the park?

What do you dislike about the park or what would you like changed?

What is your favorite park? Why?

Are there other parks you would like to visit but for some reason you don't?

Other than the areas you plan to use today, what other facilities within the park do you know about and use?

How do you spend your spare time?

Do you use any other parks or recreation facilities outside of the East Bay?
Where?

What other East Bay Regional Park District parks do you know about?

How did you first find out about the park?

Have you participated in any special park programs? Do you know about them?
Might you participate in the future?

Demographic data (age, sex, ethnic composition, income, etc.)

Such an intensive survey should be completely updated about every five years, with interim monitoring of use patterns carried on via a direct mail survey of stratified samples of the park user population. This would provide continuous data about on-going trends, their leveling off, and the appearance of new trends.

Part III would be oriented towards finding out who does *not* use the parks and *why*. It should be conducted every ten years or so (probably just after the latest U.S. Census data is published). Mapping the points of origin of the park users obtained in Part II might provide some basic information on areas generating *few* park users. This could then be related to demographic factors of ethnicity or income, and/or transportation shortages. This might provide some basic information which, along with a survey conducted among residents of the areas themselves, could help establish why certain people don't use the regional parklands and how the park system might be adapted to fill their special needs.

The forthcoming McKoy/ABAG study, described in Chapter 1, indicates that the needs of low-income and minority residents of the Park District are distinct and different from those of the general community and are being met less, and recommends comprehensive demand studies of those needs on an on-going basis so that those needs can be better met.

Over several years, this three-part program can provide invaluable information to assist in parkland planning. Initially, the information on existing use of parklands can be used to check the rough demand projections developed by OVERVIEW. Over a few years, the existing use data can be developed into trends for use in short-term planning. The demand information combined with the use information will make the trends more definitive. Finally, data will be available for making long-range detailed recreation demand projections which can continually be checked against existing conditions.

The vast majority of the visitors to the parklands of the East Bay Regional Park District arrive by automobile. Moreover, the primary transportation mode within many of the parks is the automobile. The number of automobiles within the regional park system is detrimental to the users of these parklands. The noise, fumes and danger associated with automobiles are constant reminders that despite the surroundings one is really not away from the urban environment. To some extent this dependence upon the automobile is inevitable: some of the parks are so located that it is impossible for a public transit system to service them at a reasonable cost; and many of the automobile trips (e.g., picnics with small children) are the result of patterns of recreation activity which transit would not serve ideally no matter how frequent and widespread the service. Yet, means to reduce the dependence upon the automobile for transportation to the East Bay Regional Parklands should be investigated.

The most obvious possibility is to extend the existing public bus system into the parklands. Some of the regional parklands are within the Alameda-Contra Costa Transit District and could be served by AC Transit buses. Other areas lie within parts of the two counties which, with newly available federal aids, can expect to see the creation or expansion of local public bus networks within the years ahead. But the parklands are not well-served by the existing bus lines. Only Tilden, Temescal, and Cull Canyon have bus stops close enough so that the parklands can be reached without a "hike." Unfortunately the bus lines that do run near these parklands are among the least traveled of all the AC Transit lines so that the Transit District actually loses money on them. It has been assumed that the lack of public transit to the parks reduces their use by some elements of society. But, without a detailed survey one cannot be sure of this; therefore, OVERVIEW has recommended that Part III of the proposed survey of users and non-users of the regional parklands (described in detail in Appendix A) be conducted to give some hard answers as to the effect of this lack of transportation upon racial minority groups, upon those who cannot afford automobiles, and upon those who, because of old age or young age, cannot drive them.

There is no assurance, of course, that even vastly improved bus access to the regional parklands would result in larger numbers of persons visiting the parklands via bus. Two experiments with the East Bay Regional Park District parklands have been inconclusive. In the summer of 1968, the Park District and AC Transit cooperated on special reduced-fare bus service to Tilden Park and Lake Chabot. Hourly shuttle trips were made each day between downtown Berkeley and Tilden, and between downtown San Leandro and Lake Chabot. The buses were especially attractive and the service was promoted both in the media and by the mailing of thousands of notices to neighborhood and community groups. But the service was scarcely patronized at all, and, therefore, the Park District declined to repeat its subsidy of the operating losses of the service in the following year. A more successful, but limited, experiment was AC's 1972 Sunshine Tours. These tours visited Tilden Park on each of six Fridays, leaving Jack London Square at ten in the morning and returning at three o'clock in the afternoon. They were quite heavily patronized and were actually profitable, but the fare was high (\$1.00 for adults and 50¢ for children).

The AC Transit bus routes are still in the process of change because of the four-

¹This Appendix is based in part upon material prepared by Richard R. Reed, who was a special consultant to the Park District during 1972-73 at the suggestion of OVERVIEW.

phase opening of the BART system. Thus, it is impossible to evaluate extending any of the routes to the regional parklands at this time. However, OVERVIEW recommends that, as soon as the AC Transit bus network has stabilized in its post-BART-opening framework, the Park District and AC Transit jointly study whether marginal extension of any of the existing lines and/or marginal increase in the days and frequency of service of any of these lines might appreciably increase the use of transit service to the parks, particularly for those segments of the population that may not have automobiles. It is further recommended that at least an interim report on this subject be made to the Citizens Task Force not later than September 15, 1973 and that the Citizens Task Force cover this item in its recommendations to the Board of Directors before the end of 1973.

But even with any improvement in bus service that can be reasonably anticipated, the majority of all trips to the regional parklands will probably continue to be by automobile. To date these trips have been accommodated with parking lots located within the regional parklands. Aside from the indirect environmental effects of all these automobile visits, and the more direct environmental effects of the required clear areas and paving to park the automobiles, the financial expense of this policy is rarely realized. It is very high. Based on an average of 125 parking spaces per acre, the space needed per vehicle is 350 square feet (including a share of the area devoted to access lanes). A recent Stanford University estimate places the average cost per space of a new parking lot at \$400-450, *exclusive of the cost of land*. That cost estimate includes the following: planning and design, land clearance, sub-surface grading, drainage, asphaltting, striping, curbing, lighting, landscaping and signs. Some of these elements (e.g., curbing and lighting) may not be necessary for parking lots within the parklands, but even at a cost of \$350 per space, parking for 3000 cars would require an investment of over \$1,000,000, *exclusive of land*. Considering that the flat land suitable for parking lots is also that land which is most scarce and best suited for intensive recreation, and that the acquisition cost of the land must be added to the cost of constructing parking lots, it is evident that the search for an alternate way to handle automobile visitors to the parklands must be intensified. One approach that should be examined is for park visitors to use lots which already exist nearby outside the parklands. These might be found at schools, churches, offices, BART stations, or colleges, all locations that are underutilized when the parklands are most heavily used—i.e., weekends. Obviously this would require some sort of vehicles to shuttle back and forth between the outside parking lots and destination points within the parklands. But in the same way that parking lots used for other purposes during the week can efficiently be used by the parklands during their peak times on the weekends, so also may vehicles which are used for other kinds of trips during the week be used for park shuttle service on the weekends (i.e., school buses)—if such vehicles meet the criteria for intra-park service.

This external use of shuttle vehicles might correlate very well with the need for alternative transportation systems within some of the regional parklands. (For example, the use of shuttle vehicles has been proposed for transportation within Redwood Regional Park and Tilden/Wildcat Canyon Regional Parks.) Internal supplementary transportation has been suggested as a means of accomplishing two purposes. First, it would enable automobiles to be kept at the periphery of the regional parkland while allowing the interior of the parkland to be used by those who cannot or prefer not to walk there. Secondly, the internal transportation system itself would provide a recreational experience. This, of course, depends upon the internal transportation system being enjoyable, attractive, and perhaps even unique.

These are laudable goals, but in designing or choosing an internal transportation system the potential negative environmental effects of the system should be recognized. There would be little point to banning automobiles from parts of a parkland and substituting for them a noisy, dirty alternative form of transportation. Therefore, any internal transportation system must, above all, present less of a negative environmental effect than does the private automobile. Ordinarily,

therefore, it should use existing rights-of-way, paved or unpaved, requiring no grading or tree removal. These environmental constraints apply also to any vehicles used for shuttles to external parking lots.

Several other criteria can be applied to prospective internal transportation systems for regional parklands. A system should be considered as a "main line," with no attempt being made to service every area of every parkland. This should insure maximum utilization of the system and avoid overtaxing the parkland environment. There is very little experience with the use of internal transportation systems, and almost no such experience within the East Bay Regional Park System. Furthermore, the technology of these systems will change in the future as much as all other transportation systems; therefore, the installation of a transportation system should be interim rather than permanent, fixed rights-of-way should be avoided, and a flexible system should be insisted upon. If the system can carry supplies in and waste out, as well as moving people, so much the better.

Clearly there could be economies of scale to the Park District in purchasing vehicles for an internal transportation system for several parklands at a time. It is therefore important that the needs of the entire Park District for such vehicles be determined before buying a system for one parkland, no matter how immediate the need at one place may appear to be. Determining the needs of all the parklands should be a high priority for the Park District during 1973. The criteria suggested in this Appendix should be perfected and perhaps other criteria added before any vehicles are ordered.

APPENDIX C PARKLAND USER FEES

Nationwide, there has been a trend toward the assessment of "user fees" in public parklands. There are two main reasons for the application of this idea:

1. It is a fair and equitable means for "taxing" parkland users.

Rather than spread the cost of a parkland program over the entire population of a municipality, the cost is charged (for the most part) to the people who use the parklands on a basis of their frequency of use.

User fees reflect a pay-as-you-go approach to parkland financing: as the use of parklands increases, so do the maintenance costs and the "demand" for new parklands, but so do the revenues available for maintenance and the acquisition of new parklands.

User fees are especially justifiable for the increasing number of specialized recreation facilities. It is one thing for a general population to pay for a picnic ground or swimming area that can be used by anyone without special training or equipment. It is another thing for the general public to finance a motorcycle recreation area, ski resort, or equestrian facility that is really accessible only to the relatively few with the necessary training and equipment.

2. Almost all public parklands are overcrowded. User fees are a logical means of controlling the frequency of use of these areas. Theoretically, a high user fee imposed on entry to a heavily-used parkland and a low user fee charged for entry to a lesser-used area will result in an equalization in the use of the two parklands.

Despite these logical reasons for employing user fees, there are equally valid reasons for not charging fees for the use of public parklands and recreational facilities:

1. In order to return the entire cost of operating a parkland or recreational facility, user fees must be so high that they are discriminatory against the poor. The basic reason for having a public parkland system is so that each individual can benefit from the system. But if the poor are excluded from using the parklands by a high user fee, they cannot be expected to feel a part of the society that has so excluded them.
2. Using fees to control the level of parkland use does not seem to work. User fees do not seem to appreciably change the overall intensity of use of an area. Instead, they change the composition of the user group, encouraging the more affluent, discouraging the less affluent.

The level of fees that is politically acceptable for the use of public parklands is often barely sufficient to cover the cost of levying the charges. In order to charge for the use of an area, it must be fenced, controlled entrances must be established, personnel must be hired to administer the system and patrol the area, and a special maintenance program must be initiated. Thus, the user fees may barely pay for themselves.

3. Given these factors, the Regional Park District should consider completely abandoning user fees for its general facilities, and should evaluate the net effect of the prospective loss of income versus the prospective savings in personnel and equipment. A user fee will still have to be charged for facilities and events provided within the parklands by concessionaires, lessees, special interest groups, or other public agencies; however, these fees should be kept as low as possible.

- Size** The Vehicular Recreation Area (VRA) must be large enough to safely accommodate areas for the following: auto parking, picnicking and play (free of off-road vehicles), minibike riding, novice trail-riding, meandering trails, courses for scrambles and moto-cross, hill climbs, flat track, and spectators. Depending on the nature of the terrain, these areas will require about 1000 to 1500 acres, and preferably 2000 acres, in one block.
- Terrain** There should be a good variety of slopes. An adequate acreage of flat or gently rolling land should be available (preferably at the edge of the site) for staging, small bikes and flat racing. A few very steep hills (over 70% slope) are necessary for hillclimb events. Partially wooded landscapes are preferable to completely-open or completely-wooded sites; groves of trees provide visually interesting trails and needed shade for picnicking.
- Soil Conservation** Soils, slopes, land form, vegetation cover and rainfall are important elements which must be considered in order to select sites which will have fewer erosion problems. On the one hand, soils with a high erosion hazard should be avoided; on the other, soils and climatic conditions which aid the regeneration of ground cover are advantageous. A certain amount of erosion and scarring is inevitable but this should be minimized by careful soil conservation practices and rotation of vehicular activities throughout the parkland.
- Compatibility with Adjacent Uses** Vehicular recreation is incompatible with residential areas and with other parks. VRAs should be located some distance (3-4 miles) from residential areas, or should be located within a physiographic form which contains the noise and screens the activities from outside view. The ideal site would be a bowl-like area. If these requirements are not fully met, buffer lands are necessary if a proposed VRA is to be near another regional parkland.
- Accessibility** VRAs should be located so that they are readily accessible by road from major population centers. A user should not have to travel more than 30 minutes from his residence to the VRA.

Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations
Acquisition, Development, and Financing
Regional Trails
Regional Parklands and Trails Map

PREPARED BY **OVERVIEW**, JUNE 1973





Parkland Site Evaluations

PREPARED BY **OVERVIEW**, JUNE 1973

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INTRODUCTION

This part of the Master Plan contains six sections:

1. Sites Qualifying for Regional Parkland Acquisition
2. Other Sites for Potential Acquisition
3. Existing EBRPD Parklands Not in Section 1
4. Suggested Sites Not Qualifying for Regional Parkland Acquisition
5. Potential Sites Outside EBRPD Boundaries
6. Projects for the State and Federal Governments

Each section begins with an explanation and is followed by a series of evaluations of specific sites. The evaluations in Section 1 are more detailed than in any of the other sections, but many of the site evaluations in Sections 2 and 3 are also detailed because of the importance of the sites and because of the amount of information that needs to be conveyed about them.

This section presents: (1) individual reports on each of the 40 sites evaluated as qualifying for acquisition; and (2) the results of the site evaluation process, presented both in "flow charts" for each of the 5 parkland types with a discrete set of weightings of acquisition criteria,¹ and in tables indicating the approximate acreage of each site.

INTRODUCTION TO SITE EVALUATIONS

The reports on each of the 40 qualifying sites are presented in alphabetical order. Each contains: (1) a brief description of the site, including its recommended parkland classification; (2) the ranking (high, medium or low) of the site under each of the 5 parkland acquisition criteria (Relative Suitability, Need/Demand, Accessibility, Threat of Loss, and Ease of Acquisition²); (3) the reasons for the rankings; and (4) the acquisition priority group (high, medium or low) into which the site falls when evaluated on the flow chart for its parkland classification.

These individual site evaluations constitute the basic building blocks of the process of acquisition site selection. Yet these site evaluations represent only the "tip of the iceberg" of what is known and has been written down about each site. For example, OVERVIEW has mapped both minimum acquisition boundaries and preferred acquisition boundaries for each of the parkland sites, and has transmitted to the East Bay Regional Park District maps indicating the boundaries. Also transmitted have been lists of all parcels within each site, with the name and address of the owner, the acreage, and the details of the assessed valuation. However, this information must remain confidential for the time being so as to insure that preliminary discussion of the potential acquisition sites does not contribute to inflating the price that the District might have to pay for the properties. Therefore, the Regional Parklands and Trails Map indicates only the general location of each of the proposed acquisition sites and does not show any specific boundaries for either the minimum or the preferred acquisitions.

The 40 sites qualifying for acquisition represent a variety and richness that is extraordinary. They range in size from about 40 acres to over 13,000 acres, and in elevation from sea level at the numerous shoreline locations to the tops of major peaks. They are distributed fully throughout the area and population centers of the Regional Park District; the map portrays this in part but the distribution would be even more apparent if the proposed boundaries were shown (e.g., large proposed expansions at both Briones and Las Trampas do not "read" as large on the map).

¹For the explanation of how to use the "flow charts" and of what function they perform, see Part 2, Chapter 4 on "Parkland Acquisition Criteria and Priority System." The five criteria which were used in the following site evaluations are also explained in Chapter 4.

²As noted in Part 2, Chapter 4 on "Parkland Acquisition Criteria and Priority System," one of the major determinants of Ease of Acquisition is the prospective acquisition cost of the parkland. As explained more fully in Part 5, "Acquisition, Development and Financing" in the section on Projected Expenditures—Acquisition, the only data now available to give any indicator of acquisition costs are the assessors' estimates of Full Cash Value (FCV). The FCV figures are of very limited use, for reasons explained in Part 5, but they are some help in estimating the *relative* cost of several properties. Therefore, the discussion of Ease of Acquisition in each site evaluation contains information on the FCV of the properties within the site.

Included on the list are areas which have the potential to rival Tilden in the diversity of activities, extensive lakes for aquatic sports, botanical gems, marshes and two islands, an almost unbelievable wilderness of unparalleled scale for a metropolitan area, and sites for motorcycles and other vehicles. In short, the list includes prime examples of both the unique and the characteristic natural features that make the East Bay an exciting place to live.

The parkland sites qualifying for acquisition would be added to the East Bay Regional Park system which already consists of 25[±] parklands with a total area of approximately 27,000 acres. The Regional Parklands and Trails Map indicates how the existing parklands are distributed throughout the District; the Site Reports in Section 1 that involve expansion of existing parklands and the reports in Section 3 on the other existing parklands give some idea of the enormous variety and richness of the system already available (as well as the gaps); Figure 1 presents the acreage, date of acquisition and ownership/lease status of all the existing parklands.

Figure 1 EXISTING EAST BAY REGIONAL PARK DISTRICT PARKLANDS

	Acres in Fee Ownership	Acres Leased & Under Management Agreement	Total Size (Acres)	Year of Initial Acquisition
Alameda Beach			383	1966
- State of California		131		
- City of Alameda		252		
Berkeley Open Space			80	1970
- State of California		80		
Black Diamond Mines	2,123		2,123	1973
Briones	3,057		3,057	1965
Brooks Island	77		77	1969
Camp Parks	445		445	1971
Chabot			4,740	1952
- EBRPD	3,562			
- EBMUD		1,178		
Contra Loma			772	1968
- U.S. Bureau of Reclamation		772		
Coyote Hills			928	1968
- EBRPD	446			
- Alameda County Flood Control		482		
Cull Canyon			100	1963
- Alameda County Flood Control		100		
Del Valle			3,525	1970
- State of California	3,445			
- Colgate	80			
Don Castro			100	1968
- Alameda County Flood Control		100		
Garin Ranch	474		474	1965
Kennedy Grove	95		95	1965
Las Trampas	1,531		1,531	1966

	Acres in Fee Ownership	Acres Leased & Under Management Agreement	Total Size (Acres)	Year of Initial Acquisition
Miller (George Jr.) (Point Richmond)			57	1971
-EBRPD	54			
-Santa Fe	3			
Point Pinole			1,089	1971
- EBRPD	928			
- State Lands Commission		161		
Redwood	2,074		2,074	1939
Roberts	88		88	1951
Shadow Cliffs	143		143	1969
Sibley (Roundtop)	227		227	1936
Sunol			3,430	1962
- EBRPD	2,768			
- San Francisco P.U.C. (Water Dept.)		445		
- Camp Ohlone	217			
Temescal	48		48	1936
Tilden	2,065		2,065	1936
Wildcat Canyon	<u>1,412</u>	_____	<u>1,412</u>	1968
TOTALS	19,712	7,226	26,938	

LIST OF SITE EVALUATIONS

Alameda Creek Quarries
Ardenwood
Berkeley/Emeryville Shoreline
Berkeley Waterfront (North)
Black Diamond Mines (Expansion)
Bollinger Canyon
Briones (Expansion)
Brooks Island (Expansion)
Brookwood
Browns Island/Winter Island
Canada del Cierbo
Castle Rock
Chabot (Anthony) (Expansion)
Claremont Canyon
Coastal Range Peaks
Coyote Hills (Expansion)
Devaney Canyon
Doolan Canyon
Emeryville Crescent
Garin & Dry Creek-Pioneer (Expansions)
Hoffman Marsh
Huckleberry
Las Trampas (Expansion)
Miller (George Jr.) (Expansion)
Morgan Territory
Mountain Village Site
Old Alameda Creek Marsh
Pinole Valley
Point Pinole (Expansion)
Redwood (Expansion)
Rodeo Creek

San Leandro Bay

San Pablo Creek Marsh

Shadow Cliffs (Expansion)

Sobrante Ridge

Tunnelrock Quarry

Vargas Road Plateau

Wauhab/Valpe Ridges

Wildcat Canyon (Expansion)

Wildcat Creek Marsh

Site Name	ALAMEDA CREEK QUARRIES
Location	On Alameda Creek near Niles (Fremont)
Proposed Classification	Regional Recreation Area
Acquisition Priority Group	High

Relative Suitability (H) The site is made up of a series of lakes that are being created through removal of aggregates from several hundred acres of alluvial plain. These deep water lakes are unique in character, and with careful design and sculpturing this could become an area of exceptional beauty. The area will be ready-made for recreational use as a biproduct of its primary industrial use. No valuable ecological features need to be destroyed in order to provide recreation facilities, and several sheltered pockets will be created that will be ideal for swimming lagoons. The larger open water areas are well suited for sailing and fishing. After mining has been completed, the area could also accommodate day camps, picnic areas, playfields, spectator events and a wide variety of other high-use recreational opportunities; noise-generating activities (motorcycles and motorboats) are inappropriate for this area. The cost of developing safe and enjoyable facilities for public use will be high. In addition to the great recreation potential, the lakes serve as storage reservoirs for ground-water replenishment; continuation of this function will have to be considered in making decisions as to the ultimate use of the area.

Need/Demand (H) Southwestern Alameda County has no Regional Recreation Area. There is an immediate need for one, as well as a much greater long-range need.

Accessibility (H) The area is ideally situated in the heart of an urban setting and by the Alameda Creek Trail. Access by automobile, foot, bicycle and horse is excellent, and the southern terminus of BART is only one mile south.

Threat of Loss (L) Large portions of the lakeside flatlands could be used for housing if there were no commitment from a public agency to acquire the land for recreation, but there is general agreement by most of the land owners and the City of Fremont that the ultimate use of the area should be for recreation.

Ease of Acquisition (H) Although this recreation area in its ultimate proposed size is large (about 800 acres) and may be expensive, the minimum recommended size is around 150 acres (east of the BART line, both north and south of the Flood Control Channel) and over 100 acres is already in public ownership (City of Fremont, Alameda County Water District, Alameda County Flood Control and Water Conservation District). Thus, only a relatively small acreage would have to be acquired in the short run, and only three or four land owners would be involved. Development could begin immediately on the available public lands, under a cooperative arrangement between the appropriate agencies. Short run (ten-year) ease of acquisition is therefore high.

Site Name ARDENWOOD

Location In Fremont, north of Jarvis Road, east of Newark Boulevard

Proposed Classification Regional Recreation Area

Acquisition Priority Group Medium

Relative Suitability (M) In addition to the historic Patterson Mansion, this proposed area of approximately 150 acres contains several earlier ranch houses, an ancient stone milk house, a large barn, a swimming pool, formal gardens, orchards, a portion of the tree-lined Pacheco Ditch (the Spanish boundary marker), a heavily-wooded deer park preserve and large groves of eucalyptus and other specimen trees. Ardenwood has the potential of becoming a repository for many other historic buildings within the Tri-City (Fremont/Newark/Union City) area. An educational and leisure-oriented "Old Town" could become a unique regional attraction. The mansion is of significance perhaps comparable to that of Dunsmuir House in Oakland. The surroundings have potential and flexibility for a number of related recreation facilities, such as picnic and camping sites, an amphitheater, and equestrian center.

Need/Demand (M) It is difficult to determine the need because no other historic sites are protected within the regional parks system. Dunsmuir House and Gardens in Oakland is heavily used and Ardenwood has the potential of offering a comparable or even greater diversity of experiences. Although the types of activities at Ardenwood would be somewhat different from those at the proposed Alameda Creek Quarries Recreation Area, the need for Ardenwood as a Regional Recreation Area would diminish if and when the Quarries area were substantially open for public use.

Accessibility (H) The site is ideally located on the boundary between Fremont and Newark, within bicycling distance of Fremont, and adjacent to Highway 17.

Threat of Loss (M) The minimum area which would be necessary for Regional Recreation Area purposes here is about 150 acres. A recent development proposal by the owner would have set aside about 70 acres for parkland purposes and divided that area with a road. The initial development proposal was turned down by the City of Fremont.

Ease of Acquisition (L) Ideally the desired acreage should be dedicated for parkland as part of development approval of a large holding. If the land had to be purchased, the site might become prohibitively expensive. (The FCV per acre is about \$10,000.) Regardless of how the land is acquired, restoration costs for the mansion will be high.

Site Name BERKELEY-EMERYVILLE SHORELINE

Location West of the Eastshore Freeway, between University Avenue and Powell Street

Proposed Classification Regional Preserve (Scenic)

Acquisition Priority Group Medium

Relative Suitability (M) This site stretches south from University Avenue to Powell Street. It contains very little land but includes almost two miles of shoreline and a significant acreage of Bay water and mud flats. These features are worthy of preservation. No significant marshland remains and very little land is available in conjunction with the water area because of the closeness of the freeway. These factors make this stretch of shoreline less suitable than most other shoreline areas; however, it does form a vital link in the Regional Shoreline Trail planned for the East Bay. A relatively small area of flat land just south of University Avenue is suitable for staging and other recreation facilities. The remainder of the site should be trail-oriented.

Need/Demand (M) Shoreline parkland and access is deficient throughout the East Bay. The closest EBRPD regional parkland is Alameda Beach, six miles south of the site.

Accessibility (H) Highly accessible to a large population by walking, bicycle, AC Transit and automobile.

Threat of Loss (L) There is very little opportunity for development of this site because most of it is water and under the restrictions of BCDC. The land area at the north end (just south of University Avenue) is well located but is only moderately suited for private development because of foundation limitations. However, if some of this land acreage were to be developed by private interests, and shoreline staging and trail access were guaranteed, the main value of the site would not be lost.

Ease of Acquisition (L) Except for two narrow strips perpendicular to the shoreline, the entire area (land and water) is under one ownership. The FCV per acre is high (\$2000-\$5000).

Acquisition will probably occur only after agreement between Santa Fe, the several East Bay cities where its Bay and shoreline properties lie, BCDC and EBRPD. Dedications of land and water to public bodies can be expected to be one feature of such agreements. The Regional Park District should participate actively in any talks that are intended to lead to such agreement, in order to represent the interests of the recreation public in the existing shoreline edge and adjoining water. The public may have certain prescriptive rights of access to the property for fishing and other purposes due to long-continued use (under the doctrine of *Dietz v. King*).

Site Name BERKELEY WATERFRONT (NORTH)

Location From University Avenue north to the Berkeley City line, east of the Berkeley Marina and west of the Eastshore Freeway.

Proposed Classification Regional Shoreline Recreation Area

Acquisition Priority Group Low

Relative Suitability (M) The prime value of this 70± acre of flat land is its shoreline location and its close proximity to housing and employment centers. This area could accommodate intensive recreation development such as a multiple-use community center (environmental education facilities, arts and crafts, gardening, field and court games, etc.), or it could be kept undeveloped for unstructured Bay Shore recreation activities (e.g., walking, fishing, bird watching, photography, picnicking, free play); some combination would be most appropriate. Unlike most of the other shoreline sites being considered, Berkeley Waterfront (North) is completely man-made, with no rare or outstanding natural features.

Need/Demand (L) There is an urgent need to obtain for public trail and related purposes the immediate Bay shoreline wherever possible throughout the EBRPD, including this area, but this can probably be accomplished without acquiring inland of the immediate shoreline. The adjacent Berkeley Marina already provides some free recreation opportunities, and may provide more in the North Dike area within the next several years. It is difficult to assess the need for additional recreation facilities at this site (beyond the immediate shoreline) until plans for the North Dike area have been completed.

Accessibility (H) The area is highly accessible to a large urban population by walking, bicycle, AC Transit and automobile. The adjacent residential areas are predominantly low-income and minority groups.

Threat of Loss (M) In spite of construction limitations upon larger structures, the land is moderately attractive for private development. Several plans have been proposed by private parties, but none have been approved. Litigation is in progress between the individual owner of a major portion of this area and the City of Berkeley.

Ease of Acquisition (L) There are only two major land owners. FCV per acre is extremely high (over \$30,000 per acre). This factor alone may make acquisition of this site infeasible, especially if any development of the land were required to provide public access along the shoreline. There may be an opportunity here for a cooperative venture between the City of Berkeley, the EBRPD, and a developer, if the site were to be used partly for purposes other than recreation.

Acquisition will probably occur only after agreement between Santa Fe, the several East Bay cities where its Bay and shoreline properties lie, BCDC and EBRPD. Dedications of land and water to public bodies can be expected to be one feature of such agreements. The Regional Park District should participate actively in any talks that are intended to lead to such agreement, in order to represent the interests of the recreation public in the existing shoreline edge and adjoining water. The public may have certain prescriptive rights of access to the property for fishing and other purposes due to long-continued use (under the doctrine of *Dietz v. King*).

Site Name	BLACK DIAMOND MINES ³ [EXPANSION]
Proposed Classification	Regional Park
Acquisition Priority Group	Medium
Relative Suitability (H)	The Black Diamond District once included the prosperous mining towns of Nortonville, Somerville, Stewartville, and West Hartly. All structures have now disappeared except for some covered mineshafts and Rose Park Cemetery. The most distinctive botanical specie in the area is the Coulter pine, which here reaches its northernmost limit. In many places there are mixed Coulter and Digger pines, thus permitting direct comparison on the site between two related species, both characterized by unusually large cones. Several other distinctive and unusual plant forms are found here. The park, new in 1972 and not yet open, needs to be rounded out to incorporate more of these attractive features, to provide the required staging areas, and to protect the viewshed. Ultimately this park has the potential of providing an unusual historically-oriented recreation experience found nowhere else in the East Bay. Intensive development of a few areas for staging, transportation and interpretation will be necessary.
Need/Demand (M)	This is the only Regional <i>Park</i> in the Antioch-Pittsburg area and lies contiguous to Contra Loma Regional <i>Recreation Area</i> [as OVERVIEW proposes it be redesignated] which is heavily used. The uniqueness of the Black Diamond Mines area is expected to attract people from the entire East Bay.
Accessibility (M)	The Black Diamond Mines area is within 5 road miles of Antioch, Pittsburg, and Clayton. It is an easy bicycle ride from Antioch and Pittsburg, but is not within walking distance of any urbanized areas, and does not have bus service at this time. A study of possible extension of BART service to Pittsburg and Antioch is under way.
Threat of Loss (L)	Small portions of the area are developable, but most of the area is remote from urban services and has poor access. The Coulter pine grows on only a few special sites on the west coast. Their existence depends to a large extent on sandy soil such as is found here. There is still a threat of mining of the soil under an alleged federal mining patent; such sand mining could destroy some groups of these pines.
Ease of Acquisition (M)	Litigation is pending on some of these properties. Only a few land owners are involved in the area proposed for expansion. Fairly large areas are required to fully round out the park, but FCV per acre is low (less than \$500). The recent EBRPD purchase of about 2000 acres here was at approximately \$430 per acre.

³The parkland has been called "Coal Mines Area" until now, but the new name is recommended as being historically correct as well as more colorful.

Site Name BOLLINGER CANYON

Location On Bollinger Canyon Road, north of Danville near the south boundary of Las Trampas Regional Wilderness

Proposed Classification Regional Recreation Area

Acquisition Priority Group Medium

Relative Suitability (M) The proposed Bollinger Canyon Regional Recreation Area is part of a ranch of which the larger portion is a recommended addition to Las Trampas Wilderness. Little Hills already exists as a recreation area with a pool, picnic area, barbeque facilities and a playfield, though some improvements and additional facilities would be required. Spring water is abundant, but sewerage (if the volume of visitor use makes it a necessity) would be expensive. There is a very limited amount of flat land; therefore the site should remain as a small recreation area.

Need/Demand (H) Summer use of the existing facility is high. In the past, organized groups from the entire Bay Area have patronized the facility virtually to its capacity every summer weekend.

Accessibility (L) This is the least accessible of all of the proposed recreation areas, but it can be reached from I-680 at San Ramon and from Castro Valley via Crow Canyon Road.

Threat of Loss (M) No official development plans for this particular area have been filed with the County but lot sales are proceeding rapidly in the vicinity.

Ease of Acquisition (M) The single land owner appears willing to sell. In comparison to other proposed regional recreation areas, this site has a low per acre land cost (FCV is \$500 to \$1000 per acre), but the acquisition will also involve the existing extensive improvements.

Site Name	BRIONES [EXPANSION]
Proposed Classification	Regional Wilderness ⁴
Acquisition Priority Group	Medium
Relative Suitability (H)	Briones has a very limited amount of flat land; most of the parkland is a fragile landscape not capable of absorbing a much higher level of development than already exists. The demand for developed recreation facilities nearby can be met by: (1) acquisition of the adjacent proposed Pinole Valley Regional Park; (2) acquisition of the adjacent proposed Brookwood Regional Recreation Area (which would also provide parking and staging for hiking and horseback riding into Briones Wilderness); and (3) expansion of Briones to the southwest to Bear Creek Road (for additional staging area). Other areas recommended for expansion are necessary to round out the viewshed. These are: (1) the Abrigo Valley on the western edge of the park; (2) the Fallen Leaf Valley to the north; (3) the peninsula-like area jutting into the northern edge of the park; and (4) the peaks in the park viewshed to the east.
Need/Demand (H)	From the past user statistics and the volume of interest in Briones expressed during the master planning process, it is evident that there exists a high demand for retaining wilderness at Briones, but also a need for some recreational activity centers in the same general vicinity. These needs can both be met by the acquisition program noted above.
Accessibility (H)	Briones is one of the most accessible of the regional parklands that provide a wilderness experience. It serves central and western Contra Costa County, and even northern Alameda County.
Threat of Loss (L)	No official plans for development of the proposed expansion areas have been filed with the County, but the continued operation of Briones as an undeveloped wilderness depends on the acquisitions noted above.
Ease of Acquisition (H)	The proposed expansion areas average about \$1,000 per acre FCV, but the total acreage required to round out the parkland is fairly small.

⁴Currently Briones is classified as a Regional Park. Because of its large size, its delicate ecological character, and its relatively unspoiled visual qualities, Briones should be redesignated a Regional Wilderness.

Site Name **BROOKS ISLAND [EXPANSION]**

Proposed Classification Regional Preserve (Archeological)

Acquisition Priority Group Medium

Relative Suitability (M) The land commonly called “Brooks Island” is actually three islands connected by a man-made breakwater. The Park District presently owns only the largest, easternmost isle and not all of its shoreline edge. Acquisition of the remainder of “Brooks Island” would increase the recreational opportunities and avoid problems of trespassing and liability.

This is the only island currently in EBRPD ownership. There are excellent views in all directions from its 159’ high peak, and potential public use of more than two miles of shoreline, plus features such as rocky cliffs, pebble beaches, sandy beaches and tidal mud flats. The Indian shell mounds on the Island represent a rare and valuable archeological resource. Some concern has been expressed over whether opening the Island to the public would expose this resource to vandalism and overzealous souvenir collectors. This potential problem must be resolved before the Island can be opened, but it can be resolved and the Island will then present excellent opportunity for interpreting Indian culture. Picnicking, sight-seeing, beach combing and nature study would be other appropriate uses. The major development costs would result from construction of a new docking facility; such a facility should be the minimum needed to serve the expected low volume of visitors, and no marina should be built.

Need/Demand (M) Demand is unknown but the Island is small, and frequent repeated visits probably should not be expected.

Accessibility (L) The islands are close to urban areas but access is very difficult. No public boat service is available; considerable improvements to docks would be necessary to facilitate regular public access by boat.

Threat of Loss (L) There are no known plans for changing the existing undeveloped condition of any of the islands. There are only four landowners within the area of the proposed expansion, including the City of Richmond.

Ease of Acquisition (H) Some of the acreage recommended for acquisition is owned by the City of Richmond. Three private land owners would be involved; their lands have a low FCV per acre (less than \$500).

Site Name	BROOKWOOD
Location	Adjacent to the northeast corner of Briones Wilderness, south of Reliez Valley Road on Brookwood Road
Proposed Classification	Regional Recreation Area
Acquisition Priority Group	High
Relative Suitability (H)	The proposed Brookwood Recreation Area is a small secluded valley, partly open and partly filled with an abandoned walnut orchard. The 20 [±] acres of flat valley floor is ideal for recreation development. The valley is made up of two separate but connected bowls; the upper bowl could be developed as an equestrian facility (if Pinole Valley Regional Park is not acquired), and the lower bowl for a variety of other recreational activities such as picnicking, outdoor swimming pool, and playfields. The surrounding hills should remain in their natural condition. Services (water, sewers, etc.) are less than one mile distant and could probably be extended at moderate cost since the intervening terrain is level.
Need/Demand (H)	Central Contra Costa County does not have a Regional Recreation Area. Large outdoor swimming facilities are in particular demand because of the hot summer climate. Brookwood, Castle Rock and Arroyo del Cerro would each meet part of Central Contra Costa's need for a nearby recreation area, but probably all three are not needed.
Accessibility (M)	Brookwood is less than 3 miles from Taylor Boulevard on the western edge of Pleasant Hill, and within easy reach of Lafayette, Walnut Creek, Concord and Martinez. Reliez Valley Road and Alhambra Road are fairly level, making bicycle access very easy. The Walnut Creek BART station is about 7 miles distant.
Threat of Loss (M)	No official plans for development have been filed with the County, but the owner has informally indicated a desire to develop the valley floor.
Ease of Acquisition (M)	Only two owners are involved and the FCV is in the medium range, around \$2000 per acre.

Site Name	BROWNS ISLAND/WINTER ISLAND
Location	Northeast of Pittsburg in Suisun Bay
Proposed Classification	Regional Preserve (Wildlife)
Acquisition Priority Group	Medium
Relative Suitability (M)	The islands contain the only significant remaining tule marsh in the Park District. The marsh is an excellent example of an estuarine ecology, and differs from most other marshes because of its mixture of fresh and salt water. Up until a few years ago, a heronry existed on Browns Island. The dikes around most of Winter Island would provide an excellent trail system for nature study and interpretive uses. There is adequate water depth for small boats, but the docking facilities need to be improved for ease and safety of access; virtually no other development would be necessary.
Need/Demand (L)	The demand is unknown. Only low intensity use is expected and should be allowed, in order to protect the ecology of the islands.
Accessibility (L)	The site is close to Pittsburg and Antioch and access is by boat only. Future access could be improved by a small-boat rental facility based in Pittsburg, or in the longer term by a shuttle boat.
Threat of Loss (L)	There are no known plans to develop.
Ease of Acquisition (H)	There are four land owners involved. Both islands have a very low FCV per acre (less than \$500).

Site Name CANADA DEL CIERBO

Location North of Highway 4, southwest of Cummings Skyway, near Crockett

Proposed Classification Regional Vehicular Recreation Area (VRA)

Acquisition Priority Group High

Relative Suitability (M) Proposed uses include activities for motorcycles and minibikes, such as cow-trailing, moto-cross, scrambles, and hill climbing. The size is adequate (1400-1900 acres). Facilities for picnicking and spectator viewing should be provided. Other facilities which could be included are: office; showers and toilets; and concessions (refreshment stand, bike squirt, gas, equipment rental). The site has a reasonable variety of terrain with adequate amounts of gently rolling land and very steep land, and a few groves of trees, but the site is less interesting than Devaney Canyon or Rodeo Creek. Residential areas are more than two miles away and only part of the site is visible from Cummings Skyway. The soils which cover most of the area are of the Seahorn and Los Gatos types, both highly erodable. Silta-tion could be easily contained within the valley. There is a major problem of access to the valley; ideally the primary access point and picnic area associated with VRAs should be at the downstream end of the valley, whereas at this site most of the flat land is at the middle and upstream end, and on the adjoining ridgetops. The overall site is less suitable than Rodeo Creek because it would require major development expenses to construct an access road to the center of the site (i.e., the area most suitable for picnicking).

Need/Demand (H) Canada del Cierbo is an alternate site to Rodeo Creek. There is a high demand for all vehicular recreation areas at this time.

Accessibility (H) Excellent proximity to major urban centers in western Contra Costa County. Access would be from Cummings Skyway.

Threat of Loss (L) Only a small area of ridgetop land along Cummings Skyway is flat enough for housing; the rest is very steep and hazardous. There are no known plans for development.

Ease of Acquisition (M) There are only three land owners and no major improvements. The entire site as proposed would have to be acquired for effective use. The site has a medium FCV per acre (\$500-\$1000).

Site Name CASTLE ROCK

Location Southeast of Walnut Creek, off Castle Rock Road

Proposed Classification Regional Recreation Area

Acquisition Priority Group High

Relative Suitability (M) This small but choice site abuts Pine Creek, at the mouth of Pine Canyon which is on the State's priority list for addition to Mt. Diablo State Park. (See Site Evaluation of Mt. Diablo State Park in Section 3 of this Part.) An existing privately-operated recreation area (Castle Rock Park), open to the public, occupies part of the site. The existing swimming pool is very limited in its capacity and would probably have to be supplemented by additional swim facilities in the future. Improvements to the water supply and sewerage disposal system would be necessary. Site flexibility is restricted by the limited amount of flat land.

Pine Canyon contains a diversity of plant materials and an attractive variety of small stream terraces suitable for picnicking. If the State fails to acquire Pine Canyon when the Park District is ready to acquire the Castle Rock site, the Park District should also acquire that portion of Pine Canyon that is in the same ownership as the Castle Rock site, and manage it as a preserve pending possible eventual transfer to the State.

Need/Demand (H) Outdoor swim facilities and associated regional recreational opportunities are in high demand, especially in the hot summer climate of central Contra Costa County. Central Contra Costa needs a convenient regional recreation area. Castle Rock, Brookwood and Arroyo del Cerro would each serve part of the need, but all three are probably not needed.

Accessibility (H) Castle Rock is highly accessible by automobile or bicycle from Walnut Creek and other residential areas in the Ygnacio Valley.

Threat of Loss (L) There are no known plans for subdivision or development in the site itself, although residential development is expanding on the adjacent flatlands along Castle Rock Road.

Ease of Acquisition (M) Only one land owner is involved. The FCV per acre of land is in the low range, around \$500, but the acquisition will also involve the existing extensive improvements. (Acquisition should be coordinated with expansion of Mt. Diablo State Park into adjacent Pine Canyon.)

Site Name CHABOT (ANTHONY) [EXPANSION]

Proposed Classification Regional Park

Acquisition Priority Group Low

Relative Suitability (L) This evaluation⁵ pertains to the 133-acre site that has been reserved for possible future Chabot College use, but may no longer be needed for that purpose. It is situated at the south end of Chabot Regional Park, and includes a high open knoll overlooking the park, some steep wooded slopes facing Lake Chabot, and a small area of flat land near the existing staging area. This proposed addition would provide room for expanding the existing picnic area plus a dramatic viewpoint on the knoll. This expansion is less essential than proposed additions to other parks.

Need/Demand (M) User demand for this expansion area is of little significance; however, the total use of Chabot Regional Park is very high.

Accessibility (M) The existing park facilities are highly accessible by automobile and are within easy bicycling distance from Castro Valley.

Threat of Loss (M) Although the South County Joint Junior College District has not yet declared any intention to sell, it has asked if the Regional Park District is interested in acquiring the site. The land is ideal for housing, is adjacent to urban services, and would probably be developed by private interests if the Park District does not acquire it.

Ease of Acquisition (L) The SCJCD has indicated that it bought the land in 1966 for \$538,500, about \$4,000 per acre. Even this figure is high in comparison to the estimated costs of expansion areas proposed for other regional parklands.

⁵See also the Site Evaluation of another possible expansion of Chabot in Section 3.

Site Name CLAREMONT CANYON

Location North and south of Claremont Avenue, Berkeley, above the Claremont Hotel

Proposed Classification Regional Preserve (Scenic)

Acquisition Priority Group Medium

Relative Suitability (M) This is one of four remaining undeveloped canyons on the Bay side of the Richmond-Berkeley-Oakland Hills. (The others are: Strawberry Canyon; Joaquin Miller Park; and the Rifle Range Branch of Arroyo Viejo, the Mountain Village site.) Claremont Canyon provides both an open space backdrop for the shoreline cities and excellent views out across the Bay. Most of the Canyon is in its natural condition and includes a mixture of grass and brushland, mixed oak woodland, and introduced species of pine, eucalyptus and redwood. Although the flora and fauna are attractive and suited for an ecological preserve, they are not as unique as those at Huckleberry Regional Preserve.

Need/Demand (M) Local citizens' groups have documented the need to preserve the area as a low intensity preserve adjacent to the urbanized community. "Berkeley Open Space," part of the Canyon which is already leased by EBRPD from the State, receives frequent use.

Accessibility (H) The Canyon is adjacent to a densely urbanized area. It is accessible by foot, bicycle, or AC Transit from Oakland and Berkeley, and from three BART stations.

Threat of Loss (L) The upper end of the Canyon is protected through the ownership of the University of California. The City of Oakland owns Garber Park, a small parcel at the Canyon's southwest end. The land most suitable for development is privately-owned and is part of an old subdivision. This may pose a significant threat to the Canyon.

Ease of Acquisition (M) The site includes "Berkeley Open Space" (the 80 acres of land currently being leased by EBRPD from the State), plus Oakland's Garber Park and the University of California's property at the head of the canyon. These should either be acquired, or arrangements made (lease or management agreement) to secure cooperative land management policies and appropriate public access to lands retained by these other government agencies. The remaining lands are privately owned and have an average FCV of \$1000 to \$2000 per acre. One major private owner has indicated a willingness to sell to the Park District.

Site Name COASTAL RANGE PEAKS

Location Southeast of Fremont and northwest of Calaveras Reservoir

Proposed Classification Regional Preserve (Scenic)

Acquisition Priority Group Medium

Relative Suitability (H) Mission Peak (2517'), Mt. Allison (2658') and Monument Peak (2595') together form an impressive visual element unparalleled in Alameda County. Not only do these Peaks contain interesting geological formations (fossils, etc.), but the views from the tops are impressive. Because the area is adjacent to a vast area already in public ownership (San Francisco Public Utilities Commission—Water Department), it has the potential of becoming a Regional Preserve on the edge of a Regional Wilderness. A Regional Trail is planned through the area to connect Ohlone College to the north and Santa Clara County to the south. Acquisition of approximately 1500 acres would secure the three peaks.

This acquisition would include only the peaks (above approximately 2000'); the foothills to the west are in private ownership and within the zoning jurisdiction of the City of Fremont. The impact and value of this scenic preserve would be greatly diminished if the foothills were not safeguarded from any but the most open and careful development.

Need/Demand (L) Unknown user demand. There are no comparable physiographic features in any of the existing or proposed regional parklands. Use is expected to be low.

Accessibility (M) Access by all modes of ground transportation is difficult. About 4 miles of paved but narrow, winding and fairly steep road links the Peaks with Mission Boulevard in Fremont. The site is a steep hike from any direction and bicycle access is very difficult.

Threat of Loss (L) There are no known plans for development of the area. Although a significant portion of the ridge is level and stable enough to accommodate building, immediate development is unlikely because the site is remote from existing urban areas and sewer and water services. Most parcels are under Williamson Act contract.

Ease of Acquisition (H) There are only a few land owners, each with large holdings. The per acre assessors' valuation is low (less than \$500 FCV per acre).

Proposed Classification Regional Park

Acquisition Priority Group High

Relative Suitability (H) Expansion into the following areas would be desirable: (1) on the north side of Alameda Creek, a small area for trails and trailheads, and, possibly, an equestrian center; (2) to the east at least as far as the proposed "Shoreline Freeway" (whether it is built or not), to include agricultural lands; and (3) south as far as the future Dumbarton Freeway, to include all of the remaining Coyote Hills beyond the present Park boundaries.

The primary emphasis in expanding the existing Regional Park should be in an easterly direction. This is prime agricultural soil and would be ideally suited for use as a "working farm" (i.e., an operating agricultural facility open to the public for interpretive purposes). Most of the area could also be leased back to private interests for continued vegetable production. None of the other sites qualifying for acquisition include this type of use which would provide recreational and learning opportunities unique in the Bay Area. The proposed farm would further serve as a buffer to the existing freshwater marshlands and archeologic site. Sewer and water services are available.

The lands to the north of Alameda Creek Channel are required for staging facilities for the Alameda Creek Equestrian/Hiking Trail. Previous proposals for a marina, sailing lagoon, and swimming facilities in this area are inappropriate.

Need/Demand (M) Since the working farm concept has never been tried in the Bay Area, the need is difficult to measure; however, it can be safely assumed that the uniqueness of this recreational opportunity would attract large numbers of people, especially since agricultural activities are rapidly disappearing from the East Bay.

Accessibility (H) The Park is easily accessible by freeway and bicycle from several urban centers. It is within walking distance of Newark and is a short drive from Fremont and Hayward. A regional hiking, riding and bicycle trail runs through the park along Alameda Creek Channel.

Threat of Loss (H) The entire area is suitable for development; the land is flat, and it lies within the City of Fremont and could be easily serviced with sewers and water. There is a proposal to build a residential development on an adjacent property which is similar in character to this area. (See Site Evaluation on Ardenwood.)

Ease of Acquisition (L) Only a few land owners are involved. One appears to be agreeable to selling his lands for a working farm. FCV is between \$500 and \$1000 per acre.

Site Name DEVANEY CANYON

Location South of Highway I-580, two miles west of its junction with Highway I-680

Proposed Classification Regional Vehicular Recreation Area (VRA)

Acquisition Priority Group High

Relative Suitability (H) Proposed uses are for motorcycles and minibikes. The size, approximately 1200 acres, is adequate. The site has good slope variety although there is a shortage of flat land for staging facilities in the main valley. The area has an excellent variety of vegetation; two-thirds of the area is heavily wooded, making this the best of all the potential Vehicular Recreation Areas for trail riding. Most of the wooded area is underlain by a soil (Los Gatos loam) that allows a very rapid water runoff so the erosion hazard is severe. Most of the open area is underlain by two varieties of silt-loam (Los Osos-Millsholm complex and Millsholm silt-loam). These are medium-textured soils with a very high erosion hazard, but a reasonable regenerative capacity. The rainfall in the area is 20" to 23" annually, higher than other areas. This may increase erosion hazard on the one hand and help the regeneration of grasses on the other. The area is visually secluded and cannot be seen from any major roads or residential areas. Furthermore, the valley has a great capacity to contain noise. Visual scarring and noise could cause minor problems for housing or other parklands along Main Ridge, but the problems could be minimized by preserving as a forested buffer zone the area between the ridgetop and the proposed VRA. There are no problems of access to the site.

Need/Demand (H) There is a very high user demand. Devaney Canyon and Doolan Canyon are *alternate* sites; both are not needed at this point in time. If Devaney Canyon is acquired, because it lacks flat and gently rolling areas, it should be supplemented by a less-challenging, smaller area (Camp Parks or Tunnelrock Quarry).

Accessibility (M) The site has excellent access from Routes I-680 and I-580. It is within a one-half hour drive of Fremont and Oakland, but is not as close to urban areas as the potential Tunnelrock Quarry VRA.

Threat of Loss (L) Urban services are within a mile of the site but little of the land is developable because of its steepness. There is no known threat to the area.

Ease of Acquisition (M) Virtually all properties within the site would have to be acquired to allow effective use of the area. This would involve 23 land owners, and two residences might have to be acquired. Some small, expensive parcels on the flat land could be excluded if necessary. FCV is \$500-\$1000 per acre.

Site Name	DOOLAN CANYON
Location	North of I-580 and the Livermore Airport
Proposed Classification	Regional Vehicular Recreation Area (VRA)
Acquisition Priority Group	Medium
Relative Suitability (M)	<p>Proposed uses are for motorcyclists and minibikes. The site is approximately 1900 acres, adequate for a VRA. The area is made up of five separate but related bowls, and offers good slope variety and ample flat land for staging, but because there are no trees or shrubs, the area is visually less appealing than either Devaney Canyon or Rodeo Creek.</p> <p>Except for small patches or strips along the valley floor, Doolan Canyon is entirely composed of fine-textured soils in the Diablo clay series. These soils tend to become adhesive and gooey when wet, making it difficult for vehicular recreation. They are fairly deep and have a range of erosion hazard from slight to severe. All have a high natural fertility indicating good regenerative potential. A strip of Pescadero clay runs along the valley floor. This has a high alkali content, presenting limitations for tree growth. The annual rainfall (14"-16") is lower than all other VRA sites. With these soil types and rainfall, there will probably be a tendency for the trails to become hard and glazed and resistant to erosion.</p> <p>Visual seclusion is excellent; none of the valley is visible from roads or freeways. The closest residential area is three miles away.</p>
Need/Demand (H)	There is a very high user demand. Either Doolan Canyon or Devaney Canyon would be an adequate facility for Alameda County; they are <i>alternate</i> sites.
Accessibility (M)	Overall accessibility to the site is good. It is within 20-30 minutes drive of Hayward and Fremont, and has excellent access from Highway I-580. It is not as close to urban areas as the potential Tunnelrock Quarry VRA.
Threat of Loss (L)	The area is currently used for grazing. There are no known private development plans. However, the Alameda County Flood Control and Water District has proposed to construct a waste water storage reservoir in Doolan Canyon and to use the watershed (which coincides with the potential vehicular recreation area) for hillside spray disposal. Construction, which would require the approval of a Water District bond issue, is unlikely to begin before 1980. But use of this site as a VRA is incompatible with the proposed reservoir, and the Park District should postpone any acquisition measures for this site unless and until it is determined that the reservoir will not be built.
Ease of Acquisition (H)	There are eight land owners and several houses that would have to be acquired. The FCV is less than \$500 per acre, one of the lowest of the potential VRA sites.

Site Name EMERYVILLE CRESCENT

Location West of the Eastshore Freeway, between Powell Street and the approach to the Bay Bridge Toll Plaza

Proposed Classification Regional Preserve (Wildlife)

Acquisition Priority Group Medium

Relative Suitability (H) This area is a shoreline marsh, but it is not as undisturbed or as large as the proposed Old Alameda Creek Marsh Preserve. It is suitable for trail access and driftwood sculpturing. Virtually no development is required except to provide for improved public access and staging for the proposed regional shoreline trail.

Need/Demand (M) Public access to the shoreline is very scarce everywhere. So are remaining marshes; the closest one being considered for protection is in San Leandro Bay, 6-7 miles to the south of Emeryville Crescent.

Accessibility (H) A large urban area is nearby to the east but it is separated from the shoreline by a wide industrial zone, and the adjacent Eastshore Freeway. AC Transit serves the adjacent residential and commercial development and buses pass the site.

Threat of Loss (L) There are no known plans for alteration of the existing character of the area. The shoreline, marsh, and water are under BCDC control.

Ease of Acquisition (M) There is only one land owner (Santa Fe Railway) and the land has a medium per acre FCV of \$1000-\$2000.

Acquisition will probably occur only after agreement between Santa Fe, the several East Bay cities where its Bay and shoreline properties lie, BCDC and EBRPD. Dedications of land and water to public bodies can be expected to be one feature of such agreements. The Regional Park District should participate actively in any talks that are intended to lead to such agreement, in order to represent the interests of the recreation public in the existing shoreline edge and adjoining water. The public may have certain prescriptive rights of access to the property for fishing and other purposes due to long-continued use (under the doctrine of *Dietz v. King*).

Proposed Classification Regional Park(s)

Acquisition Priority Group High

Relative Suitability (H) Garin Ranch Regional Park will at some point in the future be joined by Dry Creek-Pioneer Regional Park, with which it has a short common boundary, many common problems and many shared opportunities—all of which demand joint overall site planning of the two parks. Level of development and intensity of use in both parks should be low (more comparable to Redwood than to Tilden Park). Several additional parcels are essential if the adjoining parks are to function effectively. These parcels include: (1) a knoll within the viewshed to the north-east; (2) the densely-wooded canyons and ravines to the east; (3) an area between Garin and Dry Creek-Pioneer, in the western viewshed of both, which would serve to tie the two ranches together and would provide an important focal point for recreational activities; and (4) small areas of flat and valley lands to the south-east and south of Dry Creek-Pioneer Park which are essential for future staging and the development of use activity areas. These expansion areas are more important than those for any other regional parkland because small additions would resolve many of the existing problems and enable the entire two-park area to function well.

Need/Demand (M) These parks are needed to complement the intensively-developed Recreation Areas (Don Castro and Cull Canyon) to the north and the low-intensity natural area (Coyote Hills) to the southwest. They would also harmonize with the proposed Vargas Road Plateau Regional Park nearby, which would be more intensively developed than these parks.

Accessibility (H) Garin and Dry Creek are equally distant (about 5 miles) from the BART Stations in central Hayward and Union City. Residential areas in southern Hayward and Union City are within walking distance.

Threat of Loss (M) The additional lands required could be easily developed, although the owners' plans are not known at this time. Sewer and water services are within one-half mile. There is considerable pressure for the construction of a public road to reach Walpert Ridge through Garin, or through the future Dry Creek-Pioneer Park. Such a road in any location within the parks would destroy much of the scenic and use potential. There appear to be alternate routes, both north and south of the parks, adequate to serve whatever development is approved on Walpert Ridge.

Ease of Acquisition (M) Six land owners are involved, but only two hold the most critical lands. FCV is \$1000-\$2000 per acre. A relatively small total acreage is involved.

⁶The Meyers property, when it comes into Park District ownership upon expiration of current life estates, will be known as Dry Creek-Pioneer Regional Park. Joint planning of Dry Creek-Pioneer and Garin is underway.

Site Name	HOFFMAN MARSH
Location	North of Pt. Isabel, west of Hoffman Boulevard on the Richmond Shoreline
Proposed Classification	Regional Preserve (Wildlife)
Acquisition Priority Group	Low
Relative Suitability (L)	The northern section of this marsh is mostly pickleweed, with a sizable stand of healthy cordgrass in the southwestern portion. Dr. H. Thomas Harvey, San Jose State University ecologist and consultant to BCDC, indicates that in comparison to other marshes in the East Bay, this marsh is of minimal quality. It could be used for interpretive purposes with little development.
Need/Demand (M)	Other marshlands are proposed for protection in the East Bay (Emeryville Crescent, San Leandro Bay, Point Pinole, etc.), but the nearest one is over four miles away.
Accessibility (H)	The marsh is within walking distance of a heavily populated urban area. It is close to bus routes and one mile from a BART station.
Threat of Loss (L)	One alternative alignment for the proposed Hoffman Freeway (Route 17) would run through the marsh; however, the area is under BCDC jurisdiction and there is a serious question as to whether it would permit fill for highway construction.
Ease of Acquisition (L)	A portion of the site is in State ownership. The remainder is owned by the Santa Fe and Southern Pacific Railroads. In comparison to other proposed Regional Preserves, the FCV per acre is very high (\$5000-\$10,000).

Site Name HUCKLEBERRY

Location Between Sibley and Redwood Regional Parks, east of Skyline Boulevard, off Manzanita Drive

Proposed Classification Regional Preserve (Botanical)

Acquisition Priority Group High

Relative Suitability (H) The area (which has been called Huckleberry Trail) is located on the east-facing slope between Sibley and Redwood Regional Parks. The unusual vegetation, rocks and soil, together with the particular slope and climatic features, have combined to create an area of exceptional scientific, educational and esthetic value. No other site within the Park District (and perhaps within the Bay Area) has comparably unique botanical features in such a compact setting. Few improvements are needed to make the area suitable for public enjoyment and interpretation, although adequate and separate equestrian and foot trails should be provided. The Skyline National Trail, which runs along the ridges of the Berkeley-Oakland Hills, will pass through the Preserve.

Need/Demand (H) Students and staff from many educational institutions have used the area for study purposes. Public demand is unknown, but a citizen group has actively worked for several years to have the area protected.

Accessibility (H) The site is adjacent to residential areas of Oakland, and is only a short walk from the nearest bus stop.

Threat of Loss (H) Most of the land is in private ownership. A few places were bulldozed during 1972, indicating the intention of the owner of one key parcel to develop his property; in early April, 1973, the Park District reached agreement on purchase of this property, prior to trial of the eminent domain action it had filed some months earlier. Sewer and water lines are nearby; thus, the remainder of the area is still severely threatened.

Ease of Acquisition (M) Several land owners are involved. The FCV is \$1000-\$2000 per acre; the 51-acre parcel just acquired sold for \$1570 per acre.

Site Name LAS TRAMPAS [EXPANSION]

Proposed Classification Regional Wilderness⁷

Acquisition Priority Group High

Relative Suitability (H)

The expansion areas, desirable for rounding out the existing parkland to form a more usable and easily managed unit, lie in several directions from the present Park: (1) west—the upper reaches of Las Trampas Creek, for staging and future access from the north; (2) northwest—to include Las Trampas Peak; (3) northeast—to include Corduroy Hills; (4) southeast—to include County property that might make a good site for a Park District corporation yard; and (5) south—a small area beyond Little Hills which would include part of Rocky Ridge's east-facing slopes. The expansion areas include good views, an abundance of spring water, unusual geological formations, and rich wildlife habitat. Vegetation is attractive and undisturbed, but less spectacular than that within the proposed Morgan Territory Regional Wilderness.

The existing parkland is contiguous with large EBMUD holdings which extend the "visual wilderness;" they include part of Rocky Ridge which would make a valuable addition to the west of the present Park. The proposed Bollinger Canyon Regional Recreation Area, adjacent to the south, could contain a new staging area for Las Trampas, as well as intensive recreation.

Need/Demand (M)

The existing parkland is well used, and will continue to be as population and leisure time increase.

Accessibility (H)

The area is close to the San Ramon Valley. It has excellent access from Highway I-680, and bicycle access is feasible from parts of the San Ramon and Amador Valleys.

Threat of Loss (H)

Subdivision and lot sales are proceeding at a rapid rate around the east and southeast edges of the existing parkland. Therefore, any proposed additions must be acquired with a high degree of urgency. Although no official development plans have been filed for them, sewer lines will probably be extended nearby in the immediate future and other utilities are available.

Ease of Acquisition (M)

The few affected land owners appear willing to sell; however, the value of the land (\$500-\$1000 FCV per acre) is higher than that at Morgan Territory.

⁷Now called a Regional Park, Las Trampas should be redesignated to reflect the parkland classification appropriate to its character.

Site Name MILLER (GEORGE JR.) [EXPANSION]⁸

Proposed Classification Regional Shoreline Recreation Area⁸

Acquisition Priority Group High

Relative Suitability (M)

The combination of the Bay shoreline and the dramatic hill forms makes the Pt. Richmond area a unique open space resource in the entire East Bay. Adequate flat land is available for high-use shoreline recreation facilities, and the hills are well suited for use as undeveloped viewshed and vantage points. Spectacular views of the Bay to the west and the urban environment to the east are visible from the ridges. The conjunction at this site of Bay and land, hill and flat, developed and natural, makes this site a potential environmental education area.

There are several problems which interfere with public use of the site. Presently, the small area in Park District ownership is accessible only from Garrard Boulevard which passes through a narrow tunnel. This situation would be improved by the building of another access road (Canal Boulevard) around the southern end of the point. A chemical plant, a rifle range and a motorcycle club are located on the limited flatland east of Garrard Boulevard, and represent undesirable intrusions. Pedestrian access to the water's edge is obstructed by the Santa Fe marshalling yards.

The existing EBRPD holdings in this area (Nicoll Knob and the 8.5 acre flat parcel west of Garrard) are too small alone to form an effective parkland unit; however, the site, if expanded, has the potential of providing a wide variety of recreational opportunities.

Need/Demand (H)

There is active public interest in seeing this site acquired for regional parkland use, and a need for recreational opportunities for the neighboring low-income and minority groups.

Accessibility (H)

The nearest bus service is about one-quarter mile away from the westerly flat lands but could probably be extended along Garrard Blvd. to any future park development. The site is adjacent to a large low-income and minority population. Access by bicycle is good except for restrictions at the tunnel. Canal Boulevard is likely to be extended around Point Potrero to connect with Garrard Boulevard.

Threat of Loss (M)

The flatlands are zoned for industrial use, and the hills zoned for residential use. The Richmond Coastline Study recommends that steeplands remain in open space, and that slopes up to 25% on both sides of the ridge be used for residential development.

Ease of Acquisition (L)

Except for one subdivided area, the site is owned by relatively few owners. The cost of acquisition of privately owned lands is likely to be very high, and a few land owners have resisted the idea of selling their lands for park purposes. The FCV per acre is fairly high (\$2000-\$5000).

⁸The parkland is now called a "Regional Park" but should be redesignated to reflect its actual character, as it exists and as it will remain after expansion. The word "memorial" should also be dropped from the name; it makes the present name overly long and unwieldy, and none of the other parklands that are named for a person are called "memorial."

Site Name MORGAN TERRITORY

Location On Morgan Territory Road, 10 miles southeast of Clayton

Proposed Classification Regional Wilderness

Acquisition Priority Group Medium

Relative Suitability (H) The area is (upon certain conditions) very suitable for a Regional Wilderness because with a relatively small amount of acquisition, the watershed and viewshed could be adequately protected. Outstanding qualities of the area include: (1) some of the most diverse variety and oldest stands of oak in Contra Costa County; (2) a variety of terrain (dense woodland, open grasslands, excellent views); (3) a half-mile long cliff with many caves; (4) a long, wide, flat ridge extending for about three miles (this could provide an opportunity for less energetic visitors to obtain a varied wilderness experience); and (5) excellent wildlife habitat (falcons, deer). The site is very flexible and could accommodate different uses as the need arises. Water is not abundant, but several small springs are found on the site.

Morgan Territory Road runs through the center of the site and this is a negative feature. Acquisition should not be pursued until there is legal assurance that Morgan Territory Road will be closed to through traffic or at least limited permanently to two narrow lanes on its present roadbed.

Need/Demand (L) Although Morgan Territory would provide an excellent wilderness experience, there are two other regional parklands in Contra Costa County which accommodate the wilderness-seeker—Las Trampas and Briones. Mt. Diablo State Park is also nearby. Therefore, at this time, the need appears to be fairly low. (If Pinole Valley Regional Park is not acquired and developed, Briones will have to function as a Regional Park and the need for this wilderness will increase.)

Accessibility (M) This site is more remote than Briones and Las Trampas. Automobile access requires driving several miles of narrow, winding road, with some steep hills, from both north and south.

Threat of Loss (M) The land is currently being used for grazing. Half of the site is in agricultural preserve status, but the critical area is not. There are no known plans by the owners to develop the land, although over one-third of the proposed site is flat and stable enough for housing. Domestic sewer and water lines are several miles distant. Tree cutting for commercial firewood is taking place on nearby properties and could be a threat in the future.

Ease of Acquisition (H) There are very few owners, each with relatively large acreage. Property lines do not coincide with the desirable park boundaries, so that some non-essential land may have to be acquired if owners are unwilling to split their parcels. The FCV per acre is low (less than \$500).

Site Name MOUNTAIN VILLAGE SITE

Location In the Oakland hills, off Campus Drive, between Redwood Road and Keller Avenue

Proposed Classification Regional Preserve (Scenic)

Acquisition Priority Group Medium

Relative Suitability (M) The site encompasses the upper reaches of the Rifle Range Branch of Arroyo Viejo, and contains a wide variety of wildlife and a range of plant associations that is unusual for a small area. Virtually all the plants in the area are native species, although there are no rare or endangered species. Proposed uses would include nature trails for interpretive use, an ecological study area, and through trails for hiking and riding. The site is about the same relative quality as Claremont Canyon, but not as good as Huckleberry Preserve. The area is less visible from the cities to the west than is Claremont Canyon.

Need/Demand (L) Low intensity use is expected. The site is fairly close to both Claremont Canyon and Huckleberry Preserve.

Accessibility (M) The site is near residential areas of Oakland, but because of the topography it is less accessible than many other proposed preserves.

Threat of Loss (M) The threat to the area is extremely high. A major development has been proposed for the site. If the development goes ahead under current site plans, 480 acres would be retained in open space but the site would be so affected that it would have little or no value as a Preserve. The City of Oakland approved a tentative master plan for the project, but opponents successfully challenged the approval in court, and the City is now reviewing the proposal again.

Ease of Acquisition (L) Acquisition would be very difficult because of the owner's high asking price and the large acreage involved. (FCV per acre is between \$5000 and \$10,000.) This factor, considered in conjunction with the site's medium suitability, makes acquisition of the area a poor use of EBRPD funds. This might change if litigation or a change in the City's attitude stopped or long delayed the owner's proposed development.

Site Name OLD ALAMEDA CREEK MARSH

Location On the Hayward Shoreline, south of the San Mateo Bridge

Proposed Classification Regional Preserve (Wildlife)

Acquisition Priority Group Medium

Relative Suitability (M) This shoreline marsh of almost 500 acres is the largest such area to be found in one unit between Richmond and Fremont. It is ideally suited to interpretive uses. The existing east-west levees could be used for trails, but small parking areas and a pedestrian bridge over the Old Alameda Creek channel would have to be provided. These levees, which are narrow and unpaved, probably could not be used for automobiles or a public transportation system without upgrading at considerable expense. The proposed Regional Shoreline Trail would follow the north-south levees through the site.

Need/Demand (M) For several years the area has been used for nature study by students at Cal-State Hayward, with special permission from land-owners. The area is close to both Coyote Hills Regional Park and the new San Francisco Bay National Wildlife Refuge, and having a different character, it would complement these other parklands.

Accessibility (M) The area is within a few minutes drive of both Hayward and Fremont. It is not within walking distance of any urbanized areas, but can easily be reached by bicyclists from these areas.

Threat of Loss (L) There are no known plans for removal or destruction of the marsh.

Ease of Acquisition (H)⁹ There is one major landowner, the Leslie Salt Company, and the FCV per acre is low (less than \$500).

⁹Information received recently indicates that the State may have a valid claim to ownership of this site. The Park District should not agree to purchase from the private "owner-of-record" for any but a token payment, or commence eminent domain proceedings, until agreement on or judicial determination of the State's claim has been made.

Site Name PINOLE VALLEY

Location On Bear Creek Road, two miles north of Briones Reservoir

Proposed Classification Regional Park

Acquisition Priority Group Medium

Relative Suitability (M) The site is an attractive, undeveloped valley with open grasslands, wooded draws and a tree-lined stream bed. It is the only large undeveloped area of flatland left near major cities in western Contra Costa County. The valley floor is ideally suited to intensive recreational development. The viewshed is compact and relatively easy to protect. The site could serve as a connection between the adjacent Briones Regional Park to the east and the EBMUD lands to the northwest; EBMUD's long-proposed, but postponed, Pinole Reservoir would be one mile to the north-west.

The major problem in developing the area for park purposes would be the lack of sewer and water services. The closest utilities are 3½ miles away. The problem may even be more severe than at the potential Vargas Road Plateau Regional Park site.

Need/Demand (H) There is an urgent need for an area suitable for developed recreation facilities in central Contra Costa County. Tilden Park cannot accommodate many more facilities or people; therefore there is pressure to develop Briones, but OVERVIEW recommends that Briones be classified as a Regional Wilderness. Pinole Valley could accommodate many kinds of recreation needs and would thereby relieve the pressure on Briones. The Need/Demand is therefore of equal importance to completing existing parks. Proposed regional recreation areas (Brookwood, Castle Rock and Arroyo del Cerro) would do part of what this Regional Park would do, but by no means everything.

Accessibility (M) Bear Creek Road runs through the center of Pinole Valley. The site is about equally distant (i.e., 10-14 miles) from Walnut Creek, Berkeley and Richmond, and a little closer to Orinda and Martinez. Populated areas, especially in the City of Pinole, surround the site, but none are as close as Berkeley is to Tilden. Pinole Valley is not within easy walking distance of any city, but because of the level approach from the west, bicycle access would be feasible although several miles in length.

Threat of Loss (L) The site is very suitable for development because of the large amount of flat land, but urban services are lacking. Some parcels have been subdivided, but there are no known plans for residential development of the area.

Ease of Acquisition (L) There would be many landowners involved in acquisition of the land, and several residences are located in the Valley. (These, however, could be left in place at least for some time.) FCV is between \$500-\$1000 per acre.

Site Name POINT PINOLE [EXPANSION]

Proposed Classification Shoreline Regional Park

Acquisition Priority Group Low

Relative Suitability (L) (As part of its recent acquisition of Point Pinole from Bethlehem Steel, the EBRPD holds an option, exercisable in 1975, on an additional 75 acres of land and water. It is expected that the EBRPD will exercise this option since the area encompasses a valuable shoreline marsh area. The optioned 75 acres is placed in a "Special Category" in the figures that present the recommended acquisition programs.)

This site evaluation covers another area, the area between the existing southeast boundary of Point Pinole Regional Park and the Southern Pacific Railway line. If this parcel were acquired, the southeast boundary would be almost entirely at the railway line. Although it is not absolutely essential for the effective recreational use of Point Pinole, acquisition of this area would prevent any visual intrusion west and north of the Southern Pacific Railway tracks.¹⁰

Need/Demand (L) User need has already been satisfied by the recent acquisition, so the need for the additional lands (except for the option parcel on the shoreline) is not as important as rounding out some of the other regional parklands.

Accessibility (H) Point Pinole is close to North Richmond, Pinole, and El Sobrante. It is easily accessible by road and bicycle from these communities. It is 4 miles from the northern terminus of BART.

Threat of Loss (M) The land is owned by Bethlehem Steel whose plans are not known at this time. It is suitable for development and has easy access to sewer, water and other urban services.

Ease of Acquisition (L) Based on the recent transactions with Bethlehem Steel, the FCV per acre is extremely high.

¹⁰This site is treated only as a Preferred Acquisition; there is no Minimum Acquisition for it.

Site Name REDWOOD [EXPANSION]¹¹

Proposed Classification Regional Park

Acquisition Priority Group Medium

Relative Suitability (M) Redwood is a fairly complete park; only a few small additions are desirable for the purposes of completing the upper viewshed, and controlling the visual corridor along the main access (Redwood Road). This would entail acquisition of small parcels in the viewshed along the northwest boundary and properties on both sides of Redwood Road along the southwest boundary. Suitability is less important here than for parcels protecting views in some other parks (Wildcat Canyon, Garin, Black Diamond Mines) because the intrusions here are small and near the perimeter.¹²

Redwood Park's main attractions are: picnic areas, camp areas, extensive hiking and equestrian trails and, most of all, the natural qualities of the heavily-forested valley. Redwood should remain as a relatively undeveloped park, with future improvements centering on staging facilities for automobiles, at the perimeter off Redwood Road and/or alternate potential entrances off Skyline Boulevard, and a low-environmental-impact way of moving people within the Park.

Need/Demand (M) Redwood Park is heavily used and this popularity is expected to continue. The private lands suggested for expansion will not affect the usability of the park but they will preserve the uncluttered views now enjoyed by many.

Accessibility (M) The park is close to urban areas and is easily reached by car, but is not within easy walking or bicycling distance of major population centers.

Threat of Loss (L) There is a low threat of loss on most of the private parcels required for the protection of the park's visual integrity.

Ease of Acquisition (M) Several parcels on the northwest perimeter are owned by EBMUD. Properties along Redwood Road are numerous and small; however, over half are owned by EBMUD, and it appears that two large privately-owned parcels may be given to EBRPD.

¹¹See the related Site Evaluation of Roberts Regional Recreation Area in Section 3.

¹²This Site Evaluation does not cover the one-acre parcel along Skyline Boulevard just southeast of Park District Headquarters. The Park District Board (upon recommendation of OVERVIEW and the Citizens Task Force) has already expressed an interest in acquiring this property (the "Wood Property"), if possible, for Headquarters parking, future park staging, and viewshed protection. But the District staff and the owner have been unable thus far to agree on a purchase price for recommendation to the Board of Directors. The Wood Property is placed in a "special category" in the figures that present the recommended acquisition programs.

Site Name RODEO CREEK

Location South of Highway 4, between I-80 and Martinez, near Christie

Proposed Classification Regional Vehicular Recreation Area (VRA)

Acquisition Priority Group High

Relative Suitability (H) The site, approximately 1200 acres, is adequate in size for a VRA. This site has the best slope variety of all the potential VRA sites, having adequate flat and steep lands. There is some tree cover, but the area is mostly open grassland. There is excellent visual seclusion and isolation from residential areas. Most of the soils on this site are in the Millsholm series which have a very high erosion hazard and a moderate regenerative capacity. Also common on this site are soils of the Lobo series which have a greater resistance to erosion than the Millsholm soils. Overall, the soil erosion hazard is moderate to high, but there is little evidence of sliding and good opportunities for controlling siltation.

Need/Demand (H) There is a very high user demand. Rodeo Creek and Canada del Cierbo are *alternate* sites for satisfying the demand in Contra Costa County. Two vehicular recreation areas are being planned in southern Solano County by private developers. One is a 700-acre site, 3 miles northeast of Benicia; the other is a 2000± acre site west of Cordelia. If either one is implemented, some of the needs of Contra Costa County motorcyclists will be satisfied.

Accessibility (M) Accessibility is good. The area is within 20-30 minutes drive of all major Contra Costa County cities and of Berkeley. Route 4 is planned for eventual all-freeway construction.

Threat of Loss (M) Much of the land can be developed although there are no known plans by owners to do so and urban services are several miles away. Part of the area may be designated by LAFCO as within ultimate city boundaries.

Ease of Acquisition (M) The entire area would have to be acquired for effective use of the site. There are about 14 landowners and four residences that would have to be acquired. The FCV per acre is low (less than \$500).

Site Name SAN LEANDRO BAY

Location East and north of the Oakland Airport, west of the Nimitz Freeway

Proposed Classification Regional Shoreline Recreation Area

Acquisition Priority Group High

Relative Suitability (H) The area possesses several rare qualities: (1) it is a major water-oriented open space in the heart of an urban area; (2) it provides an excellent wildlife habitat in Arrowhead Marsh; (3) it is highly suited to shoreline access and a multiple-use trail system, the only place in the East Bay with the potential for a circular shoreline loop trail (most other shoreline trails are linear with widely-spaced access points). With adequate acquisition and careful design, the site could accommodate a balance between wildlife preservation (low-intensity use and nature-interpretive facilities) and developed recreation facilities to serve the needs of the site's low-income neighbors as well as other residents of the East Bay.

Need/Demand (H) The area includes a substantial amount of Bay shoreline and is close to an urban population that has few recreation facilities or open space.

Accessibility (H) The site is adjacent to a low-income area, less than a mile from a BART station, and very near a major freeway. Regional hiking and bicycling trails are planned to encircle San Leandro Bay and to connect shoreline points north and south.

Threat of Loss (H) There are several threats to the integrity of San Leandro Bay. They include: a proposed bridge or tunnel between 66th Avenue and Doolittle Drive; a possible rail crossing connecting the Coliseum BART station with the Oakland Airport; and a sewage plant on EBMUD's property south of East Creek Channel. Any of these would severely affect the potential parkland use of the Bay and shoreline, and the Park District should make no commitment to develop the area as a parkland without an agreement settling the future of these threats. Private developments are or may be planned on the few privately-owned parcels qualifying for acquisition (Navaho Trucking, PG&E); these would reduce the scope of the potential Recreation Area, but would not make it infeasible. The City of Oakland is considering an extension of Edgewater Drive northward (across Damon Channel) which could wipe out a marsh and limit the area available for recreational activities.

Ease of Acquisition (M) A small park already exists behind the Oakland Service Center, off of Edgewater Drive south of Damon Channel; this City of Oakland Park might become part of the Regional Shoreline Recreation Area. A trail will be built along San Leandro Creek by the Alameda County Flood Control District. Much of the site is owned by the Port of Oakland which appears willing to lease the whole of San Leandro Bay plus the shoreline access for a nominal fee, and by EBMUD. Small portions of the proposed park (all within Oakland) are in private ownership and are in the very high price range.¹³ (See Site Evaluation of Bay Farm Island in Section 4.)

¹³The Minimum Acquisition described in Figure 8 does not include these privately-owned properties; the Preferred Acquisition does.

Site Name	SAN PABLO CREEK MARSH
Location	On the Richmond shoreline, between Point San Pablo and Point Pinole
Proposed Classification	Regional Preserve (Wildlife)
Acquisition Priority Group	High
Relative Suitability (H)	At the mouth of San Pablo Creek there is a large saltmarsh composed mainly of pickleweed, with some cordgrass and salt grass. All marshlands around the Bay are scarce wildlife habitats. BCDC classified this marsh as having medium wildlife value. Of the approximately 400 acres recommended for acquisition, about 140 acres are marshland and the rest mud flat. No development other than boardwalks and interpretive facilities for environmental education is recommended.
Need/Demand (H)	Apart from the nearby Wildcat Creek Marsh, no other marshlands of any significant size remain between Martinez and San Leandro Bay. Local schools and university groups from further afield have used the area as an educational resource in the past. Because of its rarity, improved access should bring frequent use by the public.
Accessibility (H)	The North Richmond residential area is within a mile of the San Pablo Creek Marsh, and the Richmond BART Station is three to four miles distant. The site is within easy bicycling distance of a large portion of Richmond and will be fairly easy to reach by foot when the flood control project on Wildcat and San Pablo Creeks is built.
Threat of Loss (M)	The land is privately owned, but there are no known plans for development. Other public agencies which have studied the area (ABAG, City of Richmond) have recommended that the area should remain in permanent open space. BCDC has jurisdiction over most of the site and conceivably might approve part of the site for water-related industrial use.
Ease of Acquisition (M)	Three landowners are involved, and the FCV per acre is between \$1000 and \$2000.

Site Name SHADOW CLIFFS [EXPANSION]

Proposed Classification Regional Recreation Area ¹⁴

Acquisition Priority Group Medium

Relative Suitability (M) Shadow Cliffs, a former quarry, is already operative as an aquatic park. Expansion should take place eastward and southward as extraction terminates in the nearby quarries of similar size and character. Former quarries are ideally suited to aquatic recreation, and this location in a particularly warm climate makes the site unusually attractive. Immediate expansion should include the valuable marshy ponds along Arroyo Valle, adjacent to the present southern border of the park. In the longer range, the expanded parkland of Shadow Cliffs would also serve as a highly-developed recreation resource serving not only the immediate vicinity (including many residents of Livermore who are not in the Park District) but also the lower San Ramon Valley. Shadow Cliffs also serves as an open space buffer between Livermore and Pleasanton.

Need/Demand (M) The current high patronage of Shadow Cliffs indicates the popularity and need for such a facility in this location.

Accessibility (H) Shadow Cliffs lies between two expanding communities: Livermore is about three miles east and Pleasanton is two miles west. It is possible that in the near future the edges of these communities will be adjacent to the expanded Shadow Cliffs boundary. A regional hiking, riding and bicycle trail exists adjacent to Stanley Boulevard, connecting Shadow Cliffs with the two communities. The area is not within easy walking distance of central Livermore, but bicycle access is excellent. Shadow Cliffs is 3-4 miles from two freeways (I-580 and I-680). A study of possible extension of BART service to Pleasanton and Livermore is underway.

Threat of Loss (L) No major threat is known to exist at this time.

Ease of Acquisition (H) The FCV is less than \$500 per acre.

¹⁴Now called an "Aquatic Park," Shadow Cliffs should be redesignated in accordance with the Parkland Classification System.

Site Name	SOBRANTE RIDGE
Location	North of San Pablo Reservoir and east of El Sobrante
Proposed Classification	Regional Preserve (Botanical)
Acquisition Priority Group	Low
Relative Suitability (M)	A small portion of the Sobrante Ridge is well suited for scientific and educational purposes and could be used as a field laboratory for high school and university students. The area has little recreational potential. Specific natural features includes a chaparral plant association (especially Manzanita) rarely found in Alameda and Contra Costa Counties. One of the two known populations of the rare Heartleaf Manzanita (<i>Aretostaphyles andersonii</i> , var. <i>pallida</i>) is found here, and this site may be the northern limit of Brittleleaf Manzanita (<i>Aretostaphyles crustacea</i>). The site also includes Oak and Bay woodlands, Baccharis brushland, and grasslands affording an opportunity to study a diversity of plant species. The site is not as rich in flora as Huckleberry Preserve.
Need/Demand (L)	Unknown user demand. It is expected that use intensity would be low and primarily by study groups or plant enthusiasts.
Accessibility (M)	The site is fairly close (3 miles) to El Sobrante. The nearest paved road rises up the hill from the west to within a half-mile of the stand of Manzanita. Castro Road runs along the south end of the site.
Threat of Loss (L)	Residential development is taking place to the south and west of the site. Although urban services are available nearby, the site is fairly steep and difficult to develop. The owners' plans are unknown at this time.
Ease of Acquisition (L)	Only a few landowners and a relatively small number of acres are involved, but the FCV per acre is very high (\$2000-\$5000).

Site Name TUNNELROCK QUARRY

Location South of Highway 24, immediately east of the Caldecott Tunnel (Fish Ranch Road exit)

Proposed Classification Regional Vehicular Recreation Area (VRA)

Acquisition Priority Group Low

Relative Suitability (L) Proposed uses include activities for motorcycles and minibikes such as cowtrailing, moto-cross, scrambles and hill climbing. Picnic facilities should also be provided. The site is only about 300 acres and thus is too small to function alone. The terrain variety is only moderate because of a lack of flat and gently rolling land. There are few trees and the landscape is less interesting than at other potential VRA sites. Although there is excellent noise seclusion from residential areas, the area can easily be seen from Grizzly Peak Boulevard and the National Skyline Trail which traverses the adjacent eastfacing slope. Since the area is an abandoned quarry, it is ideally suited to vehicular recreation from the standpoint of soil erosion. Efforts to regenerate vegetation would be unnecessary. Siltation structures would be possible.

Need/Demand (H) There is a high user demand, but the site would have to be used in addition to another larger VRA in Alameda and/or Contra Costa County.

Accessibility (H) Accessibility is excellent; the site is closest to urban areas of all VRA sites being considered. It is 5-10 minutes drive from Berkeley and much of Oakland, and adjacent to a freeway.

Threat of Loss (L) Threat of Loss is unknown. The land could be developed for housing. Currently no use is being made of the land.

Ease of Acquisition (H) There is one landowner and no site improvements. FCV is less than \$500 per acre.

Site Name VARGAS ROAD PLATEAU

Location Off Vargas Road, east of Mission Boulevard in Fremont, north of I-680

Proposed Classification Regional Park

Acquisition Priority Group Medium

Relative Suitability (M) The site is an attractive, rolling open grassland plateau bounded by steep wooded slopes to the north and west, and is ideally suited for high density recreation use similar to Tilden Park. There is ample flat land for many different kinds of activities, and the potential exists for creating lagoons in the natural hollows. The land is adjacent to extensive San Francisco Water Department holdings. Rare Indian petroglyphs are found on the site. The major problem in developing the land for recreational use would be the high cost of servicing the area with sewage disposal systems and water. The nearest sewers are about 1½ miles from the central part of the site, and water would have to be pumped from 200 feet up to 1,100 feet. Improved road access would be expensive.

Need/Demand (M) There are no parks similar to Tilden in southern Alameda County. Citizen groups have expressed a high interest in such developed recreation facilities. In the short run there may be better areas for intensive recreation development closer to the populated areas; however, as the population increases, the demand for a "Regional Park" in the hills will probably intensify.

Accessibility (M) The site is located in the same position relative to Niles as Tilden is to Berkeley (i.e., 3 miles away). The site is also only 10-12 miles from Pleasanton via Highway I-680. Bicycle access would be difficult because of the elevation of the area. The proposed major north-south regional ridgeline trail would pass through the site; however, the site is not readily accessible by foot from the urban areas nearby.

Threat of Loss (M) Although the land appears to be very easy to develop, the lack of urban services has prevented development so far. There are no known plans for subdivision or development.

Ease of Acquisition (H) There would be only four landowners involved and each has relatively large holdings. There is a low per acre assessor's FCV (under \$500 per acre).

Site Name WAUHAB/VALPE RIDGES

Location Southern Alameda County, between Sunol and Del Valle Regional Park

Proposed Classification Regional Wilderness

Acquisition Priority Group High

Relative Suitability (H) East of Sunol lie a series of ridges and valleys with outstanding wilderness qualities. Valpe Ridge, Indian Creek, Wauhab Ridge, La Costa Creek, Shafer Flat, Williams Gulch and Rocky Ridge make up a magnificent variety of land forms, vegetation patterns and wildlife habitats. The area has an abundant supply of perennial springs and some of the streams (especially Indian Creek) have dramatic cascades and waterfalls. It is a roadless, undisturbed region approaching the quality of State and National Wilderness Areas. With an area of this size it may be possible to approach a true wilderness management program including controlled burning and reintroduction of native fauna and flora. The importance of this area becomes even more apparent when it is seen in relation to other public lands. It touches Del Valle Regional Park to the east; it is bounded by San Francisco watershed land on the north; to the west it joins with Sunol which in turn abuts the San Francisco Water Department lands which stretch all the way to the proposed Coastal Peaks Scenic Preserve. Here is an opportunity to provide a wilderness of a magnitude and quality unparalleled in the East Bay.

Need/Demand (H) The existing annual use of Sunol by over 100,000 persons indicates there is a strong demand for wilderness recreation in southern Alameda County. Since the recent subdivision activity in the existing Sunol Wilderness viewshed has somewhat diminished its wilderness values, there is an urgent need for a Wauhab/Valpe Ridges Wilderness. Even a major addition of San Francisco watershed lands to Sunol Regional Wilderness will not appreciably reduce the long-term demand for this site.

Accessibility (L) For some years, access and staging would be outside the site, in Sunol parkland off of Geary Road, and/or in Del Valle Regional Park off of Arroyo Road. The remoteness of this roadless area is one of its positive features.

Threat of Loss (M) Much of the land recommended for acquisition is similar to the area subdivided by Abrott in the viewshed of Sunol Regional Wilderness. Some of the land owners are finding ranching a marginal economic venture and will probably attempt to sell or subdivide in the near future. However, other parcels are in Agricultural Preserve. Most of the area is under 100-acre-minimum agricultural zoning.

Ease of Acquisition (H) One of the most attractive aspects of this area is its very low probable acquisition cost per acre. The FCV is less than \$100 per acre; no other area in the two counties is as low. This makes the acquisition of a large acreage more feasible. The total recommended site is in excess of 13,000 acres. Of the approximately 21 sections (640 acres per section) involved, 15 are owned by only 3 different owners, one of whom has already expressed a willingness to sell to the Park District.

Site Name WILDCAT CANYON [EXPANSION]

Proposed Classification Regional Park

Acquisition Priority Group High

Relative Suitability (H) The existing Regional Park accommodates low intensity recreational uses—group picnics, hiking, nature study, and horseback riding. Of all existing EBRPD holdings, Wildcat Canyon is the most disjointed. There is an urgent need to complete this park for both use and viewshed purposes.

Proposed expansion would be: (1) the east-facing slopes on the western edge of the park, to protect the viewshed; (2) Richmond's Alvarado Park, which could serve as a staging area, and the stream corridor connecting Alvarado Park and Wildcat Canyon Park; (3) the Belgum Valley, to round out the park viewshed; (4) private land west of the Nike site; (5) the narrow strip of EBMUD land west of and including Nimitz Way on the eastern border of the park; and (6) the small private inholdings in the valley bottom.

Need/Demand (M) Intensity of use is not expected to be high; however, this area is one of the few undeveloped valleys close to urban areas and can provide a recreation experience found in few other places. (See the Site Evaluation of Tilden Regional Park in Section 3.)

Accessibility (H) The area is highly accessible by foot, bicycle and automobile from Richmond, and is adjacent to Tilden Park. It is about three to four miles from the Richmond BART station and bus transportation routes run near the north end of the park.

Threat of Loss (M) The area is located within the City of Richmond. The land is generally unstable but in some cases is not too steep for development. There is one known plan for development on the westerly ridge within the viewshed.

Ease of Acquisition (L) The west slope of the Valley is subdivided into many parcels, but the remainder of the proposed expansion area is owned by twelve landowners. FCV is \$1000 to \$2000 per acre.

Site Name	WILDCAT CREEK MARSH
Location	On the Richmond shoreline, between Point San Pablo and Point Pinole
Proposed Classification	Regional Preserve (Wildlife)
Acquisition Priority Group	High
Relative Suitability (H)	At the mouth of Wildcat Creek there is a large saltmarsh composed mainly of pickleweed, with some cordgrass and salt grass. All marshlands around the Bay are scarce wildlife habitats. BCDC classified this marsh as having medium wildlife value. All of the approximately 250 acres recommended for acquisition are marshland. Although this is a Bay saltmarsh, the recommended acquisition contains almost no shoreline; Richmond Sanitary Service property separates this marshland from the Bay. No development other than boardwalks and interpretive facilities for environmental education is recommended.
Need/Demand (H)	Apart from the nearby San Pablo Creek Marsh, no other marshland of any significant size remains between Martinez and San Leandro Bay. Local school and university groups from further afield have used the area as an educational resource in the past. Because of its uniqueness, improved access should bring frequent use by the public.
Accessibility (H)	The North Richmond residential area is within a mile of the Wildcat Creek Marsh, and the Richmond BART Station is three to four miles distant. The site is within easy bicycling distance of a large portion of Richmond and will be fairly easy to reach by foot when the flood control project on Wildcat and San Pablo Creeks is built.
Threat of Loss (M)	The land is privately owned, but there are no known plans for development. Other public agencies which have studied the area (ABAG, City of Richmond) have recommended that the area should remain in permanent open space. BCDC has jurisdiction over most of the site and conceivably might approve part of the site for water-related industrial use.
Ease of Acquisition (M)	Only one landowner is involved and the FCV per acre is between \$1000 and \$2000.

Figures 2 through 6 present the “flow charts,” one for each of the parkland types with a discrete criteria-weighting system.¹⁵ The ranking of each site relative to the other sites of the same parkland category is indicated by its position in the right margin of the flow chart. As noted in Part 2, Chapter 4, on “Parkland Acquisition Criteria and Priority System”, small differences in the relative rankings of the proposed acquisition sites are insignificant; therefore, the proposed acquisition sites are aggregated into only three groups—high priority, medium priority, and low priority—for each parkland type,¹⁶ and these groups are also indicated on Figures 2 through 6.

Figures 7 through 11 present data on the size of the 40 qualifying sites. Each of these Figures covers one of the five parkland types having a discrete criteria-weighting system; in each figure, the sites are arranged by high, medium and low priority groups, and alphabetically within each group. The acreages (which are rounded¹⁷ to avoid disclosure of the precise boundaries) are presented separately for the Minimum and the Preferred Acquisitions. Figure 12 summarizes Figures 7 through 11.

A hypothetical “complete” acquisition program—of all sites that qualify for acquisition—would involve large numbers of parcels and extensive acreage. The high priority, preferred acquisitions alone total just under 27,000 acres, or roughly the number of acres that the District presently administers, and the grand total of all the preferred acquisitions (high, medium and low priorities) is just short of 54,000 acres. In analyzing these figures and evaluating their impact, there are a number of points that must be considered.

- (1) These flow charts and figures contain information on every site that qualifies for acquisition; in other words, every site that has been investigated in a year of master planning and that meets the Minimum Standards for one of the parkland types is contained in this list. If there were no limit to the amount of money available to the Park District, each of these parkland acquisitions *in its preferred size* would make a desirable addition to the East Bay Regional Park system.¹⁸ But obviously there will not be enough money to do this and choices will have to be made. Therefore, the list is intended to be chosen from, rather than simply adopted, as the basis for an action program.
- (2) A large part—perhaps as much as one-third—of the total number of acres in the grand total of the sites qualifying for acquisition consists of proposed wilderness acquisitions. By their very nature, wildernesses tend to be extensive in their acreage, but fortunately they also tend to have a low per acre acquisition cost.
- (3) The “minimum acquisition” for each site means that in OVERVIEW’s professional judgment, a regional parkland to be established in the general location shown

¹⁵For the explanation of how to use the “flow charts” and of what function they perform, see Part 2, Chapter 4 on “Parkland Acquisition Criteria and Priority System.” The five criteria used in the site evaluations are also explained in Chapter 4.

¹⁶For Regional Parks only, there is also a “special category” covering two sites—the 75 acres at Pt. Pinole for which the East Bay Regional Park District has (and is likely to exercise in 1975) an option to purchase from Bethlehem Steel, and the Wood Property on Skyline Boulevard adjacent to Park District Headquarters for which purchase negotiations have begun.

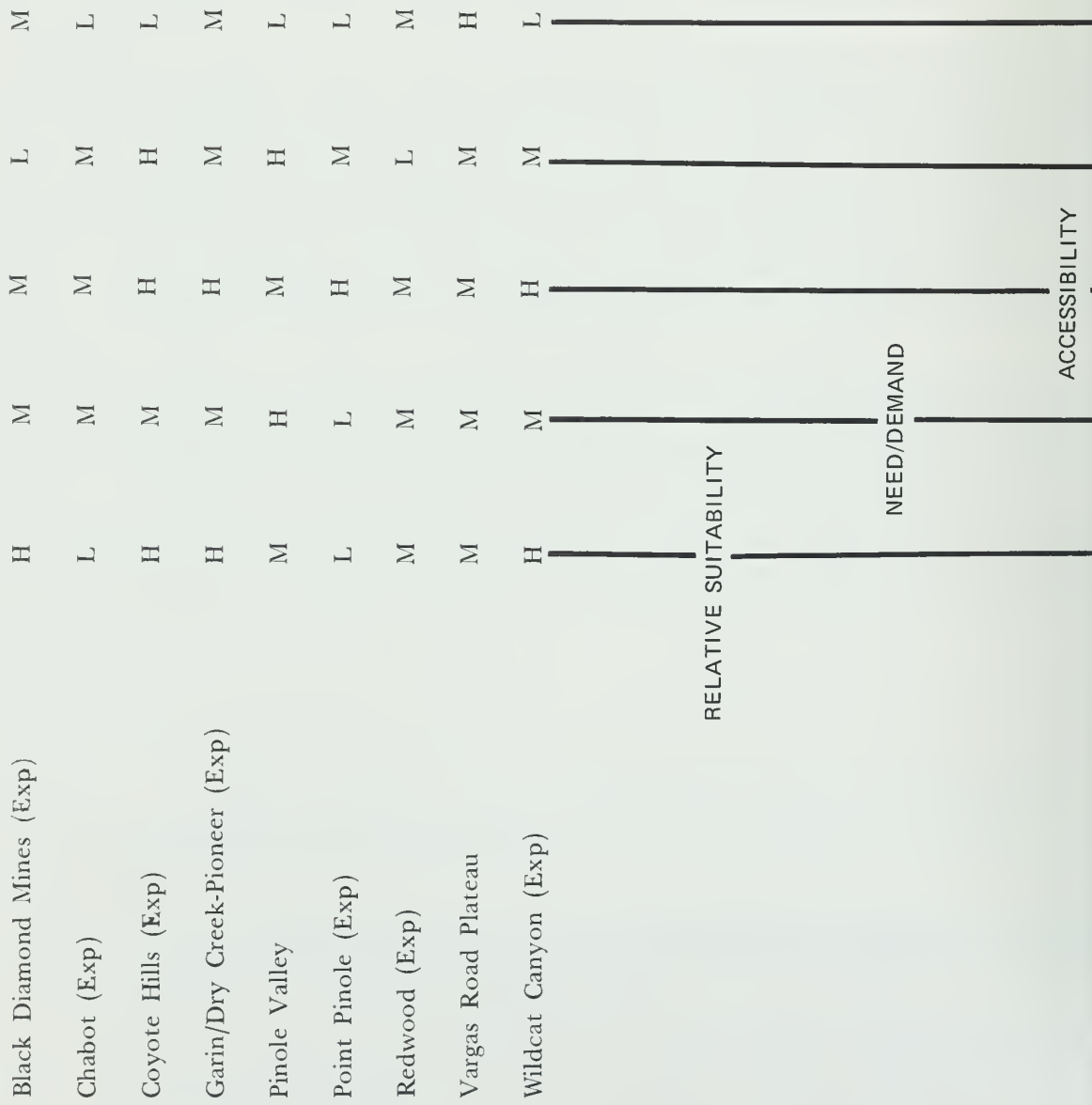
¹⁷All individual site entries over 100 acres are rounded to the closest hundred; entries under 100 acres are rounded to the closest ten. Subtotals are also rounded, and therefore may not agree with the totals of rounded individual site entries.

¹⁸The only exception is that each of the two medium-priority VRA sites is an alternate to one of the two high-priority VRA sites. (See note to Figure 9.)

should not be smaller than the “minimum acquisition”. Yet, wherever possible the “preferred acquisition” should be made. In most cases, the additional territory included in the preferred acquisition may not be essential to the operation of the parkland in the short range but will be necessary to safeguard the parkland from detrimental adjacent uses in the future. In the long run, this is fully as important as the initial minimum acquisition. In some cases, where there is only one recommended acquisition size, the same data has been entered in both the “minimum” and “preferred” columns of the various Figures.

- (4) The high priority, medium priority and low priority groupings should be taken as only approximate indications of the relative importance of the sites. Some of the low priority sites may be very important to some people within the East Bay Regional Park District. Moreover, the difference between the high and the low may not be very great, and often results from a high prospective price leading to a low rating on Ease of Acquisition and thus to a low overall priority ranking for a site.

FIGURE 2 REGIONAL PARK FLOW CHART



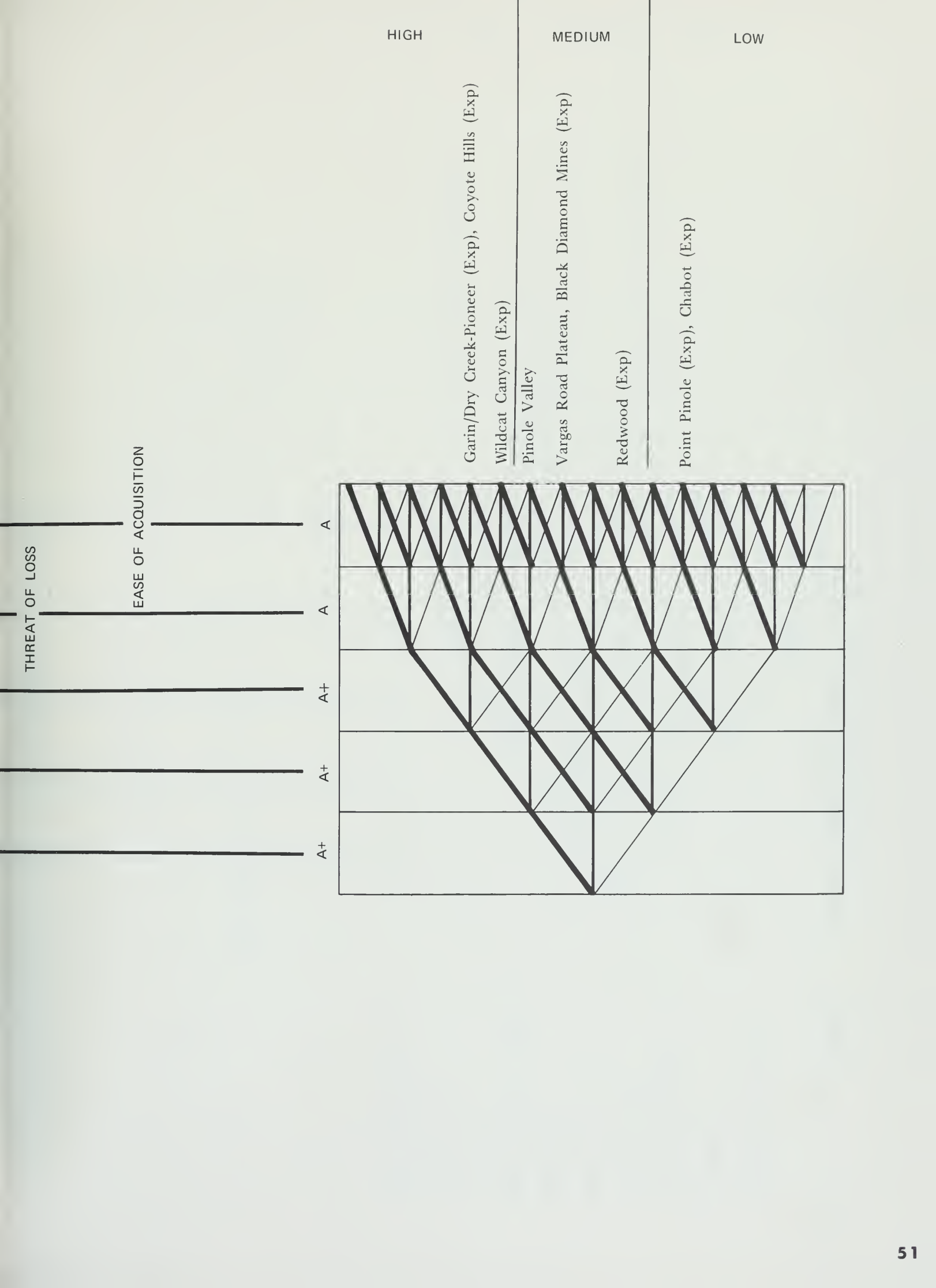
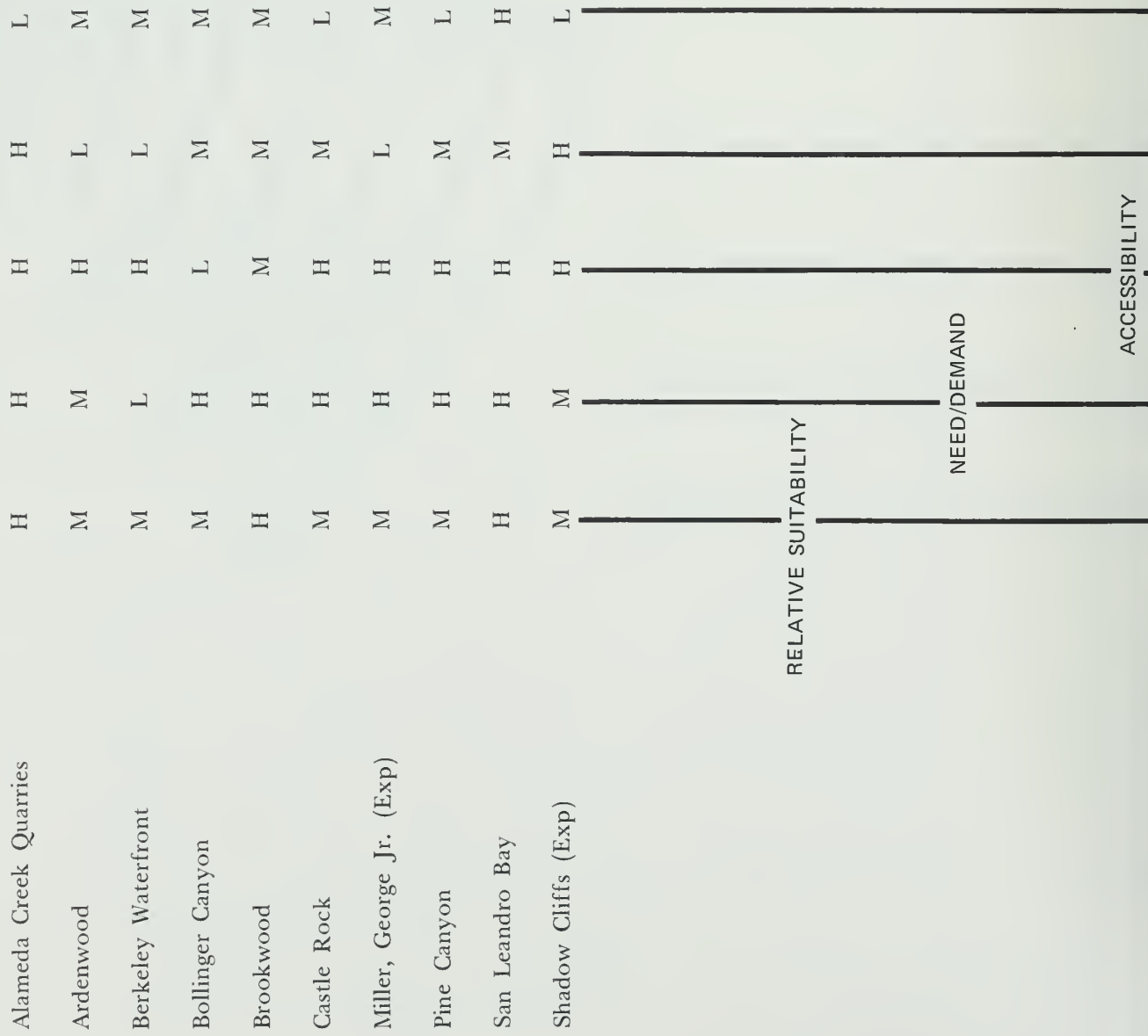


FIGURE 3 REGIONAL RECREATION AREA FLOW CHART



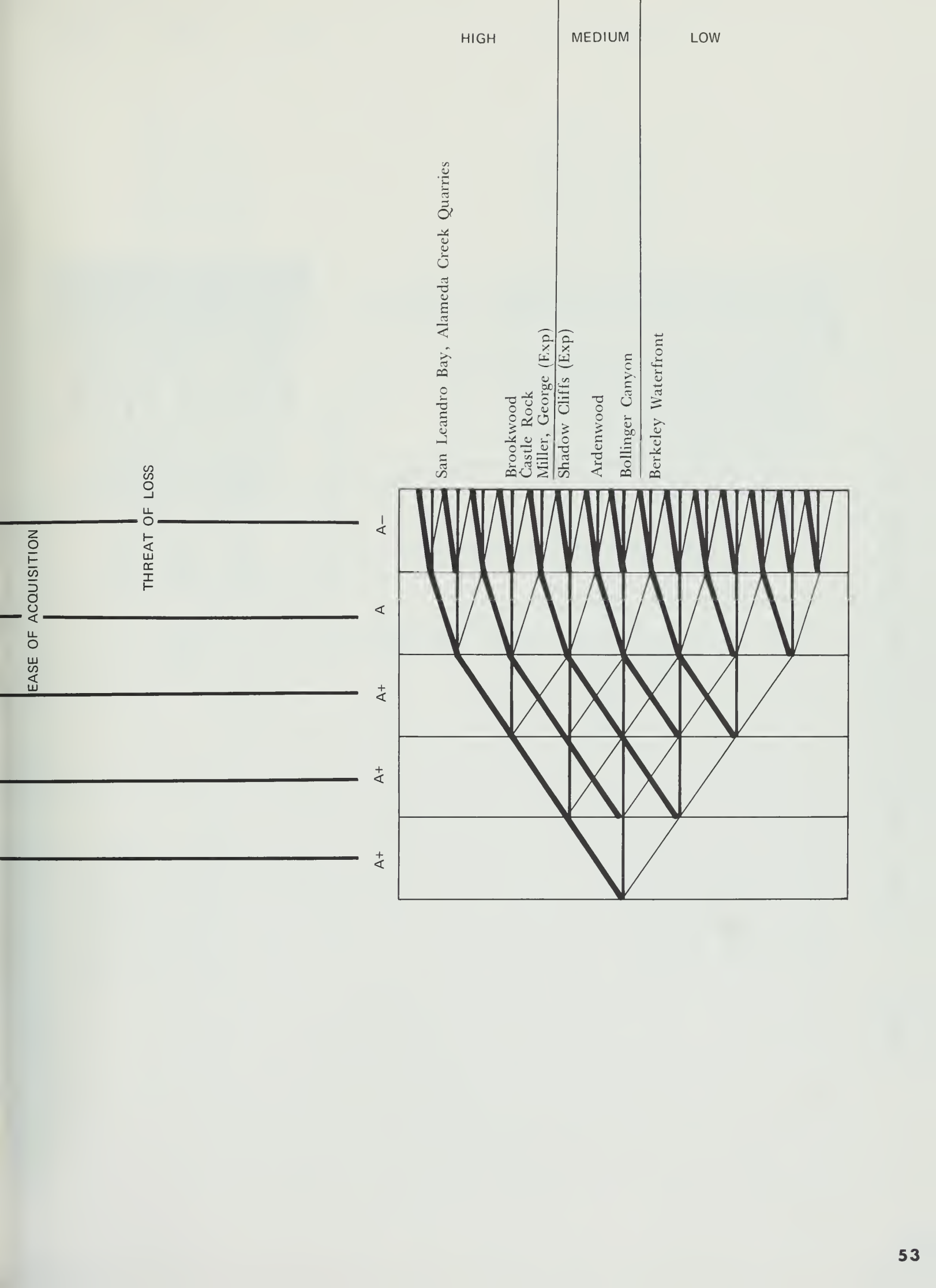
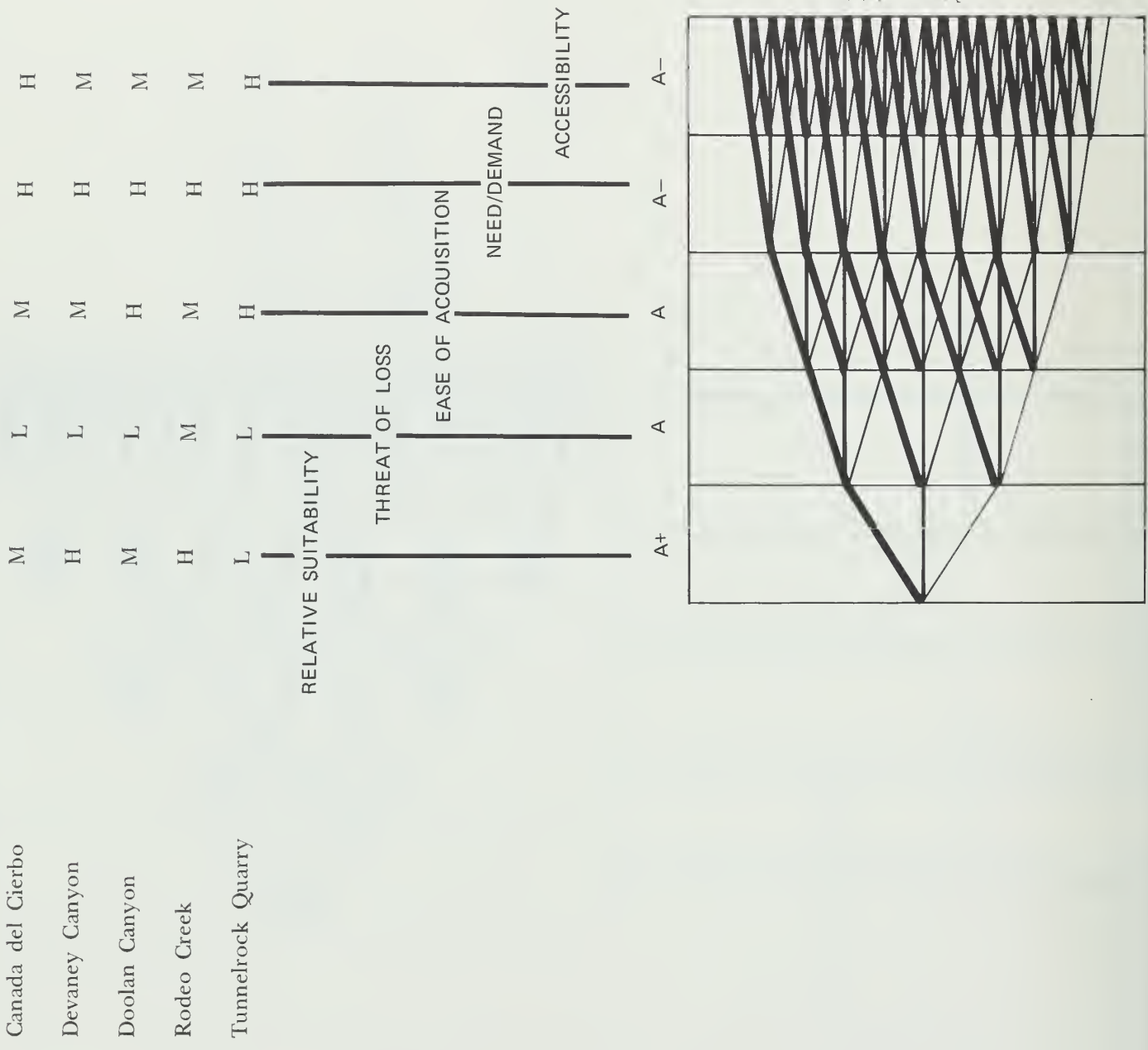


FIGURE 4 REGIONAL VEHICULAR RECREATION AREA FLOW CHART



HIGH MED LOW

Rodeo Creek
Devaney Canyon
Doolan Canyon
Canada del Cierbo
Tunnelrock Quarry

FIGURE 5 REGIONAL WILDERNESS FLOW CHART

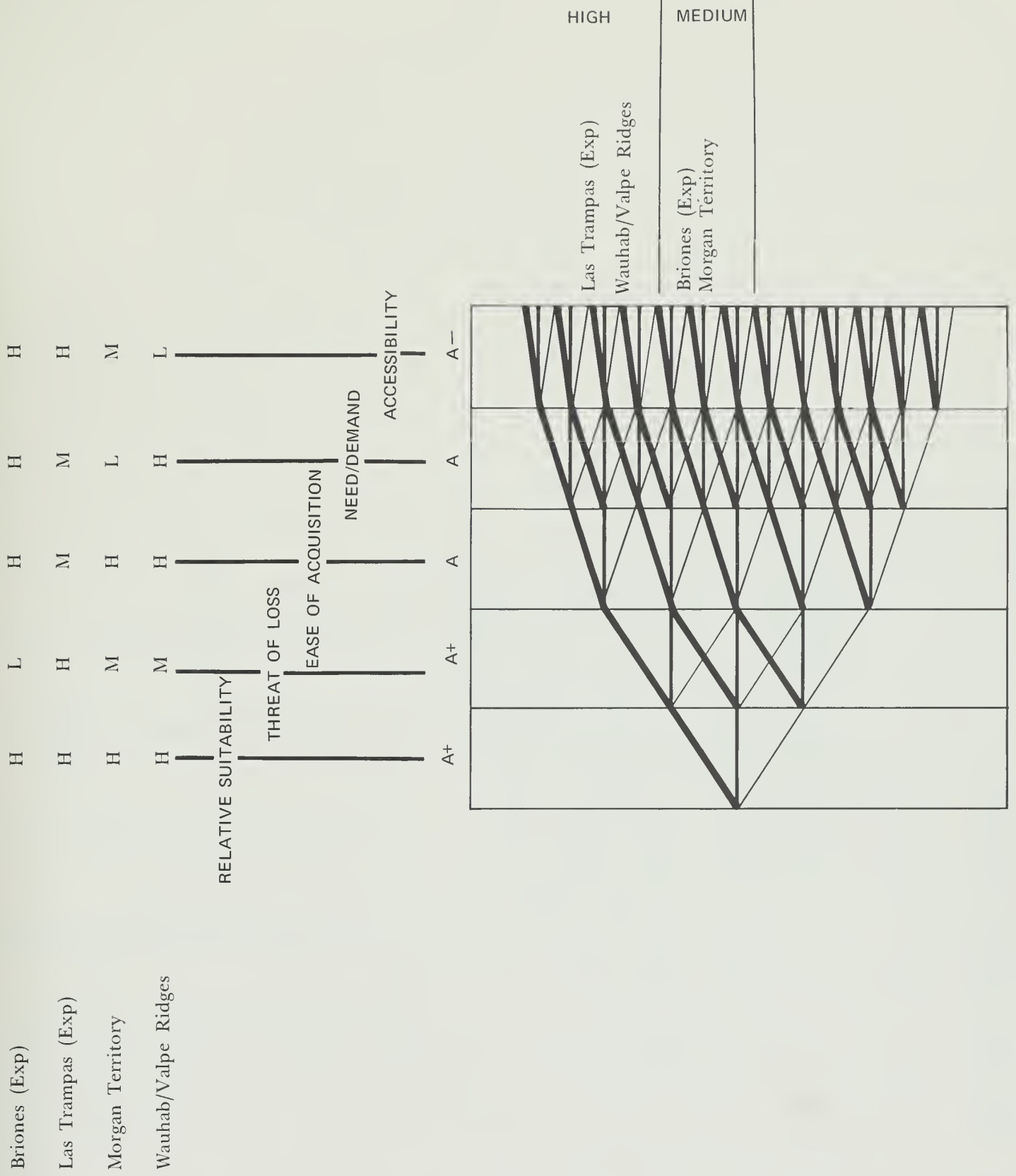
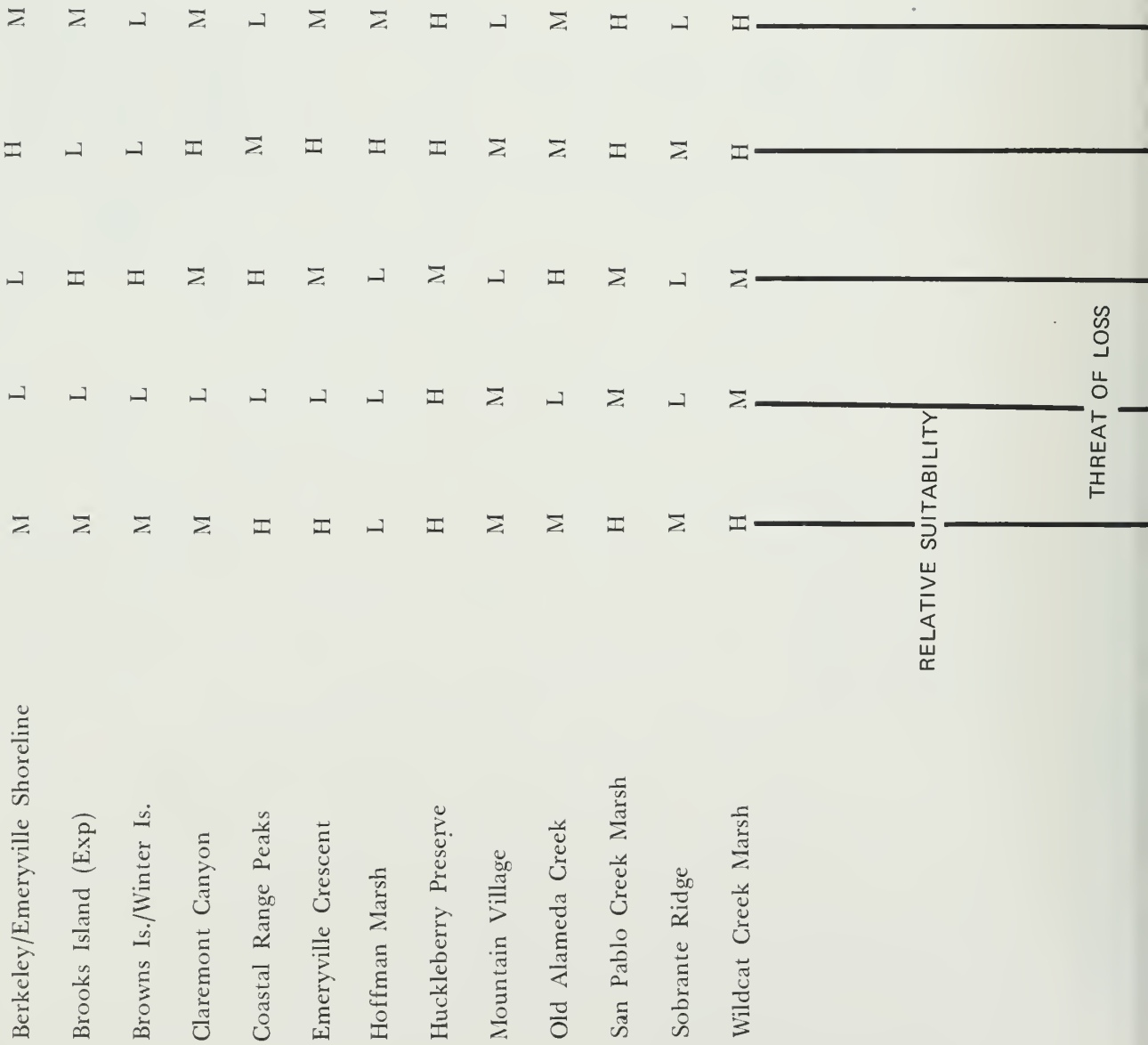
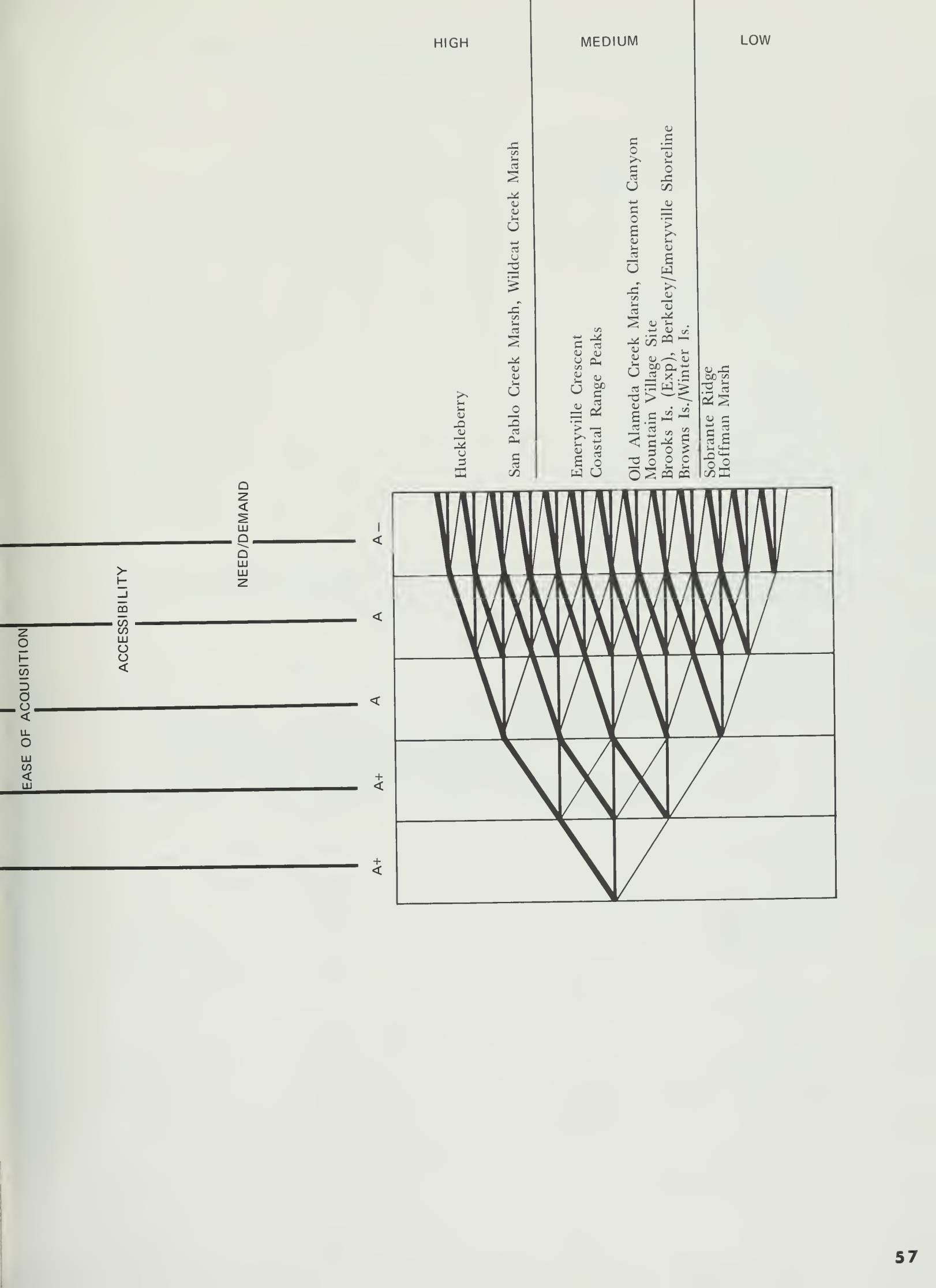


FIGURE 6 REGIONAL PRESERVE FLOW CHART



RELATIVE SUITABILITY

THREAT OF LOSS



**Figure 7 Acreage of Sites Qualifying for Acquisition
Regional Parks**

	Minimum Acquisition (acres)	Preferred Acquisition (acres)
“SPECIAL CATEGORY”		
Point Pinole (Expansion) (Option)	75	75
Wood Property (Redwood Expansion)	1	1
Subtotal	80	80
HIGH PRIORITY		
Coyote Hills (Expansion)	600	1,400
Garin & Dry Creek-Pioneer (Expansions)	300	2,600
Wildcat Canyon (Expansion)	600	900
Subtotal	1,400	4,800
MEDIUM PRIORITY		
Black Diamond Mines (Expansion)	600	4,700
Pinole Valley	1,400	1,900
Redwood (Expansion) (Excluding Wood)	200	200
Vargas Road Plateau	900	1,800
Subtotal	3,100	8,600
LOW PRIORITY		
Chabot (Expansion)	100	100
Point Pinole (Expansion) (Excluding Option)	0	60
Subtotal	100	200
TOTAL	4,700	13,700

**Figure 8 Acreage of Sites Qualifying for Acquisition
Regional Recreation Areas**

	Minimum Acquisition (acres)	Preferred Acquisition (acres)
HIGH PRIORITY		
Alameda Creek Quarries	50	700
Brookwood	100	300
Castle Rock	200	200
Miller, George Jr. (Expansion)	300	300
San Leandro Bay	0	100*
Subtotal	700	1,600
MEDIUM PRIORITY		
Ardenwood	100	200
Bollinger Canyon	70	70
Shadow Cliffs (Expansion)	60	1,500
Subtotal	200	1,800
LOW PRIORITY		
Berkeley Waterfront (North)	70	70
Subtotal	70	70
TOTAL	1,000	3,500

*Includes 63 acres of water.

**Figure 9 Acreage of Sites Qualifying for Acquisition
Regional Vehicular Recreation Area**

	Minimum Acquisition (acres)	Preferred Acquisition (acres)
HIGH PRIORITY		
Devaney Canyon*	1,200	1,200
Rodeo Creek*	1,300	1,300
Subtotal*	2,600	2,600
MEDIUM PRIORITY		
Canada Del Cierbo*	1,400	1,900
Doolan Canyon*	1,900	1,900
Subtotal*	3,300	3,800
LOW PRIORITY		
Tunnelrock Quarry	400	400
Subtotal	400	400
TOTAL*	3,000	3,000

*Devaney Canyon and Doolan Canyon are alternate VRA sites; so also are Rodeo Creek and Canada del Cierbo. Therefore, in order not to distort the statistics on the Sites Qualifying for Acquisition, only the two High Priority Sites are added in computing the totals for VRAs (i.e., the two Medium Priority Sites are not included in the totals).

**Figure 10 Acreage of Sites Qualifying for Acquisition
Regional Wildernesses**

	Minimum Acquisition (acres)	Preferred Acquisition (acres)
HIGH PRIORITY		
Las Trampas (Expansion)	1,200	3,000
Wauhab/Valpe Ridges	13,400	13,400
Subtotal	16,400	14,600
MEDIUM PRIORITY		
Briones (Expansion)	100	1,200
Morgan Territory	2,100	3,900
Subtotal	2,200	5,100
LOW PRIORITY		
[None]		
TOTAL	16,800	21,500

**Figure 11 Acreage of Sites Qualifying for Acquisition
Regional Preserves**

	Minimum Acquisition (acres)	Preferred Acquisition (acres)
HIGH PRIORITY		
Huckleberry	100	700
San Pablo Creek Marsh	400 ¹	400 ¹
Wildcat Creek Marsh	200	200
Subtotal	700	1,300
MEDIUM PRIORITY		
Berkeley/Emeryville Shoreline	500 ²	500 ²
Brooks Island (Expansion)	200	200
Browns Island/Winter Island	600	1,300
Claremont Canyon	500	500
Coastal Range Peaks	1,500	2,200
Emeryville Crescent	500 ³	500 ³
Mountain Village Site	700	700
Old Alameda Creek Shoreline Marsh	500 ⁴	500 ⁴
Subtotal	5,000	6,400
LOW PRIORITY		
Hoffman Marsh	40	40
Sobrante Ridge	200	400
Subtotal	200	400
TOTAL	5,900	8,100

¹ Includes about 140 acres of water

² Includes about 490 acres of water.

³ Includes about 410 acres of water.

⁴ Includes about 125 acres of water.

**Figure 12 Acreage of Sites Qualifying for Acquisition
Summary**

	# of Sites	Minimum Acquisition (acres)	Preferred Acquisition (acres)
HIGH PRIORITY			
Parks – Special Category	[2]	80	80
Parks	3	1,400	4,800
Recreation	5	700	1,600
VRA	2	2,600	2,600
Wilderness	2	14,600	16,400
Preserve	3	700	1,300
Subtotal	15	20,100	26,800
MEDIUM PRIORITY			
Parks	4	3,100	8,600
Recreation	3	200	1,800
VRA	2	3,300	3,800
Wilderness	2	2,200	5,100
Preserve	8	5,000	6,400
Subtotal	19	13,800	25,700
LOW PRIORITY			
Parks	2	100	200
Recreation	1	70	70
VRA	1	400	400
Wilderness	0	0	0
Preserve	2	200	400
Subtotal	6	800	1,100
TOTAL	40*	34,700	53,600

* Plus 2 Special Category Regional Parks

This section covers seven areas which have high potential for future acquisition (purchase or lease) by the East Bay Regional Park District. The seven sites are of three varieties: three are Current Projects—projects where Park District acquisition is already well-advanced but which will not involve expenditure of sizable acquisition funds by the District; three are Short Range—projects which should be explored actively by the Park District in conjunction with other interested agencies of government with hopes of concluding satisfactory arrangements during the next several years; one project is Long Range—it is an eventual acquisition for the longer range future at a time that cannot be predicted. All of these areas are of equal importance with those sites evaluated in Section 1, and some of them would rank as high priority acquisitions; what distinguishes these areas from those in Section 1 is only the ownership of the area in some cases (federal, state or local government), and in other cases the need to await completion of planning efforts now under way before making evaluations.

LIST OF SITES

CURRENT PROJECTS

Arroyo del Cerro
Mallard Slough
Point Isabel

SHORT-RANGE PROJECTS

Hayward Area Shoreline (San Lorenzo Shoreline and Johnson's Landing)
Knowland State Park
Martinez Waterfront

LONG-RANGE PROJECT

Point Molate

CURRENT PROJECTS

Arroyo del Cerro

A joint flood control and recreation project has been planned at the base of Mt. Diablo near the confluence of Arroyo del Cerro and Little Pine Creek. This would be a recreation area planned to be about 200 acres in size including 25 acres of water surface. About \$600,000 has already been earmarked by EBRPD for the project, but the total cost of the recreational facility will be \$1,800,000. The Park District hoped to obtain most of the additional development funds from Federal (U.S. Public Law 556) and State (Davis-Grunsky) grants, with the balance coming from EBRPD tax funds. The project, if built, should be classified as a Recreation Area, for it will accommodate swimming, fishing, picnicking and hiking. It is located in an area of Central Contra Costa County deficient in this kind of aquatic facility and has an estimated use capacity of about 1000 persons per day when fully developed.

Critics continue to question whether the project is needed at all for flood control purposes. They warn of problems of low flow and poor water quality, cautioning that the EBRPD may be burdened with a very high operating budget to pump water from below, and to operate aeration equipment. Therefore there is still a major question as to whether this project will be built.

The need for a convenient recreation area in Central Contra Costa County could be met in part by Arroyo del Cerro, Castle Rock and Brookwood, but it is

probable that all three are not needed.

Mallard Slough

Leases are being negotiated with PG&E and the Contra Costa Water District for a shoreline parkland suitable for fishing, hiking, picnicking and nature study. About 10,000 feet of shoreline will be opened for public use. Development will be the minimum necessary to maintain natural marsh characteristics, enhance fishing opportunities, and improve automobile parking at the entrance. The area should be classified as a Natural Preserve since it will be too small and undeveloped for a Recreation Area. The climate is frequently very windy, so the area is not expected to attract large groups for picnicking.

Point Isabel

As part of a proposal to build a bulk parcel post center, the federal government has offered to the Regional Park District an adjacent area of about 14 acres along 700 feet of the Bay shoreline, at Point Isabel on the southern edge of Richmond. The site will also be landscaped and otherwise improved for parkland use by the Federal Government. There is some question as to the regional significance of the area because of its small size; however, shoreline access is in high demand throughout the East Bay generally, and is particularly deficient along the Richmond-Berkeley shoreline. Moreover, the site is highly accessible by foot, bicycle, and automobile, being adjacent to El Cerrito and close to the Eastshore Freeway and the proposed Hoffman Freeway. The site would function well as a trailhead for the Regional Shoreline Trail that will reach to the south along the shoreline of Pt. Isabel and Albany Bay to Golden Gate Fields, and to the north along an interim inland route to central Richmond pending availability of a route more directly on the shoreline. The site could be used for picnicking, although considerable planting and mounding would be required to provide shelter from prevailing westerly winds. Under the Federal proposal, the only cost to the Park District would be the maintenance of the area once it is developed.

The Park District should explore possibilities for use (permanent or temporary) of all or portions of (1) the 10-acre Stege Sanitary District site on the shoreline at the southwest corner of Point Isabel; and (2) the 4-acre undeveloped shoreline site owned by Santa Fe between the future 14-acre trailhead and the Stege site.

SHORT-RANGE PROJECTS

Hayward Area Shoreline

The Hayward Area Shoreline Planning Agency (HASP), a joint exercise of powers agency consisting of the County of Alameda, the City of Hayward, the East Bay Regional Park District, and the Hayward Area Recreation and Park District, has been at work for several years preparing a study and plan for the Hayward Area Shoreline. HASP has informed OVERVIEW that "it is anticipated that the final HASP plan will contain recommendations for regional shoreline recreation areas" although HASP is not yet in a position to recommend specific areas suitable for regional recreation or other parkland uses.

The Regional Trails system includes a regional shoreline trail corridor along the Hayward Area Shoreline and whatever trailheads are appropriate there, particularly at the mouth of flood control channels. In addition, recreation and open space uses appear to be highly desirable for the Hayward Area Shoreline, but no final recommendations can be made now, pending completion of the HASP study. However, on the basis of the information now available, it appears that two areas on the Hayward Area Shoreline may be appropriate for recreation or open space uses. These areas are San Lorenzo Shoreline and Johnson's Landing.

SAN LORENZO SHORELINE

Directly north of Sulphur Creek and about one mile south of Roberts Landing is an area of approximately 300 acres which may have potential as a Regional Preserve (Wildlife). At present the area is diked off from the Bay but these dikes could be breached to allow the area to gradually return to a marshland ecosystem. Indentations in an otherwise fairly straight shoreline would add interest and variety to this part of the Bay edge. No development would be appropriate

beyond staging, trails, and minimal interpretive facilities required for environmental education and enjoyment of the wildlife values.

JOHNSON'S LANDING

In the vicinity of Johnson's Landing (one mile north of the San Mateo Bridge), a fairly large area of land and water (about 700 acres) has a good potential for a Regional Shoreline Park. All of the area is diked off from the Bay. Oakland Scavenger Company is currently completing the filling of a small portion (60 acres) near Hayward Landing. The fill is high enough (32-35 feet) to provide a view of the surrounding lands. Any park in this location should preserve and enhance the natural shoreline character. Inland and already-filled portions could accommodate more intensively-developed recreation facilities.

NEXT STEPS

The Hayward Area Shoreline Plan is expected to recommend (in early 1974) boundaries and uses for one or more Parkland sites within its study area. (HASP may recommend additional sites beyond the two discussed here because of the rich wildlife on this shoreline and the fact that the Hayward shoreline is the last large open shoreline available for acquisition that is near a large East Bay population center.) These recommended sites should then be evaluated by the Regional Park District. Joint, cooperative efforts between EBRPD and the Hayward Area Recreation and Park District should also be explored at that time.

Knowland State Park

This small state park, located east of the MacArthur Freeway three miles south of its junction with the Warren Freeway, is operated by the City of Oakland under lease. The Park stretches from the MacArthur Freeway east to Skyline Boulevard. Skyline also forms the western boundary of Anthony Chabot Regional Park. Knowland Park is divided into an upper and a lower section by Golf Links Road; virtually all of the developed facilities (zoo and picnic areas) are located in the lower portion. Discussions have been held concerning possible transfer of the Park out of state ownership, and it has been suggested that the upper, undeveloped portion be transferred to the EBRPD when the lower portion is transferred to the City. The area above Golf Links Road contains about 100 acres of open grassy knolls with excellent views out over the city to the Bay. It would be an ideal site for picnicking, kite-flying and other unstructured recreation activities.

Martinez Waterfront

Most of the land along the waterfront is owned by the City of Martinez and the State of California. The City expects to complete its partially-developed marina with the help of a \$450,000 State loan. Martinez's general plan for the rest of the waterfront calls for water-related commercial development along with park and open space uses. The area could become a Regional Shoreline Recreation Area in which the natural features would be preserved and facilities provided for picnicking, hiking and fishing. Such a facility would complement the City's plans for localized commercial development around the marina. The Park District should initiate explorations with City and State officials leading to a possible cooperative effort in the area.

LONG-RANGE PROJECT

Point Molate

The Point Molate Naval Fuel Supply Depot occupies a large section of the San Pablo Peninsula in Richmond. The area has shoreline frontage, beaches, hills, the historic Winehaven building and good access. All these features make the site very attractive for a regional parkland. The U.S. Navy has recently (informally) reiterated its intention to retain the facilities at Point Molate, but if the Navy ever declares the land surplus, the Regional Park District should indicate its interest in acquiring the site.

SECTION 3 EXISTING EAST BAY REGIONAL PARK DISTRICT PARKLANDS NOT IN SECTION 1

This section presents brief comments on those Park District holdings for which no expansion requiring the expenditure of District funds qualifies in Section 1. In several of these parklands, expansion was proposed but discarded as being unnecessary; in several, expansion is warranted but can probably be made without acquiring any *privately-owned* properties; in others there are notable operating problems that need to be recorded. The section contains a great variety of information, and is an important one; a number of recommendations in the section are of equal importance to the acquisitions discussed in Section 1 and recommended in Part 4, "Acquisition, Development and Financing."

LIST OF THOSE EXISTING PARKLANDS

Alameda Beach Regional Shoreline Recreation Area
Camp Parks
Chabot Regional Park
Contra Loma Regional Recreation Area
Cull Canyon Regional Recreation Area
Del Valle Regional Park
Don Castro Regional Recreation Area
Kennedy Grove Regional Recreation Area
Roberts Regional Recreation Area
Sibley-Round Top Regional (Scenic) Preserve
Sunol Regional Parkland (and Camp Ohlone)
Temescal Regional Recreation Area
Tilden (Charles Lee) Regional Park

Alameda Beach Regional Shoreline Recreation Area¹⁹

Because of the problem of beach erosion and debris along the south shore, the Army Corps of Engineers conducted a study of the area which resulted in several alternatives for resolving the problem. The most favored alternative appears to be the construction of some groins perpendicular to the beach and a groin to form a lagoon in front of the existing bathhouse complex. Under this proposal, a marsh would be established along the south end of the beach.

Eventually a trail will be extended through the parkland to San Leandro Bay. Several smaller improvements are under way including the development of a wild-life lagoon, historic interpretation center, rest rooms along the south shore, and landscaping.

Between the existing northeast boundary of Alameda Beach Regional Park and the City of Alameda's Washington Park lies a 2¼ acre parcel of land which was suggested as an expansion area. The property, if developed for housing, would present only a minor visual intrusion into the existing parkland and would not seriously affect the current use of Alameda Beach. There is adequate undeveloped land under EBRPD control for future additional recreation facilities. These factors, together with the very high total FCV (approximately \$100,000), caused discarding of the suggested expansion.

¹⁹The present name is "Alameda Memorial State and Regional Beaches" but it should be changed in accordance with the Parkland Classification System and for simplification.

Camp Parks

This 460-acre property, acquired by EBRPD in 1971, has not been opened to the public yet. The main reason is the possible hazard of the nearby Cobalt 60 gamma irradiation tests being conducted by the Stanford Research Institute (S. R. I.). Although there is very little danger within the existing EBRPD property, the hazard could be quite high if park users were to go outside it.

When S. R. I. terminates its experiments in 1974, the parkland could be used as a vehicular recreation area for motorcycles and minibikes. The existing EBRPD holding is not of adequate size, but could function effectively in conjunction with additional portions of Camp Parks to the northwest that the Federal Government may someday declare to be surplus. The terrain variety is poor; there are no challenging hills, and little tree cover. The viewshed is not well protected. The soil, primarily Diablo Clay, has a high natural fertility and would respond well to a regeneration program. Because there are no steep slopes (all under 30%), the site is less susceptible to erosion than other proposed VRAs.

Chabot (Anthony) Regional Park

A desirable expansion unrelated to that evaluated in Section 1 would involve lease of EBMUD land to the northwest—the dam and its environs. This area could become a second lake access point and is well suited as a launching area for sailboats. (The current sailboat access into the lake is difficult to negotiate.) In addition it contains a number of mature exotic trees which would provide an interesting picnic and botanical spot. The two small concrete settling ponds below the dam could be developed as nature-interpretive lagoons. With this expansion, Chabot Regional Park would abut the City of San Leandro's Lake Chabot Park.

There may be a basic problem with Lake Chabot, which is not owned by EBRPD, but leased from EBMUD. The Lake is not used for water supply purposes at present but will be put to that use for two years while the dam at San Leandro Reservoir is being strengthened against earthquake damage. After the two years, EBMUD may wish to abandon Lake Chabot, especially if costly repairs would have to be made on the Chabot dam to bring it up to earthquake safety standards. Thus the Regional Park District may be faced in the mid-1970s with a choice of acquiring Lake Chabot and spending much money to improve the dam, or losing use of Lake Chabot for recreational purposes. (Park District acquisition might mean that Lake Chabot could be opened to swimming use, a use that has thus far been forbidden by EBMUD because the Lake serves as a standby source of domestic water.) On the other hand, EBMUD may decide, for one reason or another, to continue to maintain Lake Chabot in the future.

Contra Loma Regional Recreation Area²⁰

The long-range plan for Contra Loma indicates that the existing developed area around the bathhouse on the south side of the lake should be expanded and that a large area east of the lake should also be developed. But the Park District staff feels that there is not now sufficient demand for all the facilities shown on the plan, so the area east of the lake will be held open until needed.

Contra Loma is proposed to be used as the major staging point for the adjacent Black Diamond Mines Regional Park, much of which the Park District has just acquired. Furthermore, the Contra Costa Canal corridor, adjacent to the north boundary of Contra Loma, is about to become a regional bicycling, equestrian and hiking trail, and its development will probably make Contra Loma a major terminus for trail users.

²⁰Contra Loma is now a "Regional Park" but should be reclassified as a Regional Recreation Area in recognition of its existing and future activities.

Contra Loma is surrounded by land suitable for urban development. Such development could adversely affect the viewshed of the park. The Park District is already working with Contra Costa County so that the County will secure buffers (open land and tree screens) around Contra Loma to prevent adverse visual encroachment.

**Cull Canyon
Regional Recreation Area**

The overall site plan for Cull Canyon was recently revised to incorporate the rebuilding of the Big Tree Picnic Area at the south end of the parkland. No additional development is contemplated. Consideration is being given to leasing an extra 1.4 acres of land from Alameda County Flood Control District for the eventual expansion of the picnic area.

Columbia Associates has proposed to construct a large residential development north of Cull Canyon. The developer requested permission to build the access road to its property through the parkland which EBRPD does not own but operates under a 25-year lease agreement (expiring in 1988) with the Alameda County Flood Control and Water Conservation District. In return, Columbia Associates offered to dedicate at least 200 acres of densely wooded land east of the development to the public for park or open space purposes. Numerous other conditions have been under negotiation for some time between EBRPD and the developer. No final agreement on these conditions has been reached yet, but it now appears very likely that the developer will build the road and the Park District will get the use of additional land for park purposes.

Del Valle Regional Park

See Site Evaluation in Section 6.

**Don Castro
Regional Recreation Area**

An existing overall site plan for Don Castro indicates that little development should be built beyond what already exists. There may be a need for some additional group picnic areas. A 1972 study of the fishery and recreational values by Orville Ball and Associates, consultants to EBRPD, recommends that trails to the shoreline for fishing be improved and additional ones developed. Trail connections to Cull Canyon Regional Recreation Area to the north and Garin Ranch Regional Park to the south are planned.

Access from the adjacent freeway is by means of a complicated double-back over city streets. Only a major new interchange would solve this problem, and it appears unlikely that access will be improved.

**Kennedy Grove
Regional Recreation Area**

The area is considered to be at full development and no additional facilities are being considered. When San Pablo Dam Road is widened and improved, improved access to Kennedy Grove will be provided. About a mile away, along the west shore of San Pablo Reservoir, EBMUD is expected to open a recreational facility in summer, 1973. There appears to be an opportunity to tie this facility to Kennedy Grove by means of a shoreline trail. A cooperative program between EBRPD and EBMUD could insure that the operations of these two nearby facilities are coordinated as much as possible.

Roberts Regional Recreation Area

Some adjustment should be made of the boundary between Roberts Regional Recreation Area, Redwood Regional Park, and the City of Oakland's Joaquin Miller Park. A relatively small sliver of Joaquin Miller Park now extends above (east) of Skyline Boulevard, separating the bulk of Redwood Park from Skyline Boulevard. The location of the boundary causes confusion, maintenance problems, and unnecessary costs. There are three possible locations to which the boundary could be moved: (1) Skyline Boulevard, (2) below those facilities that have access from Skyline on its downhill (west) side, and (3) the lower edge of Joaquin Miller (i.e., EBRPD could acquire the entire city park). Possible adjustments of the Joaquin Miller-Redwood-Roberts boundary should be explored with Oakland officials.

Any part of Joaquin Miller Park that is above Skyline Boulevard or that has access from Skyline Boulevard on its downhill (west) side, and that is acquired by

the Regional Park District, should be added to Roberts Regional Recreation Area. If no part of Joaquin Miller Park is acquired, Roberts should “borrow” some space from Redwood Regional Park so that it can provide a wider range of activities than at present, as befits its role as a Regional Recreation Area. (Even if part of Joaquin Miller Park does become part of Roberts Regional Recreation Area, it may be necessary to add to Roberts also a small part of Redwood.)

**Sibley-Round Top
Regional (Scenic) Preserve**²¹

Round Top Peak itself is not within the parkland boundaries but is owned by EBMUD and is leased for communications purposes, an arrangement expected to continue indefinitely. No expansion of Sibley-Round Top is necessary; the proposed Huckleberry Regional Preserve will have a common boundary to the southeast. Other than some chemical toilets, signs, and refuse cans, no development is proposed for Sibley-Round Top.

**Sunol Regional Parkland
(and Camp Ohlone)**²²

Sunol is currently classified as a Regional Park, but for several years it has been referred to informally as a Wilderness Area. Subdivision and building in the Moore-Abrott properties constitute a serious threat to the wilderness values. The Citizens Task Force and OVERVIEW recommended that both the Moore and the Abrott areas be acquired by the EBRPD immediately, and that appropriate steps be taken to insure against adverse development within the viewshed on parts of the Apperson and Wauhab ranches. The recommendation stressed that any intrusion into this area would destroy the wilderness character of much of the present parkland, so that either all these areas should be safeguarded, or none. The Park District Board decided not to acquire the Abrott subdivision. Sunol should therefore remain a Regional Park *unless* sufficient lands are added to it so that most of the parkland could maintain a wilderness character.

The lands that should be added to Sunol are owned by the San Francisco Public Utilities Commission (Water Department). They lie (1) west of the existing parkland to the Coastal Range Peaks, including the lower Welch Creek watershed and the bed of Alameda Creek—about 1700 acres; and (2) south and southeast of the park as far as Camp Ohlone, including the remainder of the Alameda Creek watershed (the southern limit of which is marked approximately by Oak Ridge Road)—all or a portion of 8 sections and totalling about 3200 acres. Acquisition (i.e., long-term lease) of these extensive lands would enable Sunol to be a Regional Wilderness, but this would not affect the high priority of acquiring the recommended Wauhab/Valpe Ridges Regional Wilderness to the east and northeast, since Wauhab/Valpe features more rugged terrain, trackless character and a vast expanse with a unique value.

Temescal Regional Recreation Area

Because of its small size—48 acres with no room for expansion—Temescal does not meet the recommended standard for the minimum size of a regional recreation area (100 acres). Thus, as a recreation area, Temescal is not “regional” and should be disposed of, if another agency can be found to accept it, or even perhaps closed.

A Regional Bicycle/Hiking Trail will pass through Temescal, and it could therefore be retained as a Trailhead. But Trailhead use would not justify continuation of the popular swimming lake which is expensive to operate and maintain. Therefore the Park District should explore the possibility of turning Temescal

²¹This parkland, now a Regional Park, should be redesignated a Regional (Scenic) Preserve, to reflect its actual character and size (227 acres—less than one-half the minimum for a Regional Park). In addition, OVERVIEW recommends that the present name—“Robert Sibley”—be changed to “Sibley-Round Top” in recognition of its natural feature and the former name of the parkland which is still commonly used.

²²The present name is Sunol *Valley* Regional Park, but the word “Valley” is commonly dropped, and deleting it from the official name is recommended. Whether Sunol should remain a Regional Park or be reclassified a Regional Wilderness is discussed in the text. Camp Ohlone should no longer be a separate parkland, but rather should be designated as a unit within Sunol parkland.

over to the City of Oakland (Department of Parks and Recreation), perhaps in a trade for all or a portion of Joaquin Miller Park. (See Site Evaluation of Roberts Regional Recreation Area.)

The District's Fiscal Department and computer are now housed in the second floor of the bathhouse building at Temescal. Whether they should be moved to or near the Park District Headquarters will be considered by the forthcoming District management study, but in any case the present office use of part of the bathhouse building should not be a major factor in determining the future of Temescal.

Tilden (Charles Lee) Regional Park

No large-scale additional development of Tilden is now being proposed. A major Nature Interpretive Center is under construction near the Little Farm. Other recent changes include the expansion of the train ride and the development of facilities to accommodate the Golden Gate Live Steamers (a group of miniature steam railroad hobbyists) who are moving from Redwood Regional Park. Regional bicycle/hiking and equestrian/hiking trails will connect Tilden with the adjoining Wildcat Canyon Regional Park to the north and with Redwood Park to the south.

Wildcat Canyon Road, which bisects Tilden Park, is used by commuters in addition to park visitors. Moreover, the parallel and duplicating roads through the park cause confusion and congestion. The Park District, the City of Berkeley and Contra Costa County should evaluate the feasibility of closing some of the roads to automobiles (at least on week-ends); this would require running an elephant train or some other form of transit through the park, and the development of staging and parking areas near the park entrances or outside the Park. (See Part 2, Appendix B on "Transportation To and Within Regional Parklands.")

Wildcat Canyon Regional Park, recommended for expansion to its natural limits, adjoins Tilden to the north, and the two parks should be the subject of a single Overall Site Plan in the near future. This Overall Site Plan for Tilden-Wildcat would resolve such questions as: whether an internal transportation system should be established, whether it should extend through Wildcat Canyon, whether the floor of Wildcat Canyon should be used for recreational facilities or left undisturbed, where the staging areas should be located, and how large an area in Tilden and Wildcat should be set aside as an Outdoor Recreation Unit for ultimate recreational development. (See the Site Evaluation of Wildcat Canyon in Section 1.)

SECTION 4

SUGGESTED SITES NOT QUALIFYING FOR REGIONAL PARKLAND ACQUISITION

This section contains brief descriptions of the 17 sites that were actively considered but were discarded in the course of the preliminary stages of the evaluation process. These sites, obviously, were not simply sites that would have come out with a low priority if they had been run through the appropriate flow chart. Rather, either these sites did not meet the Minimum Standards of size or quality for the parkland classification to which they would have been assigned, or for some reason serious consideration of EBRPD acquisition of them was considered to be premature at this time.

LIST OF SITES NOT QUALIFYING FOR ACQUISITION

Albany Hill
Albany Waterfront
Bay Farm Island
Concord Naval Weapons Station
Drawbridge
Dumbarton Bridge Piers
East Brothers Island and Lighthouse
Fremont Shoreline Recreation Area
Galindo-Higuerra Adobe
Giles Estate
Kirker Pass Road
Moraga Adobe
Point San Pablo Whaling Station
Point Wilson
Richmond Sanitary Service Property
Rowell Ranch
Selby/Tormey
Tehan Falls

Albany Hill

In November of 1972, a 2500-unit apartment complex was approved for development on the side of Albany Hill. As part of the approval, the top of the hill would be left in open space and dedicated to the City of Albany. The open space to remain after the development of the apartment complex would not be suitable for a Regional Park because of its relatively small size and reduced scenic value. The hill top is an outstanding landmark which should be preserved by the City of Albany.

Albany Waterfront

Along the shoreline of the Bay, the City of Albany is conducting a land fill project ("Albany Isles") which is planned for ultimate public and commercial recreation use. The status of the legality of the fill, its ownership, and its use for commercial recreation development are under question at this time. If this area should ever become available, its suitability as a regional shoreline recreation area should then be evaluated. (This note does not apply to the Albany shoreline along Hoffman Boulevard or alongside Golden Gate Fields; these areas are owned by Santa Fe, and shoreline trail possibilities exist in both areas.)

Bay Farm Island

This prime shoreline property would be suitable for a variety of recreational activities. The owner requested a rezoning of the area in connection with its proposed housing development, the city of Alameda has been studying the potential environmental impact, and the anti-apartment initiative overwhelmingly

approved in March, 1973, by the voters in the City may have doomed the proposed housing development. The shoreline is subject to BCDC, as well as city regulation, and shoreline access would no doubt be a part of any development approval for the area for any purpose. Part of Bay Farm Island does adjoin the proposed San Leandro Bay Regional Shoreline Recreation Area, but any recreational use beyond shoreline access is too speculative to be evaluated at this time.

Concord Naval Weapons Station

This area was proposed as a Vehicular Recreation Area. It has the advantages of: (1) being remote from residential development; (2) having soils which are unproductive for agriculture; (3) being visually isolated from major urban areas and freeways. The area is owned by the U.S. Government whose attitude towards use as a VRA is unknown. The undeveloped site serves as a buffer around the Navy's stored materials. The site was rejected because: (1) there does not seem to be enough adjacent flat land and gently rolling hills to complement the steeper hills; and (2) the site does not have the vegetation variety which other sites have.

Drawbridge

See material on "San Francisco Bay National Wildlife Refuge" in Section 6.

Dumbarton Bridge Piers

See material on "San Francisco Bay National Wildlife Refuge" in Section 6.

East Brothers Island

The island is owned by the U.S. Coast Guard which has permanent (and automated) warning devices (a fog horn and a light). The Coast Guard is presently conducting a "real property investigation" which will probably result in everything except the devices themselves being declared surplus. The General Services Administration will then seek to dispose of the property, offering it first to other federal agencies, then to agencies at other levels of government, and finally to private interests.

Because the island is listed in the National Register of Historic Places, the Coast Guard will stipulate that whoever takes over the island will have to maintain it in its historical condition. Accordingly, the only "private" interest that might get the island would be an historical society. If no one wants the island, the Coast Guard will keep it and do minimum maintenance, but some deterioration is bound to occur. It has been recommended that the EBRPD should not allocate funds towards restoration and maintenance of isolated historic sites until a regional historic site program is developed. Since the site is unlikely to be lost or destroyed by private interests, there is no need for the EBRPD to consider this site at this time.

Fremont Shoreline Recreation Area

This 260-acre site was suggested by the City of Fremont. It is currently being used for sanitary land-fill, and it is expected that this use will continue for the next 15 years; therefore, the site cannot be considered within the EBRPD 10-year acquisition plan. Moreover, there are far superior areas for recreation within the Fremont area, several of which are recommended for acquisition.

Galindo-Higuerra Adobe

This adobe is located in the Warm Springs area of the Fremont foothills, off Curtner Road. The structure was built in 1840, and is part of the old Agua Caliente Rancho originally occupied by an early Mexican family. Because of its advanced state of deterioration, it is not considered as important regionally as other potential historic sites. A temporary roof shelter was constructed to retard deterioration but the remaining walls are not expected to survive another rainy season.

Giles Estate

This 12.7-acre area in the Irvington District of Fremont is the site of the former Washington College of Science and Industry founded in 1871 as the first Protestant college chartered by the State of California. The main structure on the premises is a victorian mansion of 22 rooms built about 1889 and is a good example of the highly-developed 19th Century carpenter's art. A certain amount of deterioration has occurred, although the building appears to be structurally sound. There are several unique tree specimens in the surrounding gardens which

are extremely overrun.

A residential development has been proposed for the area adjacent to the site. As part of the development package, the owner has agreed to dedicate a portion of the Giles Estate to the City of Fremont. Moreover, Fremont should take on the responsibility of preserving the rest of the area; the site is more appropriate as a city park than as a regional facility because of its small size, its limited regional historic significance, and its urban location.

Kirker Pass Road Proposed as a possible Vehicular Recreation Area, the Kirker Pass Road site was found to have severe erosion problems, poor access, and an incompatible proximity to the Black Diamond Mines area. Other more suitable VRA sites are being recommended.

Moraga Adobe This historic site is not part of a larger area being considered for acquisition as a Regional parkland, and therefore does not meet the requirement for Park District participation in saving historical structures, as recommended in Part 2, Chapter 2 on "The Role of the East Bay Regional Park District."

Point San Pablo Whaling Station Originally considered as an historic feature, the whaling station buildings were found not to be of regional significance because of their state of disrepair. At some time in the future, the site may serve as a staging area or point of interest along a Regional Shoreline Trail.

Point Wilson This area is a very small shoreline projection near residential areas in the City of Pinole. It is too small and inappropriately located to be a regional trailhead, its only conceivable regional parkland classification; however, it may be of value as a small picnic area on a Regional Shoreline Trail between Point Pinole and Crockett.

Richmond Sanitary Service Property This area is currently being used for "sanitary land fill." There are uncertainties about the timing and legality of the operation which make it difficult to evaluate the availability of the area for regional parkland use. Certainly there should be public shoreline access if and when the proposed land fill operation comes to an end, even though the major parklands at Point Pinole and along Wildcat/San Pablo Creeks will adequately serve the recreation needs of this general area. Uncertainty as to when the landfill operation may come to an end prevents considering this area within the 10-year acquisition program.

Rowell Ranch This is a 500-acre ranch situated south of I-580, halfway between Castro Valley and Dublin. Initially suggested as a regional equestrian facility, Rowell Ranch has been discarded because of the site's limited flexibility for other uses and because other nearby areas in existing and proposed parklands are even more suitable for equestrian activities.

Selby/Tormey This property lies on the shoreline of San Pablo Bay, midway between Crockett and Rodeo. Although this part of Contra Costa County lacks shoreline access, the site has been discarded as a shoreline *park* site because BCDC has designated it for water-related industrial use and intends to maintain this designation. The old smelter is abandoned and the property is for sale; when replanned for a new water-related industrial use, shoreline trail access should be provided, to the maximum extent feasible, as a result of BCDC controls and State ownership of much of the site.

Tehan Falls Tehan Falls is the only known waterfall of its size in Alameda County. It plummets at least 60 feet over its main fall and has a smaller set of falls above. The rock face and canyon walls are covered with a thick carpet of mosses and ferns. Viewing the falls and picnicking in pleasant surroundings would be potential uses of the area, but the waterfall is dry over the summer months (the period of greatest park use), and access to the site is only fair. Therefore, Tehan Falls was rated as a low priority acquisition for a Regional Preserve (Scenic). But Tehan

Falls is on the Regional Equestrian/Hiking Trail that proceeds up Arroyo de la Laguna and over to Pleasanton, and it would make an excellent trailhead on this trail. Therefore, Tehan Falls was discarded as a Preserve site but is recommended for acquisition as a Trailhead.

SECTION 5 POTENTIAL SITES OUTSIDE EAST BAY REGIONAL PARK DISTRICT BOUNDARIES

All of the sites actively evaluated lie within the present boundaries of the East Bay Regional Park District. It was determined early in the master planning process that the prospective acquisition sites within the present East Bay Regional Park District boundaries would be sufficient to absorb all of the energies to be generated in the present master planning process, and the consideration of sites outside the District boundaries could be postponed until a later time.

But there are a number of very interesting potential sites located in the parts of Contra Costa and Alameda Counties beyond the present Park District—i.e., in the Liberty Union High School District of eastern Contra Costa County (Byron and Brentwood) and in the Murray Township area of Alameda County (Livermore). In the course of its more intensive investigation and evaluation of sites within the District boundaries, OVERVIEW collected some information and made some very preliminary evaluations of these out-of-District sites. These are presented in this Section. If the portions of Alameda and Contra Costa Counties that lie outside the District boundaries should join the District, or if the Park District Board, at some time in the future, should decide to investigate and evaluate for possible acquisition potential regional parkland sites beyond its boundaries,²³ a far more intensive look should be taken at these potential sites then.

LIST OF SITES OUTSIDE DISTRICT

Arroyo Mocho/Cedar Mountain
Bethany Reservoir
Brushy Peak
Delta (The)
Delta-Mendota Canal/Clifton Court Forebay
Kellogg Project
Marsh (John) Home

Arroyo Mocho/Cedar Mountain

East of Del Valle Reservoir lies a large area of undisturbed land. Cedar Mountain rises to 3675 feet (1000' higher than the Coastal Range Peaks) and is clothed with unusual coniferous trees in places. Its heavily-wooded slopes plummet north and east into Arroyo Mocho, which has a uniquely elongated shape. The watershed stretches about 18 miles south of its intersection with the South Bay Aqueduct and is never more than 4 miles wide. The City of Livermore's Public Works Department published a 1971 report "Arroyo Parkway Study," which mentions the possibility of a dam to be constructed across the Arroyo 1½ miles

²³The enabling act expressly authorizes the Regional Park District to own and operate parklands beyond its borders (Public Resources Code Section 5540).

upstream from the intersection of Mines Road and Mendenhall Road. But the recreation and conservation possibilities of this beautiful area must be carefully considered at the outset of any consideration of dams that would affect it.

Bethany Reservoir

Bethany Reservoir is located at the northeasternmost tip of Alameda County. It feeds into the California Aqueduct which runs close to and parallel with the Delta-Mendota Canal. The State Department of Parks and Recreation has planned to provide facilities for boating, camping, fishing, picnicking and equestrian use (Bethany Reservoir Recreation Development Plan 1970); it has budgeted \$800,000 (from the Recreation, Fish and Wildlife Enhancement Bond Act of 1970) in the 1974-75 Capital Budget and on March 22, 1973 asked the Park District if it would be interested in operating this unit (as the District operates Del Valle Regional Park).

Brushy Peak

Two miles east of Vasco Road and one mile south of the Alameda/Contra Costa County boundary lies this dominant peak of 1702 feet. It gains its name from the unusual patch of forest which crowns the cap of the mountain, the rest of its surface being open and grassy.

Delta (The)

The Delta—a large area of low-lying agricultural land, swamp, channels, and bays—could provide unique recreational opportunities, especially in relation to wildlife habitat for educational and interpretive purposes. Franks Tract is a State Recreation Area located in the Contra Costa County portion of the Delta. Although Franks Tract itself need not be expanded, it could become the hub of a major state and regional cooperative acquisition program in the Delta. This possibility is under study by the Delta Advisory Planning Council.

Two specific areas in Contra Costa County and worth considering for park and recreation purposes are Big Break and Old River. Big Break is the open body of water immediately north of Oakley. Old River meanders southward from Franks Tract along the Contra Costa-San Joaquin County boundary and joins the Delta-Mendota Canal.

**Delta-Mendota Canal/
Clifton Court Forebay**

The Delta-Mendota Canal has proved to be a popular fishing spot for people from as far away as Oakland. The existing State trail along the Canal could be linked with a regional trail extending east from Livermore. Staging facilities such as picnicking and parking would be appropriate park development. Clifton Court Forebay adjoins the mouth of the Canal and could provide recreational benefits if boating facilities were provided.

Kellogg Project

This proposed reservoir would be built on Kellogg Creek at the point where it crosses Vasco Road (4 miles south of Brentwood and 3 miles west of Byron). Its purposes would be to supply potable water reservoir storage for the Contra Costa Canal, and a “backup supply” in case of power or pump failure. If the project is ever funded (Federal funds are required), it would be appropriate for the EBRPD to explore the possibilities of joint recreational and water supply uses.

Marsh (John) Home

This historic stone building is about 5 miles south of Brentwood, and just north of the Marsh Creek reservoir. It is owned by the State and leased to Contra Costa County, but is in need of restoration. There is a John Marsh Memorial Association which has raised a small amount of money for this purpose; however, restoration is expected to require in excess of \$250,000. An attractive regional park could be developed here if the adjacent reservoir were also opened for recreational uses.

The Federal government and the State government each have one major parkland within the East Bay Regional Park District. Both—Mt. Diablo State Park which has been in existence for many years, and the San Francisco Bay National Wildlife Refuge which is not yet operational—will be major recreational resources for the people of the District as well as for visitors from outside. Some expansion of each of these facilities, as noted in this Section, is needed to enable them to perform its proper role for the people of this District and the people of California and the nation for the long range future. In addition, Section 6 explains why one of the acquisitions that had been proposed to the Park District is more properly a function of the State government. Finally it describes a huge, important and imaginative proposal for a “national urban park” within Alameda County which would be of far greater than regional importance.

LIST OF PROJECTS

Del Valle Regional Park Expansion

Mt. Diablo State Park Expansion

San Francisco Bay National Wildlife Refuge

Sunol/Pleasanton Ridges (“National Urban Park”)

Del Valle Regional Park Expansion

The Del Valle dam and reservoir were built by and are owned by the State of California’s Department of Water Resources (DWR). The design and development of the recreational facilities has been the responsibility of the State Department of Parks and Recreation, while the East Bay Regional Park District is responsible for the operation of the park (3500 acres) under an agreement with DWR.

This is a popular water-oriented park and derives much of its attraction from its rural setting. Unfortunately, only a small part of the viewshed is in public ownership. Approximately 6500 acres of private land lie within the viewshed. If this area is not protected from development either through acquisition or regulation, the remote feeling of Del Valle may soon be lost. The privately-owned ridge on the west side of the reservoir is contiguous with lands of the San Francisco Water Department and with the proposed Wauhab/Valpe Ridges Regional Wilderness. Development of these ridgelands and east-facing slopes would seriously impair the visual experience from Del Valle and from the proposed Wilderness and might also adversely affect the quality of water in the reservoir. The State Department of Water Resources initiated during 1972 an inter-agency Environmental Resources Inventory of the Arroyo Del Valle Basin, to be completed by June 30, 1973. Acquisition of these watershed and viewshed lands should be the State’s responsibility.

Mt. Diablo State Park Expansion

Mt. Diablo is the only state park within the East Bay Regional Park District that is operated as well as owned by the State. (Franks Tract in eastern Contra Costa County lies beyond EBRPD boundaries; other state-owned facilities are operated by EBRPD or other local government agencies.) The present State Park boundaries encompass only a small part of the actual Mt. Diablo—geologically, ecologically, and visually. Like Mt. Tamalpais, Mt. Diablo plays a major role in the entire 9-county region. The State has an obligation to protect its resources by rounding

out Mt. Diablo State Park, as it has protected Mt. Tamalpais by extensive recent acquisitions in Marin County.

In the judgment of OVERVIEW there are a number of critical, high priority areas where expansion of Mt. Diablo State Park should occur. OVERVIEW transmitted these suggestions to the State Department of Parks and Recreation, and on April 3, 1973, the Department's Deputy Director, writing for Director William Penn Mott, Jr., concurred. The high priority areas, in order of priority, are:

- (1) Northeasterly to include North Peak and its northern slopes;
- (2) Northwesterly to include Mitchell Canyon and some rare stands of Coulter pines;
- (3) Easterly to include the Curry Canyon drainage;
- (4) Westerly to Shell Ridge, encompassing the watershed of Pine Creek, and a corridor to Arroyo del Cerro. [This acquisition should be coordinated with the Park District's proposed acquisition of Castle Rock Regional Recreation Area, which borders the mouth of Pine Creek and is in the same ownership as much of Pine Canyon.]

The Department of Parks and Recreation has suggested that Contra Costa County's share of the proceeds of the forthcoming State Park Bond Issue, if it is approved in 1974, might be used in a cooperative effort to help achieve these goals. The primary responsibility, however, will rest with the State.

San Francisco Bay National Wildlife Refuge

The Refuge, established by Act of Congress in 1972, does not yet have definitive boundaries. Two relatively small but important projects—only one of which involves acquisition—were suggested in the course of master planning but appear to be more appropriate for inclusion in the Refuge.

DRAWBRIDGE

The only ghost town in the Bay Area, Drawbridge, is situated on an island at the southernmost tip of San Francisco Bay, between Fremont and the Santa Clara County line. This one-time town of 40 homes is sinking slowly into the mud. Restoration would be extremely expensive and of marginal value. Since the Southern Pacific Railway bisects the ghost town and all surrounding land is marsh, the site cannot accommodate crowds. Although it is not considered suitable for an EBRPD acquisition, OVERVIEW believes it would be an appropriate addition to the San Francisco Bay National Wildlife Refuge, particularly along with neighboring marshes. This possibility has been discussed with and is being considered by officials of the U.S. Bureau of Sports Fisheries and Wildlife which administers the Refuge.

DUMBARTON BRIDGE PIERS

The State Division of Bay Toll Crossings has proposed to build a new span to replace the existing Dumbarton Bridge. As part of the proposal, the State has agreed to allow the ends of the existing causeway to be rebuilt and used for public access. These two 2,000-foot piers will be available to any public agency willing to maintain them. The City of Fremont suggested that the eastern pier should be taken over by the Park District for fishing and as a potential marina facility. But both piers will be within the San Francisco Bay National Wildlife Refuge, and the federal authorities appear to be willing to assume the responsibility for both piers; therefore, there is no need for EBRPD involvement.

Sunol/Pleasanton Ridges ("National Urban Park")

In recent years, the interest of several U.S. senators and congressmen, local government officials and citizen groups has focused attention on the vast privately-owned portion of the East Bay Hills stretching from north of Las Trampas all the way to the Alameda-Santa Clara County line. Particular interest has been expressed in the Sunol-Pleasanton Ridges area, both north and especially south of route I-580. The Sunol and Pleasanton Ridges are typical of the role of the hills in the whole visual and recreation character of the East Bay: the ridges have a unique visual character, as a green backdrop to the dense settlements on the

western side of the hills and those building up on the east.

These ridges are developable, at least in part; this has been established by recent slope stability studies completed by the City of Hayward as part of the Hayward Hill Area Study. In addition, most of the ridge tops are already serviced by water, and some by roads. Once sewage disposal can economically be provided to the area, development pressures will greatly increase. Already there have been proposals for lot splits at the southern edge of Sunol Ridge, and the future of Walpert Ridge is about to be decided. The threat of development is imminent in many places.

Many approaches have been made to meet this threat. One is the highly controversial "Alameda County Skyline Parkway," a proposal that its proponents say would achieve protection of the ridges by making them part of a recreation roadway, a hotly-contested assertion. Another approach is to treat the entire area as a regional park (for the EBRPD). A third is to approach the question in terms of "non-park open space," along the lines suggested in the section on that subject in Part 2, Chapter 2, "The Role of the East Bay Regional Park District." A fourth is a proposal that the federal government take an active role in this area—a proposal that goes by the name "National Urban Park." As with proposals involving the Santa Monica Mountains, the proponents of the "National Urban Park" idea urge that the concept of a national park be extended into metropolitan areas, and suggest that there is no better place to do this than these ridges which, though virtually unspoiled, lie within minutes of the entire population of the East Bay.

The area of privately-owned ridges in the East Bay west of I-680 and east of the developed flatlands and foothills is vast. Even the Sunol and Pleasanton Ridges alone are very extensive, perhaps too large for the present resources of the East Bay Regional Park District and the local governments involved. A cooperative study to determine the future of the remaining East Bay Hills should involve the federal government (probably the state government also), the East Bay Regional Park District, and the affected local governments, and should be made quickly before irreversible decisions are made to allow additional development to occur in any portion of these ridges.

Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations
Acquisition, Development, and Financing
Regional Trails
Regional Parklands and Trails Map

PREPARED BY **OVERVIEW**, JUNE 1973



Acquisition, Development, and Financing

PREPARED BY **OVERVIEW**, JUNE 1973

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INTRODUCTION

OVERVIEW was asked to develop for the East Bay Regional Park District a ten-year parkland acquisition program that is not just a utopian dream or even simply a list of all sites that qualify as regional parklands, but instead a realistic and implementable financial plan. OVERVIEW has employed a three-step process in the formulation of a workable financial plan: (1) estimating the expenditures that would be necessary for the acquisition of all the qualifying sites if money were not a constraint; (2) comparing these estimates with the projected available sources of revenue; and (3) reconciling the expenditures with revenues, either by reducing the estimated expenditures, or by increasing the projected revenues, or both. This process has been carried out to the extent possible with the limited data and numerous uncertainties that exist. The results, presented at the end of this Part, outline two types of acquisition programs: (1) a basic program that would utilize only those tax resources now available to the District; and (2) an expanded program requiring additional resources. Included in the final discussion is an examination of the effects of each program on development and maintenance and operations budgets, and recommendations for alternate means of raising the additional funds required to implement the Expanded Acquisition Program. To reach the point of being able to make recommendations, OVERVIEW first analyzed the Projected Expenditures and the Projected Revenues.

PROJECTED EXPENDITURES

The expenditures of the Regional Park District which have been projected are those for: (1) acquisition of new properties; (2) development; and (3) maintenance and operation (M&O) costs, which include direct expenses for maintaining parklands, and indirect expenses attributable to the parklands. There are, of course, inter-relationships between these types of expenses: the acquisition of a new property will ordinarily entail a certain amount of development, and M&O cost will normally increase as a parkland is more intensively developed. Yet the inter-relationships are sometimes complex, so each type of expenditure is treated separately in the following sections.

Acquisition Costs

One of the most difficult tasks in planning for the acquisition of land is to estimate in advance of an actual appraisal the prospective costs of the land acquisition. To obtain appraisals of the hundreds of parcels¹ in the qualified sites has been impossible, both for reasons of cost and for reasons of time, thus far in the EBRPD master planning process. In the absence of such appraisals, the only pertinent data that offer any indication of the cost of the properties are the assessors' valuations—that is, the Full Cash Value (FCV) from which the assessor derives the assessed valuation of real property for taxing purposes. (Under current law, the assessed valuation is 25% of FCV.) Unfortunately, the assessors' FCV data are subject to several limitations:

- (1) The information is not always current since assessors often revalue the properties within their jurisdictions only every several years on a rotating basis.
- (2) The assessors' valuations which are current as of the time of writing may not be good predictors of the price that will have to be paid in the future because of the upward spiralling of land costs.
- (3) The experience of the East Bay Regional Park District and other agencies in the Bay Area indicates that the cost of acquiring land by a public agency usually

¹The 40 sites qualifying for acquisition (evaluated in Section 1 of Part 3) contain a total of approximately 900 assessor's parcels within the minimum acquisition boundaries, and over 1200 assessor's parcels within the preferred acquisition boundaries.

(though not always) exceeds the assessor's Full Cash Value at the time of acquisition. The extent of the gap varies with many factors, such as the location, size and nature of the property, the county, and the relative desire of the buying agency to buy and the seller to sell.

Thus there is no way (short of appraisal) to determine prospective acquisition costs with much certainty. On the other hand, the assessors' Full Cash Value does give an indication of the *relative* value of various parcels; that is, if parkland Site A has a Full Cash Value of ten times the FCV of parkland Site B, the actual cost of Site A will probably be considerably in excess, perhaps 8 to 12 times, that of Site B. Furthermore, the Full Cash Value data do provide some rough indication of the order of magnitude of the prospective costs. Finally, the Full Cash Value data are the only such information available at this time. Therefore, as indicated in the section of this Part on "Recommended Acquisition Programs," OVERVIEW has made limited use of the FCV data in compiling its recommended Basic and Expanded Acquisition Programs.²

Throughout this discussion of acquisition and financing, the unstated premise is that any acquisition of a parcel will ordinarily consist of the purchase of fee title and will result in payment in one lump sum. Actually, however, some acquisitions may consist of less than full fee title. For some lands within the preferred acquisition area around the minimum acquisition boundaries, it may be possible to acquire only "scenic easements" or "development rights," resulting in the viewshed being safeguarded but the public having no or limited rights of access to the property. This could reduce considerably the cost of protecting the viewshed if the land is useful to the owner for agricultural or other open space uses. Variations on this theme would include (1) the purchase of land followed by resale with restrictions to protect the property from use or development adverse to the neighboring parkland, and (2) the purchase of a large parcel followed by sale or lease of whatever part of the property is not needed for parkland purposes;³ such a sale or lease could conceivably go far toward offsetting the price paid by the District for the entire parcel.

Even where fee title is to be acquired, ingenuity in the negotiation process may result in fixing the price to be paid at a point in time, while postponing full payment until the District has more funds available. For financial and tax reasons of his own, the seller may sometimes be willing to accept a relatively small down payment, and to postpone receipt of the balance. Such arrangements may be beneficial not only to the seller but also to the Park District, particularly in the early years of its acquisition program, if the Park District does not have the benefit of a bond issue but must rely on the funds that accrue gradually from tax income.

A further discussion of acquisition of less-than-fee interests, installment purchases, and related devices such as options, is found in Volume I, Chapter III of *How to Implement Open Space Plans for the San Francisco Bay Area*, the OVERVIEW report to the Association of Bay Area Governments, published in June 1973. A more detailed examination of the effectiveness of such devices is

²Appendix A, Tables 1 through 5 present the FCV for each of the qualifying sites (for both the minimum and the preferred acquisition boundaries), each table referring to one of the five parkland types with a discrete criteria weighting system.

³Under Public Resources Code Section 5540, the Regional Park District may not sell or lease for more than 25 years "any real property *actually dedicated and used for park purposes* without the consent of a majority of the voters of the District voting at a special election . . . held for that purpose." By negative implication, it may sell and lease surplus properties not so dedicated.

contained in Roselyn Rosenfeld, *Powers, Volume V: Public Acquisition*, published by the San Francisco Bay Conservation and Development Commission in 1969. One point made in these discussions, and elsewhere in this Report, is that any available method should be used to accelerate acquisition in order to avoid paying, due to delay, the much higher prices that can result from general inflation, disproportionate increases in the cost of all undeveloped land, and, above all, special increases in the asking price of land known to be slated for acquisition as regional parkland.

Development Costs

Before a definitive projection of development costs for the next ten years can be made, two preceding steps must have been taken: (1) a definitive site acquisition program adopted; and (2) a preliminary site plan prepared for each parkland site to be acquired. Nevertheless it is possible at this time to make very rough estimates of the cost of development on each of the 40 qualifying sites over the next ten years. Such estimates are based upon (a) judgments as to the type and approximate scale of the development that would be appropriate to the site; (b) comparisons with the cost of various degrees of development of existing regional parklands; and (c) where necessary, estimates by Regional Park District staff of the cost of specific improvements based on working knowledge of the costs in similar situations. Figure 1 presents the types of facilities appropriate to each site (in Column II), and (in Column III) the estimated cost of developing such facilities fully.⁴

Costs of trail development have been estimated (by Park District staff) as follows:

	Bicycle/Hiking Trails:	
A-1	Grading, 8' wide asphalt pavement and signing	\$20,000 per mile
2	All of "A-1" plus fencing	\$30,000 per mile
3	All of "A-1" plus landscaping	\$30,000 per mile
4	All of "A-1" plus fencing and landscaping	\$40,000 per mile
	Equestrian/Hiking Trails:	
B-1	Grading, 6' wide chip pavement and signing	\$ 5,000 per mile
2	All of "B-1" plus fencing	\$15,000 per mile
3	All of "B-1" plus landscaping	\$15,000 per mile
4	All of "B-1" plus fencing and landscaping	\$25,000 per mile

Maintenance and Operations Costs

After a parkland has been acquired, there are continuing costs for its maintenance and operation. These costs can be a major constraint upon both parkland acquisitions and the development of parklands because these costs are directly related to the degree of development in a parkland. Therefore, along with the estimates for acquisition and development costs, attempts must be made to estimate future M&O costs.

M&O costs consist of both direct and indirect expenses that can be attributed to particular parklands, and of overhead expenses that cannot be so attributed. The direct maintenance and operations costs⁵ for each of the sites qualifying for

⁴This full-development estimated cost may be thought of as a ten-year development budget (at constant 1973 dollars) since it is hoped that full development of all sites acquired could be made or at least contracted for during the ten-year period. Actually, for reasons noted below in this Part, it is unlikely that full development will be achieved during the ten-year period; but it is nevertheless necessary to treat the full-development estimated costs as *ten-year* costs, since there is no reliable way of judging what part of the total might be achieved during the ten years.

⁵"Direct" maintenance and operations costs include expenditures for the following: (1) Parks Department crews working in the parkland; (2) Planning, Development, and Construction Department crews making repairs in the parkland; (3) swimming programs; and (4) the net cost to the Fiscal Department of running the concessions within the parkland.

Figure 1 ESTIMATED COSTS OF DEVELOPMENT, MAINTENANCE AND OPERATION — “NEW MONEY”

I Parkland	II Development Proposed	III Development Cost (10 years) \$	IV Direct 10th year M&O Costs \$	V Total M&O Costs (10 years) \$
Alameda Creek Quarries	marina, docks, beach, landscaping	700,000	105,000	525,000
Ardenwood	picnic, planting (no restoration)	360,000	55,000	275,000
Berkeley/Emeryville Shoreline	staging facilities, trail	14,000	10,000	50,000
Berkeley Waterfront (North)	parking, landscaping, beach	500,000	105,000	525,000
Black Diamond Mines ¹ (Expansion)	staging, group camping, mine improvement	200,000	105,000	525,000
Bollinger Canyon	turf, irrigation, sewage disposal, renovation	100,000	55,000	275,000
Briones (Expansion)	(none — small additions of open space)	0	0	0
Brooks Island (Expansion) ²	dock, trails (on new lands)	50,000	25,000	125,000
Brookwood	parking, sewers, water, landscaping, swim facility	500,000	105,000	525,000
Browns Island/Winter Island ³	dock, levee improvement (safety)	20,000	10,000	50,000
Canada del Cierbo ⁴	access road, staging, picnic, water, fencing	500,000	55,000	275,000
Camp Parks	staging, picnic, water, fencing	400,000	55,000	275,000
Castle Rock	improved swim facility, picnic, sewers, landscaping, staging	200,000	105,000	525,000
Chabot (Expansion) [College Site]	landscaping, parking, picnic	40,000	25,000	125,000
Claremont Canyon	staging facilities	15,000	10,000	50,000
Coastal Range Peaks	staging facilities	15,000	25,000	125,000
Coyote Hills (Expansion)	working farm, fencing, livestock, roads	200,000	55,000	275,000
Devaney Canyon ⁴	staging, picnic, water, fencing	400,000	55,000	275,000
Doolan Canyon ⁴	staging, picnic, water, fencing	400,000	55,000	275,000
Emeryville Crescent	staging facilities, trail	14,000	10,000	50,000
Hoffman Marsh	boardwalk	4,000	0	0
Huckleberry ⁵	trail improvements, staging area	5,000	10,000	50,000
Garin & Dry Creek Pioneer (Expansions)	staging, irrigation, access, picnic	250,000	55,000	275,000
Las Trampas (Expansion)	fencing	10,000	25,000	125,000
Miller, George Jr. (Expansion)	staging, shoreline fill, picnic, piers, bridge	1,230,000	105,000	525,000
Morgan Territory	staging, group camp, water, picnic	32,000	25,000	125,000

I Parkland	II Development Proposed	III Development Costs (10 years) \$	IV Direct 10th year M&O Costs \$	V Total M&O Costs (10 years) \$
Mountain Village Site	staging facilities	15,000	10,000	50,000
Old Alameda Creek Marsh	staging, levee improvement, bridge	50,000	10,000	50,000
Pinole Valley	sewer, water, camping, picnic, other recreation facilities	3,000,000	200,000	1,000,000
Point Isabel	(development by U. S. Govt.)	0	25,000	125,000
Point Pinole (Existing and Expansion)	staging, bridge, picnic, pier, water, fencing	558,000	105,000	525,000
Redwood (Expansion) ⁶	(no development, small additions of open space)	0	0	0
Rodeo Creek ⁴	staging, picnic, water, fencing	400,000	55,000	275,000
San Leandro Bay	staging, trails, landscaping, other recreation facilities	1,000,000	105,000	525,000
San Pablo Creek Marsh	staging, trails, boardwalks	50,000	10,000	50,000
Shadow Cliffs (Expansion)	fencing, fishing piers	10,000	10,000	50,000
Sobrante Ridge	staging, fencing	5,000	10,000	50,000
Sunol (Expansion)	(no development)	0	10,000	50,000
Tunnelrock Quarry ⁴	staging, picnic, water, fencing	150,000	25,000	125,000
Vargas Road Plateau	sewer, water, access road, variety of recreation facilities	2,500,000	200,000	1,000,000
Wauhab/Valpe Ridges	primitive camp sites and rest areas, fence adjustment	50,000	55,000	275,000
Wildcat Canyon (Expansion)	group camp, water	37,000	10,000	50,000
Wildcat Creek Marsh	staging, trails, boardwalk	50,000	10,000	50,000

¹ Development, M&O apply to new lands only. Additional "old money" will be spent for development on lands recently acquired with "old money."

² M&O costs shared between new and old monies.

³ M&O shared with Mallard Slough.

⁴ M&O estimated on the basis that 50% of costs will be recovered through user fees.

⁵ M&O shared with Sibley-Round Top.

⁶ Does not include development and M&O cost estimates for the Wood Property; these have been deferred until District-wide management study. (See Part 3 footnote 16.)

acquisition as a regional parkland have been estimated in a manner similar to that utilized in estimating development costs. The continuing costs for maintenance and operation are, to a degree, directly related to the degree of development in the parkland because a highly developed parkland has more improvements to be maintained and will probably be more heavily used than will a parkland with little development. In recognition of this relationship, the existing EBRPD parklands were divided into six "classes," depending upon the degree of development, and an average annual direct M&O cost (as of 1972-73) calculated for each class (by the Regional Park District staff). (The "classes" and average M&O costs are presented in Figure 2.)

FIGURE 2

CLASS	PARK	AVERAGE ANNUAL DIRECT M&O BUDGET
A	Tilden	\$365,000
B	Chabot, Redwood/Roberts	200,000
C	Coyote Hills, Sunol/Ohlone, Cull Canyon, Don Castro, Alameda Beach, Contra Loma, Shadow Cliffs	105,000
D	Briones, Kennedy Grove, Temescal	55,000
E	Garin, Las Trampas, Point Pinole	25,000
F	Berkeley Open Space	10,000

Next, the appropriate "class" for each of the qualifying parkland sites in its fully developed condition was determined, and the M&O costs for the existing parklands used to estimate annual direct M&O costs for each qualifying site. These figures—the annual direct M&O costs once the contemplated development of the parkland has been completed—are presented in Column IV of Figure 1.

However, these *direct* costs represent only part of the total M&O expenditures. The other part is the *indirect* M&O expenditures, such as interpretive programs and public safety, that are directly attributable to specific parklands. These indirect M&O expenses are different from general overhead costs such as attorneys fees and public information programs that cannot be allocated to any specific parkland.

To derive total M&O costs (direct plus indirect), the direct M&O costs are multiplied by a conversion number (a multiplier) representing the fraction: total M&O/direct M&O. The methodology for deriving the multiplier is explained in Appendix B. The *total* of direct and indirect M&O expenditures is 1.6 times the *direct* M&O expenditures; the multiplier is 1.6.

For capital programming purposes, a ten-year total of M&O costs (rather than an annual figure based on the ultimate development level) is necessary. The estimation of this ten-year total is a highly speculative operation because maintenance and operation costs will vary with the degree of development that has been achieved during any particular year. Moreover, the total M&O cost over the next ten years will depend largely upon what year a parkland is acquired. Therefore, it is literally impossible to make any actual projection of these costs because the lengths of the inevitable lead times on acquisition and on development after acquisition cannot be predicted with any accuracy. Under these constraints the best that can be done is to develop a sort of statistical approximation. Obviously, during the early years, not all of the sites will have been acquired and there will be relatively little development of those sites that have been acquired, so the M&O costs will probably be quite low. On the other hand, it can be assumed that at the end of the ten-year period all of the sites will have been acquired and all of the development proposed will have been accomplished. To take account of this gradual increase in the M&O costs over a period of ten years, an *average* annual M&O figure must be determined and this figure multiplied by ten. Because there

is no "correct" way of determining this average, it has simply been assumed that the *average* annual (direct plus indirect) M&O costs over the ten-year period will equal three-tenths the estimated full-development (tenth year) M&O costs.⁶ Thus the *total* cumulative ten-year *direct and indirect* M&O costs are 1.6 x full-development *direct* costs x 3/10 x 10, i.e., 4.8, or call it 5 x the full-development *direct* costs. The estimates of ten-year cumulative total M&O costs for each qualifying site are presented in Column V of Figure 1.⁷

M&O costs for trails are even more difficult to estimate than for other parklands. Estimates (for *direct* M&O costs) range as follows:

Bicycle/Hiking (asphalt surface)	\$400/mile/year	\$400-800/mile/year
Equestrian/Hiking	\$150/mile/year	

That completes the assembly of the raw materials concerning Projected Expenditures that are needed for recommendations on acquisition and development over the next ten years.

**PROJECTED REVENUES:
POSSIBLE SUPPLEMENTAL
SOURCES**

Federal Government

It is impossible to determine what Federal, State, local government, or private funds will be available for acquisition, development, or maintenance and operation beyond those that may already be assured. In the recent past, major portions of the monies expended by the East Bay Regional Park District for the acquisition of new properties have been received in matching grants from the Federal government under the Open Space Grant Program of the Department of Housing and Urban Development, and the Land and Water Conservation Fund of the Department of the Interior. Unfortunately, the former program has recently been abolished, and the President's current budget calls for a greatly reduced level of Land and Water Conservation Fund grants. Furthermore, it is uncertain whether any special revenue sharing which would benefit "special districts" like the EBRPD will be enacted to fill these gaps, and if so, when. Finally, even if the two traditional sources were funded nationwide at their past levels, the amount that the Regional Park District might receive from them would be entirely speculative. Because both the necessities of uncertainty and normally conservative budgeting practices demand that no specific provisions be based upon such speculative expectations, no estimates have been made of the funds that might be available from the Federal government.

State Government

The same is true of monies that may be available from several State sources. A "State Beach, Park, Recreational and Historical Facilities Bond" issue will be submitted to the voters at the primary election in 1974; if it is approved, tentative allocations call for Alameda County to receive \$1,218,000 and Contra Costa County \$689,000 as their proportionate shares of the \$90 million to be distributed to local governments "for the . . . acquisition and the development of real property for park, recreation area, beach and historical purposes . . ." (Public Resources Code Section 5096.85). It can reasonably be expected that a significant portion of these funds would be made available by the counties to the East Bay Regional Park District, but of course there is no assurance that the bond issue will

⁶This is roughly equivalent to saying that by the midpoint of the ten-year planning period, the fifth year, parklands will have been acquired and developed and be in use to the extent that the M&O costs for all new (and expanded) parklands as a *group* in that year would be 30% of what they would be when all new (and expanded) parklands to be acquired have been acquired and fully developed and are in use.

⁷As noted in the preceding sentence, the numbers in Column V are 5 times the corresponding numbers in Column IV.

pass, and in any event the amounts are not large in proportion to the needs for carrying out the recommended master plan.

Another potential source of State monies is the Off-Highway Vehicle Fund. This Fund will contain not only the license fees and in-lieu taxes paid for off-highway vehicles such as motorcycles,⁸ but also the much larger amounts generated by the motor vehicle fuel tax receipts attributable to off-highway operation of motorcycles.⁹ Up to one-half of the Off-Highway Vehicle Fund will be granted by the Department of Parks and Recreation to cities, counties, "and appropriate special-purpose districts for recreation projects for off-highway vehicles" upon condition that the local government agency pay at least 25% of the cost of each project. The East Bay Regional Park District can reasonably expect to receive significant amounts of money from the Off-Highway Vehicle Fund, since the master plan recommended (by OVERVIEW) for adoption contains well-conceived plans for projects qualifying for such grants. Such grants would reduce the District's net cost for a VRA by 75%. But again both the uncertainty of such grants and normal budgeting practice require that the 75% offset not be made at this stage of financial planning.

These comments apply also to other potential State funds available for particular purposes, such as those administered by the Wildlife Conservation Board.

Local Governments

Local governments are also a potentially significant but unpredictable source of acquisition support. A beginning may be made during 1973, inasmuch as the Regional Park District has asked both counties for a share of the first distribution of general revenue-sharing received from the Federal government. If special revenue-sharing with provision for distribution of funds directly to regional park districts is not enacted, the EBRPD will undoubtedly ask the counties for general revenue-sharing assistance indefinitely as a matter of course.

Other possible sources of financial contributions from counties and cities are the park dedication funds derived from fees paid by developers in lieu of dedications of park lands. The ordinances that impose such fees commonly provide that the proceeds must be spent in a manner that benefits the residents of the subdivision or other development that paid the fees, but this would not appear to prevent the proceeds from being used for a *regional* parkland in the same general area as the fee-paying development.¹⁰ This is an interesting and important opportunity for cooperative effort between the counties and the East Bay Regional Park District. It should be explored at the earliest possible time, because some of the park dedication ordinances may have to be amended, and because sizable balances are building up in some of the park dedication funds and, if not used, may be returned to the developers. But the results are uncertain, so no adjustment in the financial program can now be made on this account.

Private

Similarly, although private gifts may prove to be a significant source of funds in the future, as they have begun to be in the recent past, these are also entirely speculative and cannot be planned for as part of any budget. Continued intensive efforts are likely to result in increasing gifts to the Park District and to its related

⁸Under the "Chappie-Z'berg Off-Highway Motor Vehicle Law of 1971," Chap. 1816, Stats. 1971; Vehicle Code Secs. 38000 and following.

⁹Under the "Chappie-Gregorio Off-Highway Fuel Tax Act of 1972," Chapters 1382 and 1405, Stats. 1972; Revenue and Taxation Code Sections 8101, 8352, 8352.6.

¹⁰See the discussion on park dedication ordinances and the broad judicial interpretation of how proceeds of in-lieu fees may be used in Volume I, Chapter II of *How to Implement Open Space Plans for the San Francisco Bay Area*, OVERVIEW's Report to the Association of Bay Area Governments, published in June 1973.

Inter-County Parks Foundation—both gifts and devises of real property, and gifts and bequests of money and securities for use in acquiring or developing parklands. Experience has already shown that wealthy individuals and foundations will give land and money when the case is clearly presented to them, and the recent challenge grant to assist in completing acquisition of Point Pinole may be an indicator of what lies ahead. But unfortunately neither the level and timing of gifts, nor even whether they will be in land or money, can be predicted. Private gifts must therefore be excluded from initial financial master planning.

**PROJECTED REVENUES:
EBRPD TAXES—
“OLD” AND “NEW MONEY”**

The East Bay Regional Park District does not have a single “pocket” from which all of its expenditures are drawn. Instead, the majority of its revenues which are derived from property taxes (about 85% of on-going revenues) are divided, under the provisions of law, into what is colloquially called “old money” and “new money.”

Revenues derived from the “basic” 10¢ tax (per \$100 of assessed valuation) that was in effect prior to July 1, 1972, are “old money,” and are not restricted as to use: they can be spent either for acquisition, or for development or maintenance and operation of any properties owned by the Park District at any time.

In contrast, the “new money” derived from the tax increments authorized by the Legislature under AB 925 (Chapter 1063, Statutes of 1971) is restricted. That law (Public Resources Code Section 5545.5) authorized an additional 5¢ tax rate effective July 1, 1972, and a further 5¢ additional tax rate effective July 1, 1974. Four cents (4¢) out of each of these 5¢ increments—that is, 80% of the increased tax—must be “spent exclusively for acquisition of new parklands”; the remaining 20% must be “spent exclusively for the development and operation of such park lands.” The Park District’s Resolution No. 4025, adopted by the Board of Directors on June 20, 1972, spells out in some detail what costs will be assigned to the “new money,” and accounting procedures are already separating these costs from the pre-existing costs of the District. (A copy of Resolution No. 4025 is Appendix C.)

“Old Money”

The EBRPD Controllors’s report on “Long-range Financial Projection (Basic 10¢ tax rate only),” as revised January 8, 1973, indicates that the cumulative cash available from “old money” will never be very large and will be exhausted by the end of fiscal year 1977-78. (A condensed summary of that report is Figure 3.) In other words, the Park District will, as early as fiscal year 1978-79, be without sufficient funds to maintain and operate its *existing* parklands. No doubt the District will have to face this problem somewhat in advance of the beginning of fiscal year 1978-79, and this may affect the timing and content of measures to obtain additional financial resources for the Park District, a subject discussed below. But the key point is that there will be no excess funds available from “old money” to supplement the “new money” in the job of acquiring, development and maintaining additional parklands for the Park District.

“New Money”

If “old money” is not available for acquisition, development, or maintenance and operation of additional parklands for the Park District, the District can look only to “new money” for these purposes. Figure 4 indicates the projected amounts of “new money” that will be available during the next ten years. The 80% earmarked for acquisition would total \$41.8 million (after deducting what is already committed to Point Pinole); the 20% earmarked for development, and maintenance and operations, of new parklands would total \$12.1 million.

**Figure 3 EAST BAY REGIONAL PARK DISTRICT
"Long Range Financial Projection — Old Money"**

	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
	\$	\$	\$	\$	\$	\$	\$
A REVENUES							
1 (Federal and State) Grants							
Wildcat	350000	350000					
Las Trampas	87412	0					
Miller (George Jr.)	275000	0					
Black Diamond (Coal) Mines	250000	0					
Mallard Slough	20000	0					
Coyote Hills	46300	0					
Trails	40000	0					
Subtotal	1063442	350000					
2 Concession Rentals, Interest, Etc.	675000	671000	702000	736000	772000	809000	814000
3 Property Taxes	5088000	5292000	5504000	5724000	5953000	6191000	6439000
4 TOTAL REVENUES	6826442	6313000	6206000	6460000	6725000	7000000	7253000
B EXPENDITURES							
1 Acquisition							
Black Diamond (Coal) Mines	100000	0					
Arroyo del Cerro	84000	0					
Land Leases (EBMUD, etc.)	13000	13000	13700	14500	15300	16200	17000
Trails	168788	25000					
Miller (George Jr.)	10000	0					
Notes & Assessments	33000	31000	30000	0			
Subtotal	408788	69000	43700	14500	15300	16200	17000
2 Development	1649700*	560000*	656000*	0	0	0	0
3 Operations	5214940	5551940	5943940	6355900	6792300	7258400	7756000
4 TOTAL EXPENDITURES	7273428	6180940	6643640	6370400	6807600	7274600	7773000
C Charges (or Contributions) to CAPITAL RESERVE	(300000)	(300000)	(300000)	0	0	0	0
D Excess (or Deficit) Revenues as compared to Expenditures-plus-Capital-Reserve-Changes	(746986)	(167940)	(737640)	89600	(82600)	(274600)	(520000)
E Re-appropriated from Prior Years' Funds	746986	167940	737640	0	82600	0	0
F Cumulative Cash Availability (Deficit)	943417	775477	37837	127437	44837	(229763)	(749763)

* All "available for re-programming as desired by the Board of Directors" except \$466,000 committed for Arroyo del Cerro in 1975-76.
Source: EBRPD Staff Report: Long Range Financial Projection (Basic 10 cent Tax Rate Only), January 8, 1973.

Figure 4 PROJECTIONS OF "NEW MONEY"

	1972- 73	1973- 74	1974- 75	1975- 76	1976- 77	1977- 78	1978- 79	1979- 80	1980- 81	1981- 82	1982- 83
A. Total "New Money"											
Taxes	\$1,710	\$2,547	\$4,719	\$5,592	\$5,816	\$6,049	\$6,290	\$6,543	\$6,804	\$7,076	\$7,432
B. Less:											
(1) 20% Allocated for Development and M&O	342	509	944	1,118	1,163	1,201	1,258	1,308	1,361	1,415	1,486
(2) Admin. Exp.- Land Acquisition	81	114	119	125	132	138	145	152	160	168	176
(3) Purchase — Point Pinole	1,287	537									
(4) Debt. Service — Point Pinole Loan		708	686	665	643	621					
(5) Total Deductions	1,710	1,868	1,749	1,908	1,938	1,969	1,403	1,460	1,521	1,583	1,662
C. Balance: "New Money"											
Available for Acquisition	0	679	2,970	3,684	3,878	4,080	4,887	5,083	5,283	5,493	5,770
D. Cumulative Available for Land Acquisition											
	0	579	3,649	7,333	11,211	15,291	20,178	25,261	30,544	36,037	41,807
E. Cumulative Available for Dev/M&O											
	342	851	1,803	2,921	4,064	5,294	6,552	7,860	9,221	10,636	12,122

NOTE: Dollars in thousands

Source: "EBRPD Supplemental Land — Long Range Projection" as amended 3/8/73."

NOTE:

In Figure 4, Line A is the total of projected "new money" revenues, based upon the 10c tax rate (5c through June 30, 1974; 10c thereafter) and an anticipated 4% annual rate of increase in assessed valuation in the two counties. Lines B-1, -2, -3, and -4 are deductions that must be made from the total of "new money" to arrive at that portion of the "new money" available for actual land acquisition expenditures. Line B-1 is the 20% of Line A that is earmarked by law for development and for maintenance and operation, of new parklands. (The cumulative totals of the entries in Line B-1 are found in Line E below.) Line B-2 is the projected cost of that portion of the Land Acquisition Department budget attributable to the acquisition of new properties. Line B-3 indicates the draws upon the "new money" made in fiscal year 1972-73 and that will be made further in fiscal year 1973-74 for the purchase of Point Pinole. Line B-4 is the debt service required during fiscal years 1973-74 through 1977-78 to repay the \$3,000,000 loan which the District obtained to complete the purchase of Point Pinole. Lines B-1 through B-4 are totaled in Line B-5. Line C is the difference between A and Line B-5, the year-by-year balance available for land acquisition from "new money". Line D is the cumulative total of the figures that appear in Line C; this is the "pocket" from which funds for a recommended acquisition program must be drawn. Line E, as noted above is the cumulative total amount available for development and maintenance and operation of newly-acquired properties.

These figures, as projected by Park District Controller Ralph Meilandt, are self-explanatory, with one exception. The projected annual rate of growth in property tax valuations, and therefore in property tax revenues, is 4%—a figure which appears to be quite reasonable in light of past experience and present expectations. Thus, any increase in the price of land that exceeds 4% annually will cause the District to have to pay disproportionately more for properties if acquisition is deferred. Therefore, the dollars that are projected to be available may actually buy less in the future than the same number of dollars would buy if they were available now. (This means that whatever the size of the acquisition program, it should be begun and pushed to completion as fast as available funds allow.)

POTENTIAL SOURCES OF ADDITIONAL TAX FUNDS

The figures on the revenues anticipated by the District during the next ten years are impressive, but so also are the projected costs of acquisition, of development, and of maintenance and operation. Clearly, due to the tendency of land prices to increase faster than the general price index, there is at the minimum a need to accelerate the availability of revenues so as to accelerate the acquisition program. There may also be a “need”—that is, the Board of Directors may conclude that there is a need—for revenues in addition to those already available in order to carry out the appropriate master plan for acquisition and development of parklands. The three following sections of this report examine the three ways in which the Park District could obtain additional revenues during the next ten years: borrowing in anticipation of tax revenues, a bond issue, and a tax increase.

Tax Anticipation Borrowing

The \$3,000,000 borrowing which the District obtained as part of the purchase of Point Pinole from Bethlehem Steel Company in 1972 is a current example of the unusual and effective special tax anticipation borrowing power which the District has. Public Resources Code Section 5544.2 authorizes the District to borrow, without any need for approval by the voters of the District, “an amount equal to the anticipated tax income for the next two-year period” in order to “acquire all necessary and proper lands and facilities.” (Note that, since the Statute allows such borrowing only to enable the District to “acquire” property, there can be no acceleration of the revenues available out of “new money” for development or maintenance and operation.) The law provides that the borrowing may not be for a period in excess of ten years; in practice, lenders appear unwilling to loan for a period longer than five years. The law provides that the interest rate shall not exceed 6-1/2% annually; on the loan for Point Pinole, the District was able to obtain the favorable rate of 3.6% because of the short term (5 years). Rates vary greatly from time to time, however, and are much higher now than when the Point Pinole borrowing was negotiated.

The effect of such borrowing, in simple terms, would be to accelerate by two fiscal years the availability of each of the amounts listed in Line C of Figure 4. This would have the desirable effect of increasing the amount of money available in the fiscal years 1973-74 and 1974-75 when very small amounts of new money would otherwise be available. It would also, of course, increase by approximately \$10-12 million the amount available for land acquisition during the ten-year period 1973-74 through 1982-83, by bringing into the ten-year period the tax revenues to be collected in 1983-84 and 1984-85. Moreover, the Legislature might conceivably be willing to increase the number of years’ future anticipated revenues that the District could borrow from two to (say) four years, a change which would more than double the amount of money available in advance. This is a statutory change that the Park District should explore with members of the Legislature.

The acceleration of revenues available for acquisition is a helpful tool, but it is subject to the limitation that the District will always want to retain some borrowing capacity to meet emergency contingencies of acquisition that may arise

unexpectedly at any moment. Subject to that limitation, however, it appears that the device should be used to the maximum extent possible if the only revenues available to the District for acquisition during the next ten years are those available from the current tax rates.

A Possible Bond Issue

While a borrowing in anticipation of two years future tax revenue makes only a slight acceleration in the availability of funds that are already assured, a bond issue is a means of making a much greater acceleration and of shifting the burden of expenditures partially from one generation of taxpayers to another generation. Like most governmental agencies, the East Bay Regional Park District has the power to issue bonds if the bond issue is specifically approved by two-thirds of the voters in the District. Public Resources Code Section 5568 provides that the Park District may issue bonds "for the purpose of acquiring, constructing, or completing any improvement or improvements authorized by this [statute], or for the purpose of acquiring any land or property necessary or useful therefor."

The amount of the bonds may not exceed 5% of the assessed valuation of land in the District. This means that the *legal* limit upon the District's bonded indebtedness is approximately \$263,600,000 in the current fiscal year (1973-74).¹¹ Obviously the legal maximum is far in excess of what would be needed by the Park District to carry out the acquisition program recommended as part of this master plan, and probably also far in excess of what the voters would conceivably approve. The maximum is interesting, however, as a standard against which to measure possible amounts of a bond issue that might be proposed for acquisition and development. The following table presents basic data concerning several possible levels of such a potential bond issue. The table is based on the assumption that a bond issue would be repayable over a 20-year period and would carry an interest rate of 5-1/2% (approximately the interest rate at which "municipal bonds" have been floated recently).

Amount of Bond Issue (\$ in millions)	Annual Debt Service (rounded) (\$ in millions)	Maximum Tax Rate (1973-74)	Minimum Tax Rate (1992-93)
25	2.1	4.0¢	2.8¢
50	4.2	7.9¢	5.6¢
75	6.3	11.9¢	8.4¢
100	8.4	15.9¢	11.2¢

It is important to note that the tax rates (shown in the table) for "debt service"—that is, to repay the principal of the bonds and also the interest on them—would be *in addition to* the existing 10¢ tax rate for "old money" (Public Resources Code, Section 5545) and the "new money" tax increments totalling

¹¹This figure would rise at the same rate as the assessed valuations, which are projected to increase 4% a year, so that, for example, in fiscal year 1982-83 the legal bonded indebtedness limit would reach approximately \$375,000,000.

10¢ approved by AB 925 in 1971 (Public Resources Code, Section 5545.5).¹² However, the Board of Directors could pledge to use part or even all of the “new money” (deriving from the 10¢ additional tax authorized in 1971) for debt service. To the extent that this is done, bonds could be floated without additional cost to the taxpayers or at an additional cost less than if the cost of debt service was treated as wholly separate from the present tax rate, “old” and “new.” For example, the Board of Directors could earmark for debt service \$4.2 million a year for 20 years out of “new money.” On this basis, a \$50 million bond issue would not cause any increase in the tax rate beyond the presently authorized 20¢, and there would be some “new money” left over (after subtracting the earmarked \$4.2 million) for maintenance and operation. Such earmarking would have the advantage of reducing the tax impact of floating bonds, and therefore presumably making a bond proposition somewhat more likely to receive the needed two-thirds vote, but it would offset the beneficial effect of floating a bond issue upon the total amounts of money available for acquisition and development over a 20-year period, and it would probably be confusing to the voters.

A Possible Tax Increase

As was implied in the discussion above, the maximum tax rate of the Park District has been controlled in the past by the State Legislature. As the Legislature in 1971 authorized tax increments totaling 10¢ (per \$100 of assessed valuation), it could also authorize additional increases. (Importantly, it could also remove the present statutory earmarking of the “new money” for 80% acquisition and 20% development, prior to the present expiration date of the earmarking, June 30, 1982). The passage of SB 90 (the “Property Tax Relief Act of 1972”) adds a complicating factor, however. Under that Act, no local agency (with certain minor exceptions) may increase its tax rate beyond the rate as it existed in the fiscal year 1972-73 without a vote of the people (Revenue and Taxation Code Section 2169 (a)). (A special section, which became Revenue and Taxation Code Section 2169 (g), was necessary to make it clear that the Regional Park District could put into effect without a popular vote the additional 5¢ increment that the Legislature in 1971 had authorized for the period beginning July 1, 1974.) An increase in the maximum property tax rate, if first approved by the Legislature (by amendment of Public Resources Code Section 5545 and/or Section 5545.5), requires only a 50% majority approval of those voting at the election (Public Resources Code Section 5545.1), whereas a bond issue requires 66-2/3% approval by the voters. This disparity in the majority required to approve a bond issue (66-2/3%) as compared to a tax increase (50%) gives a tax increase an intrinsic edge as a means of obtaining needed additional funds for the Regional Park District.

To assess the impact of possible tax increases, Figure 5 presents ten-year estimates of total “new money” tax revenues (Line A), annual amounts of “new money” available for Land Acquisition (Line C), and cumulative amounts of “new money” available for Acquisition (Line D) and for Development and M&O (Line E), for each 5¢ level of hypothetical tax increment between the presently-authorized 20¢ and 50¢ (a possible future maximum tax rate that has been mentioned publicly by Supervisor Joseph Bort, Chairperson of the EBRPD Citizens Task Force).

¹²This is specifically stated in Public Resources Code Section 5569 and is allowed by SB 90, the “Property Tax Relief Act of 1972.” (Revenue and Taxation Code Section 2169 (a).)

Figure 5 Projections of “New Money” based on Hypothetical Tax Rates — effective April 1, 1975

	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)	\$(000)
A Total “New Money” Taxes	20¢	2547	4719	5592	5816	6049	6290	6543	6804	7076	7432
	25¢			6990	7270	7561	7862	8178	8505	8845	9290
	30¢			8388	8724	9073	9434	9813	10206	10614	11148
	35¢			9786	10178	10585	11006	11448	11907	12383	13006
	40¢			11184	11632	12097	12578	13083	13608	14152	14864
	45¢			12582	13086	13609	14150	14718	15309	15921	16722
	50¢			13980	14540	15121	15722	16353	17010	17690	18580
C “New Money” Available Annually for Acquisition	20¢	679	2970	3684	3878	4080	4887	5083	5283	5493	5770
	25¢			4605	4848	5100	6108	6353	6603	6866	7212
	30¢			5526	5818	6120	7329	7623	7923	8239	8654
	35¢			6447	6788	7140	8550	8893	9243	9612	10096
	40¢			7368	7758	8160	9771	10163	10563	10985	11538
	45¢			8289	8728	9180	10992	11433	11883	12358	12980
	50¢			9210	9698	10200	12213	12703	13203	13731	14422
D Cumulative Amounts Available for Acquisition	20¢	679	3649	7333	11211	15291	20178	25261	30544	36037	41087
	25¢			9166	14013	19113	25222	31576	38180	45046	51358
	30¢			10999	16815	22935	30266	37891	45816	54055	61629
	35¢			12832	19617	26757	35310	44206	53452	63064	71900
	40¢			14665	22419	30579	40354	50521	61088	72073	82171
	45¢			16498	25221	34401	45398	56836	68724	81082	92442
	50¢			18331	28023	38223	50442	63151	76360	90091	102713
E Cumulative Amounts Available for Development and M&O	20¢	851	1803	2921	4064	5294	6552	7860	9221	10636	12122
	25¢			3651	5080	6617	8190	9825	11526	13295	15152
	30¢			4381	6096	7940	9828	11790	13831	15954	18182
	35¢			5111	7112	9263	11466	13755	16136	18613	21212
	40¢			5841	8128	10586	13104	15720	18441	21272	24242
	45¢			6571	9144	11909	14742	17685	20746	23931	27272
	50¢			7301	10160	13232	16380	19650	23051	26590	30302

Source: For 20¢ entries, “EBRPD Supplemental Land — Long Range Projection,” as amended 3/8/73 (See Fig. 4); for other entries extrapolations made by OVERVIEW.

RECOMMENDED ACQUISITION PROGRAMS

The recommendations that follow are made under conditions of uncertainty. As suggested in the Projected Expenditures section, above, no definitive recommendations can be made without reliable projections of the acquisition costs for the properties recommended for acquisition. But some recommendations must be made now, because it is expensive to obtain the appraisals which are essential before a definitive master plan can be completed; therefore, appraisals should be made only of properties which have a high likelihood of being on the master plan for acquisition.

OVERVIEW's recommendations, therefore, take two forms. First, a set of decision rules and recommendations for the steps to be followed by the Park District after receiving this recommended master plan. And second, the most careful recommendations as to actual sites to be purchased as can be made without definitive cost information.

Decision Rules for Determining What Properties to Acquire in What Sizes

The East Bay Regional Park District is going to have to make choices among the 40 sites that qualify for acquisition, whether it determines to follow a Basic Acquisition Program that may be accomplished within the tax resources that are already available to the District over the next ten years, or to pursue a bond issue or a tax increase to obtain more money so that it can accomplish an Expanded Acquisition Program. The following decision rules are recommended to guide the Park District in making those choices as they have guided OVERVIEW in making the recommendations that follow.

DECISION RULE 1

High priority sites of all parkland classifications should be preferred over medium priority sites of all parkland classifications, and medium priority sites of all parkland classifications should be preferred over low priority sites.

This may seem an obvious rule, but it is one that needs to be stated anyway. The priority groupings are the result of an objective process and should not be ignored. If the Board of Directors of the Park District disagrees with any ranking of any site on the ground that the evaluation under one or more of the parkland acquisition criteria is incorrect, it can change the evaluation, and this might cause a change in the site's priority. But such changes will probably be unnecessary because the individual criteria rankings made by OVERVIEW and the resulting priority groupings have already been subjected to an intensive public review and revision process.

DECISION RULE 2

The minimum acquisition boundaries of the high and medium priority sites should be acquired before the preferred acquisition boundaries of even the high priority sites.

As was noted in Part 2, Chapter 4, "Parkland Acquisition Criteria and Priority System," the minimum acquisition boundaries are those that are necessary to enable the proposed parkland to function at all, whereas the preferred acquisition boundaries would not affect so much the functioning of a parkland, but rather its appearance and longer-range value. Postponing the acquisition of the preferred "ring" around the minimum acquisition may have the effect of raising the eventual cost of acquiring the preferred ring; the additional cost may actually be increased greatly by the fact that the preferred ring, if acquired later, would be enhanced in value because of its proximity to the new parkland. But this seems to be more an argument for the Park District's somehow obtaining enough acquisition funds to do the entire job now. It does not mean that the Park District could not live indefinitely with only the minimum acquisition boundaries. In OVERVIEW's opinion, the Park District could do that. This decision rule represents a judgment that it would be better to have all of the high and medium priority sites in their minimum acquisition boundaries than to forego some of them so that others of them in their preferred acquisition boundaries could be acquired.

DECISION RULE 3

When a choice must be made between sites of otherwise equal priority, shoreline sites should be acquired before non-shoreline sites.

The importance of acquiring Bay shoreline is stressed in the discussion on Shoreline Parklands in Part 2, Chapter 3, "Parkland Classification System." A number of shoreline sites are among the 40 sites that qualify for acquisition, and among those recommended in the following section for immediate acquisition as part of both the Basic and the Expanded acquisition programs.

DECISION RULE 4 There is an immediate need for the acquisition by the Regional Park District of one Vehicular Recreation Area.

This need is based upon two factors. The first is that off-road vehicle users do not have within the East Bay Regional Park District, or elsewhere within Alameda and Contra Costa Counties, an adequate and accessible place for pursuing their sport. But the second reason is of perhaps even greater importance. In the opinion of OVERVIEW, it will not be possible to restrain unwanted use of other regional parklands by riders of motorized off-road vehicles until there is available a practical, accessible and attractive site designed for their particular use. This may be unfortunate and in some cases contrary to law, but experience has shown this to be the case.

DECISION RULE 5 When for financial reasons it is not possible to acquire all of the sites within a given priority group, cuts should be made first of the most expensive sites in terms of acquisition, and second of the most expensive sites in terms of high development cost (and resulting high maintenance and operation costs).

As the next section will indicate, cuts will definitely have to be made if the District pursues a Basic Acquisition Program (based upon the amounts of monies that will be available from existing tax resources) and probably even if it pursues an Expanded Acquisition Program (based upon a bond issue and/or tax increase). Faced with the necessity of eliminating some sites in order to bring the prospective acquisition costs within the range of the money that is projected to be available, there are two general approaches that can be followed: (1) to cut a few high-cost sites; or (2) to cut a number of lesser-cost sites. OVERVIEW recommends that the former course be followed, in order to preserve more of the geographical and functional diversity that characterizes the total list of 40 sites qualifying for acquisition.

BASIC ACQUISITION PROGRAM: SITES INCLUDED

OVERVIEW recommends that a Basic Acquisition Program be one of the two possibilities to be considered by the Board of Directors during the next twelve months. This Basic Acquisition Program would consist of sites falling into three categories: the two Special Category Regional Park additions, plus all of the High Priority sites of all parkland classifications, plus most, but not all, of the Medium Priority sites of all parkland classifications. The Basic program would include with certainty only minimum acquisition boundaries, but might also in the end include some preferred boundaries, depending on appraisals and actual cost experience once acquisition is under way. (See Paragraph 1, below.) The minimum acquisition boundaries for this program would include approximately 38,800 acres, the preferred acquisition boundaries approximately 46,800 acres.

This Basic program would include the following:

SPECIAL CATEGORY: Point Pinole Option Area
REGIONAL PARKS The Wood Property adjacent to Park headquarters on Skyline Boulevard

HIGH PRIORITY SITES Alameda Creek Quarries Regional Recreation Area*
Brookwood Regional Recreation Area*
Castle Rock Regional Recreation Area
Coyote Hills Regional Park (Expansion)*
Devaney Canyon Regional Vehicular Recreation Area
Garin & Dry Creek-Pioneer Regional Parks (Expansions)*

*Indicates a difference between the minimum and preferred acquisition boundaries.

Huckleberry Regional Botanical Preserve*
 Las Trampas Regional Wilderness (Expansion)*
 Miller (, George Jr.) Regional Shoreline Recreation Area (Expansion)
 Rodeo Creek Regional Vehicular Recreation Area
 San Leandro Bay Regional Shoreline Recreation Area*
 San Pablo Creek Marsh Regional Wildlife Preserve
 Wauhab/Valpe Ridges Regional Wilderness*
 Wildcat Canyon Regional Park (Expansion)*
 Wildcat Creek Marsh Regional Wildlife Preserve

MEDIUM PRIORITY SITES

Black Diamond Mines Regional Park (Expansion)*
 Bollinger Canyon Regional Recreation Area
 Briones Regional Wilderness (Expansion)*
 Brooks Island Regional Archaeological Preserve (Expansion)
 Browns Island/Winter Island Regional Wildlife Preserve
 Claremont Canyon Regional Scenic Preserve
 Coastal Range Peaks Scenic Preserve*
 Morgan Territory Regional Wilderness*
 Old Alameda Creek Regional Wildlife Preserve
 Pinole Valley Regional Park*
 Redwood Regional Park (Expansion)
 Shadow Cliffs Regional Recreation Area (Expansion)*
 Vargas Road Plateau Regional Park*

*Indicates a difference between the minimum and preferred acquisition boundaries.

TRAILS

The high priority trails, as described in Part 5, *Regional Trails*, to the extent discussed in Paragraph 6, below.

**BASIC ACQUISITION PROGRAM:
 NOTES**

There are a number of points that need to be made about this recommended Basic Acquisition Program.

**1. MINIMUM AND PREFERRED
 ACQUISITION BOUNDARIES**

For most, but not all, of the sites there is a difference—often a significant difference—in the area included and the estimated cost, between the minimum acquisition boundaries and the preferred acquisition boundaries. Those sites are indicated in the list by an asterisk. Some important sites, however, are “all or nothing” sites. As noted above, at this time, without appraisals, there is great uncertainty as to how much can be bought with the approximately \$40 million that will be available to the Park District from existing sources of “new money” for acquisition *during the next ten years*. The uncertainties are aggravated by the possibility that the acquisitions would be staged over the full ten years rather than completed as quickly as possible (that is, within the next three or four years); such delay will cause a disproportionate increase in the price of the lands to be acquired.

Nevertheless, OVERVIEW has reached the tentative conclusion that all of the high priority sites in their minimum acquisition boundaries could be acquired over the next ten years with the monies that would be available from existing tax resources. Beyond that, the uncertainty becomes even more severe. It is possible that experience will show that the amount of money available would not even cover all of the listed medium priority sites in their minimum acquisition boundaries. On the other hand, particularly if acquisition is accelerated, the money might stretch to cover some of the preferred acquisition boundaries. In this event, in accordance with Decision Rules 1 and 2, preferred boundaries of the high priority sites should be first explored for addition to the Basic Acquisition Program.

**2. STATUS OF VEHICULAR
 RECREATION AREA**

With one exception, OVERVIEW does not believe it either necessary or desirable to choose between or to eliminate any of the *high* priority sites. The sole exception is the Devaney Canyon site. Only after creation of the first vehicular recreation area will the District be able to decide whether a second vehicular

recreation area is needed. The first such area should be in Contra Costa County—preferably at the Rodeo Creek site but if not, then at the Canada del Cierbo site. There may be one, or even two, privately-owned VRAs opening in southern Solano County during the next five years. The residents of the entire Regional Park District may even find it convenient to use the Park District's first VRA in Contra Costa County so that a second one is not needed. And there appear to be objections to the Devaney Canyon VRA site on environmental grounds; the intensity and validity of these objections cannot yet be definitely determined. Finally, the State money earmarked for VRAs may be enough so that the Park District need never budget its own funds for acquiring a VRA site. In this event, the VRA site(s) would be active projects for the Regional Park District but would not appear in the acquisition or development financial program.

3. SITES TO BE CONSIDERED FOR ELIMINATION IF NECESSARY

If the confidential appraisals obtained by the East Bay Regional Park District indicate some question as to whether the available funds would cover acquisition of all of the sites, then OVERVIEW recommends that the following sites be *considered* for elimination from the Basic Acquisition Program:

Pinole Valley Regional Park. Decision Rule 5 calls for consideration of elimination of this site because of its high acquisition expense, its very high development cost, and the resulting high maintenance cost. As noted in the Site Evaluation Report, OVERVIEW is enthusiastic about Pinole Valley Regional Park, which would be another Tilden-type park in the northern part of the District, easily accessible to the present and future concentrations of population in central Contra Costa County, and relieving the severe pressure on Tilden. But this new Regional Park is not "essential," particularly in light of the provision which the recommended master plan makes for three regional recreation areas in north-central Contra Costa County.

Vargas Road Plateau Regional Park. Similar comments apply to Vargas Road Plateau Regional Park, although as stated in the Site Evaluation, a greater long-range need for such a park probably exists in southern Alameda County than at even Pinole Valley. Yet, a decision to pursue acquisition despite the expense will depend in part on the result of master plan decisions on other recommended parklands in southern Alameda County. Specifically, it will depend upon whether a parkland for active recreation is provided along the Hayward Area Shoreline either by the East Bay Regional Park District or by the Hayward Area Recreation and Park District, and also upon the range of activities made available at the recommended Alameda Creek Quarries Regional Recreation Area.

Claremont Canyon Regional Scenic Preserve. Despite the attractiveness of this Preserve, Decision Rule 5 requires consideration of eliminating it if the available money proves to be inadequate to purchase all of the sites. As an alternative, the Park District might explore the possibility of a cooperative effort with the University of California, the City of Berkeley, and perhaps even an assessment district covering the neighborhoods adjacent to the Preserve.

Morgan Territory Regional Wilderness. Decision Rule 5 also requires consideration of the elimination of this wilderness. Morgan Territory, as the Site Evaluation indicates, would be a valuable addition to the wilderness system, but it would have a relatively high maintenance cost for a wilderness and it does have the liability of a road running through it.

To repeat, none of these possible deletions is a happy one, for all of these sites in their preferred, much less in their minimum, acquisition boundaries are valuable medium priority sites. If cuts must be made, however, the Decision Rules say that the cuts should be made from among these four rather than from the remaining nine medium priority sites.

4. MEDIUM PRIORITY SITES NOT ON LIST

The above list of 13 medium priority sites recommended for the Basic Acquisition Program omits six of the medium priority sites as listed in Section 1 of Part 3.

These sites and the reasons for their deletion are as follows:

Ardenwood. As the Site Evaluation Report indicates, Ardenwood is an exciting project that would be unique to the Bay Area and perhaps to the entire State of California. The problem is its very high prospective costs, both for acquisition and for development. (Extraordinary efforts would be needed to reach full development of the potentialities of the site for historical purposes.) Ardenwood requires a prospective private participant with capital funds for investment and with expertise to manage the time-consuming process of assembling the project. Ardenwood remains an active contender for the Expanded Acquisition Program, but Decision Rule 5 requires that it be deleted from the Basic program.

Berkeley/Emeryville Shoreline. This site is deleted from the Basic Acquisition Program (but not from the Expanded Program) both because of Decision Rule 5 and because of OVERVIEW's conclusion that the time is not yet ripe for acquisition by the public of the extensive shoreline properties of the Santa Fe Railway. In OVERVIEW's opinion, the properties of Santa Fe will not be acquired by the public piecemeal, but only as part of a general settlement between Santa Fe, the cities along the East Bay shoreline, BCDC, the East Bay Regional Park District, and the State Lands Commission and Attorney General representing the State of California. Taken as a group, the Santa Fe shoreline sites would involve sizable acquisition cost, more than can be included in the Basic Acquisition Program. The Santa Fe shoreline sites will constitute a major portion of the difference between the Basic and the Expanded Acquisition Programs.

Canada del Cierbo. This Vehicular Recreation Area site is deleted from the Basic Acquisition Program (but not from the Expanded Program) because it is an alternate to Rodeo Creek, a high priority site included in the Basic Acquisition Program.

Doolan Canyon. This is also a Vehicular Recreation Area site. It is eliminated from the Basic program (but not from the Expanded Program) because: (1) it is an alternate to the Devaney Canyon Vehicular Recreation Area site, a high priority site included in the Basic program; and (2) the site may be wanted for another public purpose—the storage and treatment of the effluent from the tertiary treatment of sewage.

Emeryville Crescent. This site is deleted from the Basic Acquisition Program (but not from the Expanded Program) both because of Decision Rule 5 and because of OVERVIEW's conclusion that the time is not yet ripe for acquisition by the public of the extensive shoreline properties of the Santa Fe Railway. In OVERVIEW's opinion, the properties of Santa Fe will not be acquired by the public piecemeal, but only as part of a general settlement between Santa Fe, the cities along the East Bay shoreline, BCDC, the East Bay Regional Park District, and the State Lands Commission and Attorney General representing the State of California. Taken as a group, the Santa Fe shoreline sites would involve sizable acquisition cost, more than can be included in the Basic Acquisition Program. The Santa Fe shoreline sites will constitute a major portion of the difference between the Basic and the Expanded Acquisition Programs.

Mountain Village Site. This site is eliminated from the Basic program (but not from the Expanded Acquisition Program) because its acquisition cost is likely to be exceedingly high and because, although it should be preserved as open space, the site is more of a non-park open space than it is a regional parkland.

5. LACK OF ADEQUATE FUNDS FOR MAINTENANCE AND OPERATION

Although the acquisition monies available (as stated in Paragraph 1 above) would probably cover acquisition of this list of high and medium priority sites, at least in their minimum boundaries and probably with some preferred boundaries, the monies available for development, and for maintenance and operation costs will not cover the projected costs for these purposes for these sites. The development and ten-year total M&O costs projected (see Figure 1) for the high and medium

priority sites contained in the recommended Basic Acquisition Program are as follows:

	Development Costs (000)	10-year Total M&O Costs (000)
High Priority Sites	\$ 5082	\$4200
Medium Priority Sites	<u>5992</u>	<u>3375</u>
Totals	\$11074	\$7575

Thus, projected development and ten-year Maintenance and Operation costs for the Recommended Basic Acquisition Program total approximately \$18,600,000, about 50% more than the ten-year cumulative total of development, and maintenance and operation, funds available from the (20% of) "new money" under the presently-authorized 20¢ tax rate. Obviously, the District must have more money for development, and particularly for maintenance and operation, of the parklands to be acquired with "new money." It is also clear that increased funds for those purposes must be made available soon if there is not to be a crisis and resulting inability to spend the available acquisition money due to lack of equivalent funds for development and maintenance and operation.

6. FINANCING ALLOCATION
FOR TRAILS

The recommended Basic Acquisition Program makes no specific recommendations as to which trails segments should be acquired as part of a Basic Program. This is due to the impossibility of projecting the cost of acquiring trail corridors, because many trails will traverse public land, and because the size and cost of those trail segments that traverse private land cannot be established now. The prospective costs of trail segments will probably be unavailable even to the staff and Board of Directors of the East Bay Regional Park District until shortly before actual acquisition. Whereas for larger parklands a site-specific budget can be set on the basis of appraisals, the budget for trails acquisition expenditures will probably have to be on an annual lump-sum basis, with the determination of where the budget sum is to be spent made during the course of each year either by the Board of Directors or by staff pursuant to criteria adopted by the Board. Although presently there is no way of establishing the correct amount to allot for trails acquisition, after several years experience it may be possible to derive a rational basis for such an allocation. Currently, all one can do is to set an order of magnitude based upon a ranking of the relative importance of trails to other kinds of parklands. OVERVIEW recommends that approximately 5 to 10 percent of the total spent on parkland acquisition be set as the maximum allocation for trails. Any part of this amount that is unnecessary or unusable for trail acquisition should be immediately re-allocated for expenditure on other types of parklands.

EXPANDED ACQUISITION
PROGRAM
Sites Included

OVERVIEW recommends that an Expanded Acquisition Program be compiled by the six-step procedure outlined below, and considered by the Board of Directors in the next twelve months as an alternative to the Basic Acquisition Program outlined in the previous section.

This section contains no list of sites to be included in the Expanded Acquisition Program. No list is necessary. As spelled out in Part 3, "Site Evaluations," OVERVIEW considers all of the 40 sites that qualify for acquisition, even the low priority ones, desirable additions to the Regional Parklands system.¹³ Of course, the Board of Directors may determine that some of these sites are not of sufficient interest to justify acquisition. If the Board makes such decisions, it will exclude those sites when it contracts for appraisals. But the constraints upon the

¹³The only exception is that the two medium priority VRA sites are alternates to the two high priority VRA sites.

Expanded Acquisition Program are not likely to derive primarily from the inadequacy of or disinterest in the sites; rather, they will derive from limitations on the amount of money that is available or that the Board of Directors seeks to make available for the Program.

Estimating and Obtaining Additional Financial Resources

Determining what sites should be included in the Expanded Acquisition Program, and what amounts of money should be raised to finance the Program, are interdependent questions. There are no absolute limits on the amount of money that could be raised either by a tax increase or by a bond issue, and, similarly, the list of sites to be acquired as part of the Expanded Acquisition Program could be cut off at any number of points. Therefore, what is needed is a process of exploring the two questions together at the same time, examining various possible answers for their effects, until the optimum solution is found.

Before presenting that (six-step) process, one important recommendation must first be made:

Whatever the size of the tax increase (beyond the presently-authorized 20¢) or the bond issue for which approval is to be sought from the State Legislature and the voters of the District, in order to pursue an Expanded Acquisition Program, the first change that should be sought from the Legislature is a release of the present "new money" from the requirement that it be spent 80% for the acquisition of new parklands and 20% for the development and maintenance and operation of new parklands. Under present law, release from this earmarking would occur on July 1, 1982; the District should seek a legislative change which would allow for release from the earmarking effective when the voters of the District approve either a special tax increase, or a bond issue, for acquisition and development of new parklands. (The effective date might, for example, be April 1, or July 1, 1975.)¹⁴

OVERVIEW's reasons for this initial financial recommendation are twofold: to avoid confusion, and to make sure that there will be sufficient money to maintain the newly acquired parklands and the facilities built on them. It will be much easier to explain a proposed tax increase to the voters of the District if that tax increase is earmarked for acquisition and development of new parklands rather than being available for operating expenses. However, if the Expanded Acquisition Program is successful, the maintenance and operation burden for the newly acquired parklands will be very much larger than that outlined in Figure 1 for the Basic Acquisition Program and, as noted in the preceding section, there will be by 1978-79 a need for additional tax monies for the maintenance and operation even of the *existing* parklands. Taking all these facts together, it is both necessary and desirable that the existing "new money" be freed to serve as the source of maintenance and operation and overhead expenses for the District (serving its existing and newly acquired parklands without distinction), and that acquisition and development of new parklands be financed from a separate, identifiable tax increase or bond issue.

Six-Step Process for Determining the Expanded Acquisition Program and Its Financing

The following six-step process, OVERVIEW believes, will enable the East Bay Regional Park District to arrive at the optimum Expanded Acquisition Program and the corollary program for financing it.

Step 1

Compute the amount of money needed for the acquisition, in their preferred

¹⁴The Regional Park District has recently changed to a April 1-March 31 fiscal year. The phrase "fiscal year" in the Public Resources Code has been interpreted as meaning the July 1-June 30 fiscal year that the District followed until 1973. The difference is not significant.

acquisition boundaries, of all the sites (among the 40 sites qualifying for acquisition) that the Board of Directors determines are suitable for acquisition. This would involve the following substeps:

- (a) Decide on a tentative list of sites to be acquired.
 - (b) Obtain confidential appraisals of each of these sites (preferred acquisition boundaries).
 - (c) Total the estimated costs of these acquisitions.
- Step 2** Compute (in the manner set forth above in this Part) the expected full-development costs of:
- (a) All the parklands on the tentative acquisition list; and
 - (b) Additional development of existing EBRPD parklands for which "old money" is not available.
- Step 3** Add 1(c), 2(a) and 2(b), to obtain the tentative total of extra funds needed by the Park District for acquisition and development during the next ten years.
- Step 4** Check to see whether maintenance and operation funds will be adequate during the next ten years *on the assumption that the existing "new money" (i.e., the 10¢ tax increment authorized in 1971) has been freed of the 80/20 earmarking and is available for maintenance and operation of any parkland, and for overhead costs, after July 1 (or April 1), 1974.* This involves three sub-steps:
- (a) Estimate ten-year cumulative M&O expenses for newly acquired parklands on the tentative list that was compiled in Step 1(a).
 - (b) Add to 4(a), the deficit in maintenance and operation funds and in overhead from "old money." (By current estimates the deficit will begin in 1978-79 and extend through the rest of the ten-year period.)
 - (c) Compare the total of 4(a) and 4(b) with the amount of "new money" that will be available during the remainder of the ten years following release of the "new money" from 80/20 earmarking.
- Inasmuch as this amount (4(c)) is \$48.5 million dollars¹⁵ by current estimates, it is assumed that the funds available to pay for M&O and overhead costs would cover those costs. (In fact, there might be some excess available for spending on development or acquisition.) Therefore, maintenance and operation and overhead costs will not serve as a constraint upon acquisition and development that is otherwise desirable (given the assumption stated in this Step 4).
- Step 5** Calculate the extra tax rate that would result if the tentative total extra funds needed (from Step 3) were:
- (a) The principal of a bond issue; or
 - (b) The total of extra funds to be raised by a temporary tax increase during the next five? ten? fifteen? twenty? years.

¹⁵Based upon a release-from-earmarking date of April 1, 1975. The figure \$48.5 million is the sum of \$41.8 and \$12.1 million, the 10-year cumulative totals of acquisition and development-M&O funds available (i.e., \$53.9 million) *minus* the corresponding totals for the years *up to* April 1, 1975 (3.6 + 1.8 = \$5.4 million).

Step 6 Assess the probable acceptability of the result of Step 5. That is:

- (a) If the result of Step 5 is within the range of extra tax that the Board believes would be acceptable to the voters, determine whether to seek a bond issue, a temporary tax increase, or some combination of the two.
- (b) If the result of Step 5 is above the range of extra tax that the Board believes would be acceptable to the voters, prune the tentative list of sites (Step 1(a)) by applying the Decision Rules, and then repeat the six-step process until an acceptable proposal emerges.

It would be advisable for the EBRPD to put out for public review during early 1974 alternate possible Expanded Acquisition Programs with their corollary financing methods. This would give the public an opportunity to express its opinion both on the composition of the list of sites for each alternate Expanded Acquisition Program, and on the likelihood of the voters accepting the various financing programs.

**FINAL RECOMMENDATION:
PURSUE EXPANDED
ACQUISITION PROGRAM**

The preceding sections of this Part have treated the Basic Acquisition Program as an equal to the Expanded Acquisition Program. In closing, however, OVERVIEW wants to make it clear that it most strongly recommends to the Board of Directors that the master plan to be adopted in 1974 call for an Expanded Acquisition Program rather than a Basic one. (Implementation of the Expanded Program would depend, of course, on voter approval of either a tax increase or a bond issue, and if the voters did not approve, the Park District could then fall back upon the Basic Acquisition Program.) The master planning effort, extending over the past fourteen months, has revealed to OVERVIEW, to the hundreds of citizens who have participated in the master planning effort, and to the directors and staff of the East Bay Regional Park District, the myriad opportunities that exist for expanding the East Bay Regional parkland system for the benefit of those who now live in the Bay Area and those who will live here for generations to come. OVERVIEW does not believe that these opportunities can be seized as they should be with the monies available to the Park District under its existing tax resources. OVERVIEW believes that 50 percent voter approval can be obtained for a well-thought-out Expanded Program for acquisition and development of additional regional parklands, with the aid of the reservoir of skilled and enthusiastic citizens who appear prepared to support vigorously such a program. OVERVIEW urges that the effort be made to obtain such voter approval, and that in any case, the EBPRD commence its acquisition program as early as possible and pursue it to completion at the earliest possible time to avoid inflation of land prices.

APPENDIX A FCV OF SITES QUALIFYING FOR ACQUISITION

TABLE 1. REGIONAL PARKS

	Minimum Acquisition Assessors' FCV (Land) (\$)	Preferred Acquisition Assessors' FCV (Land) (\$)
“SPECIAL CATEGORY”		
Point Pinole (Exp) Option	80,000*	80,000*
Wood Property (Redwood Expansion)	20,000	20,000
Subtotals	100,000	100,000
HIGH PRIORITY		
Coyote Hills (Expansion)	3,570,000	8,830,000
Garin-Dry Creek Pioneer (Expansion)	310,000	1,210,000
Wildcat Canyon (Expansion)	720,000	1,600,000
Subtotals	4,600,000	11,640,000
MEDIUM PRIORITY		
Black Diamond Mines (Expansion)	120,000	810,000
Pinole Valley	830,000	1,340,000
Redwood (Expansion) (Excluding Wood)	140,000	140,000
Vargas Road Plateau	210,000	520,000
Subtotals	1,300,000	2,710,000
LOW PRIORITY		
Chabot (Expansion)	540,000	540,000
Point Pinole (Expansion) (Excluding option area)	0	2,020,000
Subtotals	540,000	2,560,000
TOTALS	6,640,000	17,010,000

* Point Pinole Option area is entered at the firm option price (rounded) set by contract between EBRPD and Bethlehem Steel, rather than at the assessor's FCV (\$460,000).

TABLE 2. REGIONAL RECREATION AREAS

	Minimum Acquisition Assessors' FCV (Land) (\$)	Preferred Acquisition Assessors' FCV (Land) (\$)
HIGH PRIORITY		
Alameda Creek Quarries	20,000	2,370,000
Brookwood	240,000	580,000
Castle Rock	120,000	120,000
Miller (Geo. Jr.) (Expansion)	1,220,000	1,220,000
San Leandro Bay	0	220,000
Subtotals	1,600,000	4,510,000
MEDIUM PRIORITY		
Ardenwood	1,460,000	1,780,000
Bollinger Canyon	30,000	30,000
Shadow Cliffs (Expansion)	10,000	3,860,000
Subtotals	1,500,000	5,670,000
LOW PRIORITY		
Berkeley Waterfront (North)	2,520,000	2,520,000
Subtotals	2,520,000	2,520,000
TOTALS	5,620,000	12,700,000

TABLE 3. REGIONAL VEHICULAR RECREATION AREAS

	Minimum Acquisition Assessors' FCV (Land) (\$)	Preferred Acquisition Assessors' FCV (Land) (\$)
HIGH PRIORITY		
Devaney Canyon*	850,000	850,000
Rodeo Creek*	470,000	470,000
Subtotals*	1,320,000	1,320,000
MEDIUM PRIORITY		
Canada del Cierbo*	370,000	640,000
Doolan Canyon*	440,000	440,000
Subtotals*	810,000*	1,080,000*
LOW PRIORITY		
Tunnelrock Quarry	160,000	160,000
Subtotals	160,000	160,000
TOTALS*	1,480,000*	1,480,000*

* Devaney Canyon and Doolan Canyon are alternate VRA sites; so also are Rodeo Creek and Canada del Cierbo. Therefore, in order not to distort the statistics on the Sites Qualifying for Acquisition, only the two High Priority Sites are computed as part of the totals for VRAS (i.e., the two Medium Priority Sites are not included in the totals).

TABLE 4. REGIONAL WILDERNESSES

	Minimum Acquisition Assessors' FCV (Land) (\$)	Preferred Acquisition Assessors' FCV (Land) (\$)
HIGH PRIORITY		
Las Trampas (Expansion)	440,000	1,400,000
Wauhab-Valpe Ridges	790,000	1,110,000
Subtotals	1,230,000	2,510,000
MEDIUM PRIORITY		
Briones (Expansion)	70,000	1,170
Morgan Territory	290,000	420,000
Subtotals	360,000	1,590,000
LOW PRIORITY		
[None]		
TOTALS	1,590,000	4,100,000

TABLE 5. REGIONAL PRESERVES

	Minimum Acquisition Assessors' FCV (Land) (\$)	Preferred Acquisition Assessors' FCV (Land) (\$)
HIGH PRIORITY		
Huckleberry	190,000	390,000
San Pablo Creek Marsh	630,000	630,000
Wildcat Creek Marsh	370,000	370,000
Subtotals	1,190,000	1,390,000
MEDIUM PRIORITY		
Berkeley/Emeryville Shoreline	2,330,000	2,330,000
Brooks Island (Expansion)	20,000	20,000
Browns Island Winter Island	40,000	80,000
Claremont Canyon	470,000	470,000
Coastal Range Peak	120,000	160,000
Emeryville Crescent	480,000	480,000
Mountain Village Site	1,000,000	1,000,000
Old Alameda Creek Shoreline Marsh	120,000	120,000
Subtotals	4,580,000	4,660,000
LOW PRIORITY		
Hoffman Marsh	270,000	270,000
Sobrante Ridge	430,000	990,000
Subtotals	700,000	1,260,000
TOTALS	6,470,000	7,310,000

APPENDIX B M & O EXPENSES: TOTAL AND DIRECT

The following steps were used to calculate Direct M&O Expenses and to derive from those figures the total M&O expenses attributable to specific parklands.

Break down the 1972-73 Park District Operating Budget to indicate the percentage of the total budget assigned to each department. The percentages are:

Development	0.9%
Fiscal	11.0
Interpretive	8.2
Land Acquisition	2.0
News Bureau	1.1
Other Operations ¹	11.7
Parks	38.5
Personnel	1.5
Planning, Design and Construction (PD&C)	12.2
Public Safety	12.9
Total	100.0%

Treat all of the expenditures of the Parks Department and half of those of the planning, Design and Construction Department (PD&C) as direct maintenance and operation costs. Thus, 44.6% of the total budget is *direct* M&O costs.

Treat all of the expenditures of the Parks Department and half of those of the Planning, Design and Construction Department (PD&C) as direct maintenance and operation costs. Thus, 44.6% of the total budget ($38.5 + \frac{1}{2}[12.2]$) is *direct* M&O costs.

Treat the remainder of PD&C plus all of the Interpretive and Public Safety Department budgets as indirect expenses attributable to specific parklands. Thus, 27.2% of the budget ($\frac{1}{2}[12.2] + 8.2 + 12.9$) is indirect expenses attributable to specific parklands. This 27.2% is .6 (or 60%) of 44.6% (27.2 divided by $44.6 = .6$). Therefore, the total direct and indirect expenses attributable to specific parklands is 1.6 (100% plus 60%) of the direct expenses. The remaining 28.2% of the budget ($100 - [44.6 + 27.2] = 28.2$) is general overhead expenses not attributable to specific parklands.

¹ "Other Operations" include expenditures such as those necessary for the General Manager, the Citizens Task Force, the Board of Directors, and non-developmental costs (insurance, attorneys, etc.).

APPENDIX C EAST BAY REGIONAL PARK DISTRICT RESOLUTION NO. 4025

USE OF TAX INCREASE REVENUES REALIZED PURSUANT TO SECTION 5545.5 (a) OF THE PUBLIC RESOURCES CODE

WHEREAS the East Bay Regional Park District Board of Directors on March 7, 1972 adopted Ordinance No. 45, applicable July 1, 1972, pursuant to the provisions and authority of Section 5545.5 (a) of the Public Resources Code of the State of California (which became effective March 4, 1972), levying a 5 cent tax increase, and

WHEREAS revenues from such tax increase will become available to the District during the 1972-73 fiscal year for the following purposes:

1. "The revenue from four cents (\$.04) per one hundred dollars (\$100) shall be spent exclusively for acquisition of new park lands."
2. "The revenue from one cent (\$.01) per one hundred dollars (\$100) shall be spent exclusively for the development and operation of such park lands."

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors of the East Bay Regional Park District, in order to assure consistent and uniform compliance with the above provisions of Section 5545.5 (a) of the Public Resources Code, does hereby adopt the following policy and guideline for the use of revenues realized from such tax increase.

1. Definitions. For purposes hereof:

- a) "Park lands" shall be deemed to include any interest in real estate or right to the use or occupancy thereof acquired by this District for any of the purposes authorized by Section 5541 of the California Public Resources Code.
- b) "Old park lands" (as distinguished from "New park lands") shall be deemed to include any park lands either (i) vested in the District on July 1, 1972, or (ii) as to which this Board had, on or before such date, authorized acquisition by purchase or option to purchase or the filing of condemnation proceedings.
- c) "New park lands" shall be deemed to be all park lands acquired by the District which are not "old park lands" and shall include, by way of example and not limitation, (i) a greater right, title, or interest in land than was therefore possessed by the District under some pre-existing lesser form of right, title, or interest (e.g., an easement where only a license existed before; a fee interest as compared to a prior leasehold), and (ii) land area adjacent to or connected with old park lands acquired to expand the existing facility or for scenic or other environmental protection or enhancement of old park lands; provided, however, that new park lands can be acquired in any event only for a purchase authorized by Section 5541 of the Public Resources Code.

2. Use of Tax Increase Revenues. Revenues received by the District as a result of the above tax increase shall be used only in connection with the acquisition, development or operation of new park lands (as defined in 1. c above) as follows:

a) Acquisition. The eighty percent to be used exclusively for acquisition may be expended for:

- (i) Payment of the purchase or option price or award in eminent domain proceedings; and
- (ii) Reasonable and necessary expenses of acquisition, including, by way of example and not limitation, appraisal fees; legal fees; court costs; title insurance premiums; interest on funds borrowed or bonded after July 1, 1972 in anticipation of such tax increase revenues, recording fees and a pro rata share of Land and Water Acquisition and Management departmental overhead; and
- (iii) Direct expense incurred in the defense and perfection of title.

b) Development and Operation. The twenty percent to be used exclusively for development and operation, may be expended for:

- (i) The direct expense incurred in the improvement, maintenance and operation of any new park lands including, by way of example and not limitation, erosion and weed control, construction and repair of roads and trails, tree and plant planting and cultivation, fire control measures, construction and repair of new and existing structures and utilities facilities; development and revision of development plans.
- (ii) A pro rata share of Plans and Design and Parks departmental overhead, representing the portion of the total effort of those Departments fairly attributable to such new park lands area.
- (iii) A pro rata share of Ranger, Fire Service, Interpretive and Reservations departmental overhead representing the portion of the total effort of those Departments (or Sections) fairly attributable to such new park lands.

PASSED and ADOPTED by the Board of Directors of the East Bay Regional Park District on June 20, 1972

Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations
Acquisition, Development, and Financing
Regional Trails
Regional Parklands and Trails Map

PREPARED BY **OVERVIEW**, JUNE 1973



Regional Trails

PREPARED BY **OVERVIEW**, JUNE 1973

WASHINGTON OFFICE: STEWART L. UDALL, *Chairman of the Board*

BAY AREA OFFICE: ALVIN H. BAUM, Jr., *Project Director*
GRANT W. REID, *Senior Environmental Planner*
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OVERVIEW acknowledges the special participation of Jon H. Olson and John T. Nicoles, members of the EBRPD staff, in the master planning of Regional Trails.

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REGIONAL TRAILS

INTRODUCTION

The law under which the East Bay Regional Park District operates (Public Resources Code Section 5541) authorizes the Park District to (among other things) “control, operate, and maintain a system of trails.” Accordingly, the Park District has provided a series of trails for many years; however, most of them have been within the boundaries of the parklands. Most of the users of the trails were “Sunday strollers”; therefore, in-park trails were adequate, and the problems involved in the acquisition of separate trails rights-of-way could not be justified by the limited demand.

More recently, there have been significant changes in leisure activity patterns: the national horse population is now greater than it was when the horse was the primary means of transportation (there are estimated to be 25,000 pleasure-use horses within the Regional Park District); the availability of high-quality touring bicycles has resulted in a great increase in the total number of recreational bicyclists (there are approximately 600,000 bicycles within the Park District); and leisure time has increased so that many Sunday strollers have become week-long backpackers. The effect of these changes is that the regional parklands can no longer accommodate all the recreational movement that exists. The number of trail users (both existing and potential) is too great and the distances that can be travelled within the parklands is too short. Clearly there is a need for trails beyond those provided within regional parklands.

In September 1966, the Regional Park District, in Resolution No. 2720, approved a “preliminary plan and concept for a two-county hiking, bicycling, and horseback riding trail.” That plan has been updated from time to time, but it was necessary for OVERVIEW to restudy the entire trails question in the context of its master planning for the acquisition and development of new parklands. The results were three-fold:

1. Policies to aid in the planning of the regional trail system.
2. A Regional Trails Plan, described by words and by map.
3. Recommended policies for priorities and means of implementing the Regional Trails Plan.

POLICIES FOR REGIONAL TRAILS

Since trails are an integral part of the mission of the East Bay Regional Park District, and a trail is a “parkland” as much as any other type of parkland, OVERVIEW developed the same sort of Purpose and Goals, Minimum Standards, and Planning and Management Guidelines for Regional Trails as for the other types of parklands. But because many persons and groups are primarily interested in trails, these policies for trails are printed in this Part (as the Appendix) rather than in Part 2, Chapter 3, “Parkland Classification System”.

THE REGIONAL TRAILS PLAN

By applying the above planning policies to the topographical opportunities and physical constraints of the East Bay, the Regional Trails Plan has been developed and is illustrated on the Regional Parklands and Trails Map.¹ The Regional Trails Plan is composed of two basic elements: (1) the Regional Bicycle/Hiking Trail System; and (2) the Regional Equestrian/Hiking Trail System.²

Bicycle/Hiking Trail System

The bicycle/hiking trail system is based on four major north-south spines with four major east-west connectors. The north-south spines follow:

1. The Bay shoreline, from Richmond (Point Pinole) to the mouth of Alameda Creek, then through Coyote Hills Regional Park to the Dumbarton Bridge and the San Mateo County Line (where it connects with a regional trail in San Mateo County).
2. The Berkeley-Oakland hills ridgeline from Richmond to Castro Valley.
3. The San Ramon Valley from the Contra Costa Canal to Pleasanton.
4. A portion (within the District) of the proposed State Bicycle Route which will extend from Sacramento to Los Angeles via Antioch, Bethany Reservoir, and San Luis Reservoir.

The east-west connectors should follow:

1. The Bay shoreline from Richmond (Point Pinole) along the Southern Pacific railway line to Martinez, then along Waterfront Road to Port Chicago.
2. From Martinez to Pacheco, then along the Contra Costa Canal through Concord to Port Chicago and Antioch.
3. The Berkeley (and Oakland) city bicycle trail networks from the Bay to Lake Temescal, then along the old Sacramento Northern Railroad grade to Walnut Creek.
4. From the Bay, along Alameda Creek flood control channel, then through Niles Canyon and along Arroyo de la Laguna to connect (at the Regional Park District boundary) with the Livermore trail system (which extends eastward to meet the State Bicycle Route).
5. San Leandro Creek from the Bay to Lake Chabot, then through Castro Valley and east along the proposed frontage road of Interstate 580 to Dublin.

In addition, there are for bicyclists and hikers some minor loops and spurs: from

¹A study is underway—administered by the Bay Area Rapid Transit District (BARTD) and jointly financed by BARTD, the East Bay Regional Park District and the federal government—on methods for encouraging recreational and commuter travelers to use both BART and a bicycle on a single continuous trip. The study began only in Spring, 1973 and will not be completed until late 1973 or early 1974; thus the OVERVIEW recommendations on a Regional Trails System are made independently of the BARTD/Trails Study. However, the recommended Regional Trails System takes account of the fact that the BART stations in the East Bay will be major sources of trips by foot and bicycle to the East Bay Regional Park District's parklands. Therefore, the Regional Parklands and Trails Map shows the location of all BART stations in the East Bay, and includes many of those stations either on a regional Bicycle/Hiking Trail link, or connected to the Regional Bicycling/Hiking Trail System by a short spur route. The BART/Trails Study is expected to incorporate this Regional Trails System into its planning, rather than duplicate the work presented in this report.

²Only the *Regional* Trail links are mapped—the trails that meet the criteria set forth in the Appendix to this Part. The numerous other bicycle/hiking and equestrian/hiking trails that have been and will be built pursuant to local trail plans will serve in conjunction with the Regional Trails System as feeders from residential areas and to recreational and commercial destinations, but they are not really "regional" and are not mapped.

central Richmond to Point Richmond and Point San Pablo; an alternate (to the shoreline) route through Berkeley along the Santa Fe right-of-way: Mission Boulevard between Castro Valley and Union City; around San Leandro Bay; on Calaveras road from Niles Canyon to Calaveras Reservoir and Santa Clara County; from San Leandro Bay to Alameda Beach; from the Contra Costa Canal at the Ygnacio Relift Station along the Ygnacio Canal and Castle Rock Road to Castle Rock Regional Recreation Area and Pine Canyon.

The Park District has already begun to implement portions of the bicycle/hiking trail system. The following segments already exist or negotiations are in progress leading toward their acquisition: (1) Alameda Creek from the Bay shoreline to Niles Canyon; (2) Stanley Boulevard between Pleasanton and Livermore; (3) across the dam and along the south shoreline of Lake Chabot; (4) Contra Costa Canal, from Diablo Valley College to Willow Pass Road; (5) the Southern Pacific right-of-way from Rudgear Road to Danville; and (6) the Sacramento Northern right-of-way from Reliez Station Road to St. Mary's College.

Wherever possible, the trails are to be located off existing roadways. Although it has been generally believed that bicyclists can use almost any vehicular roadway, the increasing numbers of bicycles and bicycling accidents have led to the conclusion that bicycles and automobiles should be separated if at all possible. Nevertheless, in urban areas the cyclists will still have to use public streets as feeder routes to the regional trail system.

Equestrian/Hiking Trail System

Two factors have worked to delineate the equestrian/hiking trail system from the bicycle/hiking trail system. First, it is difficult to find suitable equestrian routes through urban areas. Secondly, the equestrian's ability to negotiate more severe terrain than the bicyclist makes many more remote and scenic routes suitable for horsemen.

The equestrian/hiking trail system is based on two major north-south spines with four major east-west connectors. The north-south routes should follow:

1. The National Riding and Hiking Trail, with its connections, from Point Pinole through Wildcat Canyon, south along the Berkeley/Oakland hill ridges, through Hayward onto Pleasanton Ridge, then along Alameda Creek to Sunol Regional Wilderness.
2. The canal links and the San Ramon Valley from Port Chicago to Pleasanton, then down Arroyo Valle to Del Valle Regional Park.

In addition, the shoreline trail through Hayward between San Leandro Creek and Alameda Creek should be open to equestrian use.

The west-east connectors should be:

1. From Point Pinole along Pinole Creek, through Briones Regional Park, then along the Contra Costa Canal through Concord to Port Chicago and Antioch.
2. From the Contra Costa Canal at Ygnacio Relift Station, across Lime Ridge, through Clayton, then along Nortonville Road to Contra Loma.
3. From Redwood Regional Park, along the Utah Easement and Bollinger Canyon through Las Trampas Regional Park to Danville.
4. Along San Leandro Creek between the Bay shoreline and Lake Chabot.
5. From the Bay, along Alameda Creek flood control channel, then through Niles Canyon and along Arroyo de la Laguna to Pleasanton.

Finally, there are for equestrians and hikers some loops and spurs:

1. Lake Chabot to Las Trampas Regional Wilderness.
2. Las Trampas Regional Wilderness to Briones Regional Wilderness.
3. Pleasanton Ridge to Pleasanton via Tehan Falls.
4. Tilden Regional Park to Briones Regional Wilderness.
5. Sunol Regional Wilderness to Del Valle Regional Park (north and south routes).
6. San Ramon Valley to Mount Diablo State Park.
7. Dry Creek, from Walpert Ridge through Garin Regional Park to Alameda Creek.
8. Across the Vargas Plateau and along the Fremont Coastal Range Peaks from Niles Canyon to Monument Peak.
9. From Briones Valley School, northeast across Franklin Ridge and Martinez Ridge to Pacheco.
10. Tilden Regional Park to Orinda.
11. From the Ygnacio Relift Station along the Ygnacio Canal and Arroyo del Cerro to Mt. Diablo State Park.
12. From Clayton, along Donner Creek to Mt. Diablo State Park.

Some segments of the equestrian/hiking trail system have already been initiated by the Regional Park District. The following links already exist or negotiations are in progress leading toward their acquisition: (1) Alameda Creek flood control channel from the Bay shoreline to Niles Canyon; (2) Contra Costa Canal from Diablo Valley College to Willow Pass Road; (3) the Utah Easement; (4) the National Riding and Hiking Trail from Wildcat Canyon Regional Park to Chabot Regional Park; and (5) the California Riding and Hiking Trail. In addition, a trail for hiking only is being developed through the Huckleberry Preserve area.

PRIORITIES

Because of inevitable limitations upon the funds available, priorities must be established for trail acquisition and development just as they must be for the acquisition and development of other parklands. But trails cannot be separated into high, medium and low priorities as has been done with the sites of other kinds of parklands that qualify for acquisition because the acquisition and development of trails are even more complex than the acquisition and development of other types of regional parklands. What can be done is to apply general policies to determine which of the various regional trail corridors are of high priority and then to allow the acquisition of trail links within those corridors to depend upon the availability of properties and the extent to which other public and private agencies offer cooperation including the expenditure of their funds for acquisition. The general policies which, in the opinion of OVERVIEW, should govern the allocation of effort on acquisition and development of regional trail links are these:

1. Trail links which are in great demand and which will serve a large number of users should be given high priority. (Often, but not always, these links will adjoin population centers.)
2. Trail links which contribute to the continuity of the overall trail system should be given high priority.

3. Trail links which are located in areas already having trails or which serve user groups already being well served should be given low priority.

Application of these policies results in the recommendation that the high priority corridors for acquisition and development be the following:

- Bicycle/Hiking Trail System**
1. The Bay shoreline, from Richmond (Point Pinole) to the mouth of Alameda Creek.
 2. From Martinez to Pacheco, then along the Contra Costa Canal through Concord to Port Chicago and Antioch.
 3. The San Ramon Valley from the Contra Costa Canal to Pleasanton.
 4. The Berkeley (and Oakland) city bicycle trail networks from the Bay to Lake Temescal, then along the Old Sacramento Northern Railroad grade to Walnut Creek.
 5. From the Bay along Alameda Creek flood control channel, then through Niles Canyon and along Arroyo de la Laguna to connect with the Livermore trails system.

- Equestrian/Hiking Trail System**
1. Along the National Riding and Hiking Trail from Point Pinole through Wildcat Canyon then south along the Berkeley/Oakland hill ridges to Lake Chabot.
 2. From Lake Chabot along San Leandro Creek to the Bay shoreline.
 3. Along the Bay shoreline from San Leandro Creek to Alameda Creek.
 4. From the Bay, along Alameda Creek flood control channel, then through Niles Canyon and along Arroyo de la Laguna to Pleasanton.
 5. From Redwood Regional Park along the Utah Easement and Bollinger Canyon, through Las Trampas to Danville.
 6. Along the Contra Costa Canal from Pacheco through Concord to Port Chicago and Antioch.
 7. Along the San Ramon Valley from the Contra Costa Canal to Pleasanton.

IMPLEMENTATION

The very concept of a Regional Trails System contemplates that one agency will have the ultimate responsibility for the design criteria, the rules concerning access and other such questions, and the distribution of public information concerning the regional trails system. This agency should be the East Bay Regional Park District, working in close and continuing cooperation with the counties, cities and other public agencies affected by the regional trails system.

Acquisition and development of even the priority links of the regional trails system will be an enormously complicated job, and will involve cooperation between the Regional Park District and many other affected government agencies. Many of the trail links are on lands already owned by public agencies; these should be made available without significant charge by lease or license of sufficient duration to justify the expense of improving the corridor for trail purposes. Where a proposed trail corridor is on private lands, it will often be possible to obtain a right-of-way (whether by fee title, or easement, or license) wide enough for the trail in the course of development approval by the local jurisdiction. And, where this does not prove feasible, there will at least in some localities be a willingness to use local tax funds for the acquisition of trail rights-of-way in recognition of the fact that a large majority of the users of any particular regional trail link will

no doubt be residents of the jurisdiction which the link traverses. In some such cases, local tax funds will be used for the acquisition of private lands which then can be conveyed or leased to the Park District at nominal cost for trail purposes; in other cases a local government will offer to participate jointly with the Park District, sharing costs of acquisition. The same possibilities exist for local governments to develop and improve trail links, either totally from their own funds or by contributing funds to a joint effort with the Park District. (A current excellent example of cooperation between the Park District, the public agency which owns an available right-of-way, and the cities through which the right-of-way passes is the Contra Costa Canal Trail now under planning.) The Park District should give priority for trail development to those places where the right-of-way is provided at no cost to the District because the property is already owned by the public, or where the local jurisdiction offers to share the cost of acquisition and development with the Park District. (Park District financing of Trails acquisition and development is discussed in Part 4, "Acquisition, Development, and Financing.")

But even acquisition and improvement of the trail corridor does not settle the question of responsibility for the regional trail network. There are still the jobs of maintaining and policing the trail links and the trailheads. Here no general rules can be laid down. The tasks should be allocated in the most efficient manner in order to reduce the total financial burden upon the taxpayers of the East Bay Regional Park District, who are, of course, also taxpayers of local jurisdictions. In some cases, where the trail corridor is adjacent to a road or to a right-of-way of another public agency, it would be most efficient for that agency to maintain the trail right-of-way as well as its adjoining facility. On the other hand, where the trail follows an independent right-of-way, there may be no public agency that has maintenance crews and patrol officers nearby and the Regional Park District should be prepared to take on this responsibility.

A distinction should probably be made between the agency that actually does the work of maintaining and policing a trail link, and the agency that bears the cost of this work. The Park District could, of course, agree with a local jurisdiction that one of the two agencies would perform the maintenance and policing operations, and charge the total cost thereof to the other on a periodic basis. Finally, where a regional trail follows a local street network, the local jurisdiction (city or county) should bear the responsibility for maintaining and policing the trail.

In summary, the regional trails system is just in the process of being born, and the questions of who will do the acquisition, development, maintenance and policing necessary to sustain this system, and how the costs will be borne, are still open to negotiation between all the public agencies that are jointly trying to meet the public interest in establishing the regional trails system. The East Bay Regional Park District should take the lead in these negotiations, seeking the maximum possible cooperation—including financial participation—from affected cities, counties and districts.



APPENDIX GUIDELINES FOR REGIONAL TRAILS AND REGIONAL SHORELINE TRAILS

PURPOSE AND GOALS

A Regional Trail or a Regional Shoreline Trail is a parkland which is, for the most part, linear in form and which has been established primarily for the kinetic recreational activities of walking, bicycling, and horseback riding but which is also compatible with stationary recreational activities such as picnicking, fishing, or loafing.

MINIMUM STANDARDS

For an area to be considered suitable for designation as a Regional Trail or a Regional Shoreline Trail, it must possess the following characteristics:

1. The area must have *either* of the following features:
 - a. To be suitable for a *Regional Trail*, there must exist a linear corridor at least two miles in length, to be designated a Trail Link for planning and management purposes. Each Trail Link must have at least one of the following features:
 - (1) It must connect two or more elements, each of which is either:
 - (a) a park or recreation area of at least regional scale (such as those provided by the East Bay Regional Park District, the East Bay Municipal Utility District, the California State Park System, or the National Park Service;
 - (b) an activity center (such as a BART station, major shopping area, downtown business district, or college); or
 - (c) a local trail system which has connection to one of the above elements.
 - (2) It must provide a loop that is at least three miles in length running through predominantly scenic land and that begins and ends at the same point.
 - b. To be suitable for a *Regional Shoreline Trail*, there must exist a linear corridor at least one mile in length running along the San Francisco Bay shoreline, to be designated a Trail Link for planning and management purposes.
2. There must be adequate land area available and suitable for staging and compatible recreational activities, each such area to be designated a Trailhead for planning and management purposes.

PLANNING AND MANAGEMENT GUIDELINES: TRAIL LINK

- Planning and Development Policies**
1. Trails should be provided for non-motorized forms of transportation only (hikers, equestrians, and bicyclists).
 2. To the greatest degree possible the trails should connect the origins of recreational trips (e.g., population centers, BART stations, or stables) with their destinations (e.g., the Bay shoreline, regional parklands, or state parks); however, it is not imperative that each Trail Link connect points of specific importance because the trail system should be a "destination" in itself.
 3. The trail system should be continuous. Disjointed segments and dead-end elements should be kept to a minimum. The system should provide connections to areas outside the Regional Park District wherever feasible.

4. In order to encourage maximum public understanding and use, the trail system should be as simple in concept as possible so that the user can visualize the overall trails plan in his mind. This will also insure that the system is realistic and achievable. As the Trail Links are implemented, they should be named to indicate the places linked, the type of user(s) accommodated, and any significant geographic or historic elements featured (e.g., the X to Y Regional Shoreline Bicycle Trail).
5. Each Trail Link should be clearly marked with signs. Where the Trail Link is to be used exclusively by a particular type of user(s), the Trail Link should be clearly designated and should be equipped with signs or barriers to prevent the entry of other types of users.
6. The trail should be truly "regional". While it is essential that the regional trails should connect with local trails, the local trails should not be considered part of the regional trail system unless they meet the prescribed Minimum Standards for Regional Trails.
7. The trail system should be primarily recreational. Although certain Trail Links may be suitable for commuters, the system should not be planned to accommodate their special needs. Moreover, the trail elements should be located so that they pass through areas which have a recreational interest or which provide a variety of visual experiences. Natural linear elements like creeks, ridgelines, and the Bay shoreline, as well as man-made linear elements like BART routes, canals, levees, utility easements, and under-utilized railroad beds should be used as resources in trail route planning.
8. The regional trails plan should be flexible. Although the trail system should be planned to be both physically and politically feasible, it should be possible to utilize an alternative route when acquisition difficulties make it impossible to implement the primary route.
9. The three modes of trails (hiking, equestrian, and bicycle) should be consolidated within the same *corridor* wherever feasible. Hiking-bicycling and hiking-equestrian are "compatible paired activities", so all trails designated for either bicycle or equestrian use should also be open to hikers. But bicycle and equestrian uses are incompatible on the same *path*; their paths must be kept completely separated, although they can share a *corridor*.
10. The edge of the Trail Link corridor should be clearly designated by planting, elevation differences, signs, or where appropriate and necessary, fencing, to prevent trespassing on adjacent private lands.
11. The trail itself should be improved to the accepted standards of grade, surfacing, and width for the use(s) designated.
12. The Trail Link should be at least wide enough to accommodate the designated users. Where a wider element (such as a canyon, narrow valley, ridge, plateau, or flood plain) creates a linear area that is focused on the site of the Trail Link, the Trail Link should encompass the whole of the width so as to guarantee protection of the area and to provide space for ancillary facilities such as picnic groves, rest facilities, and playing fields.

**Resource Management
and Use Policies**

1. The primary management objective should be to allow the public to use the regional trail system—to move freely about the East Bay and to reach recreational facilities outside the District, while enjoying the visual qualities of the surrounding landscape without trespassing on private lands. The regional trail system should, therefore, be open to all members of the public without the need for a special permit. Other trails can serve as valuable supplements to the regional trails system. Any rules or requirements of other agencies administering such trails, such as those of EBMUD which will require an identification card permit to use its trails, should be called to the attention of the public using the regional trails and should

be observed.

2. The Trail Link should be patrolled frequently to insure that it is not being traveled by users for which it is not intended (such as bicyclists or motorcyclists on an equestrian trail). In addition, different types of users should be encouraged to form volunteer groups from within their ranks to assist in the patrolling and maintenance of the trails.
3. The corridor should be managed so as to present as natural an appearance as possible. This may require some planting along some trails and frequent maintenance along all trails.

PLANNING AND MANAGEMENT GUIDELINES: TRAILHEAD

Planning and Development Policies

The areas along the Trail Link to be used for staging, rest, and relaxation purposes should be designated Trailheads. Within a Trailhead, the following policies should apply:

1. A Trailhead can be located anywhere along a Trail Link; especially along Shoreline Trail Links, a Trailhead should be provided at every possible location. If the Trailhead is located within another regional parkland, it should be clustered with other developed recreational facilities.
2. The Trailhead should be developed with facilities adequate and appropriate for users of the Trail Link. Developed facilities might include elements such as parking areas large enough to accommodate horse trailers (where appropriate), sanitary facilities, campgrounds, picnic areas, and shelters.
3. The Trailhead may contain additional facilities not primarily oriented toward trail users (such as playing fields, fishing areas, or simply landscaped areas) if these facilities do not conflict with the primary purpose and goals of the Trailhead.

Resource Management and Use Policies

1. The primary management objective should be to provide for the needs of trail users and to serve as an entry point onto the regional trail system. Moreover, within urban areas and especially along the Bay shoreline, the Trailheads can provide some degree of relief from the urban environment by providing a small area dominated by plants and nature.
2. The Trailhead should have whatever degree of planting and maintenance is necessary to achieve its management goal.



Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations
Acquisition, Development, and Financing
Regional Trails
Regional Parklands and Trails Map

PREPARED BY **OVERVIEW**, JUNE 1973

The preparation of this map was financed in part through a Comprehensive Planning Grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.





Overview of the Master Plan
Policies for Planning
Parkland Site Evaluations



Overview of the Master Plan Policies for Planning Parkland Site Evaluations Acquisition, Development, and Financing Regional Trails Regional Parklands and Trails Map

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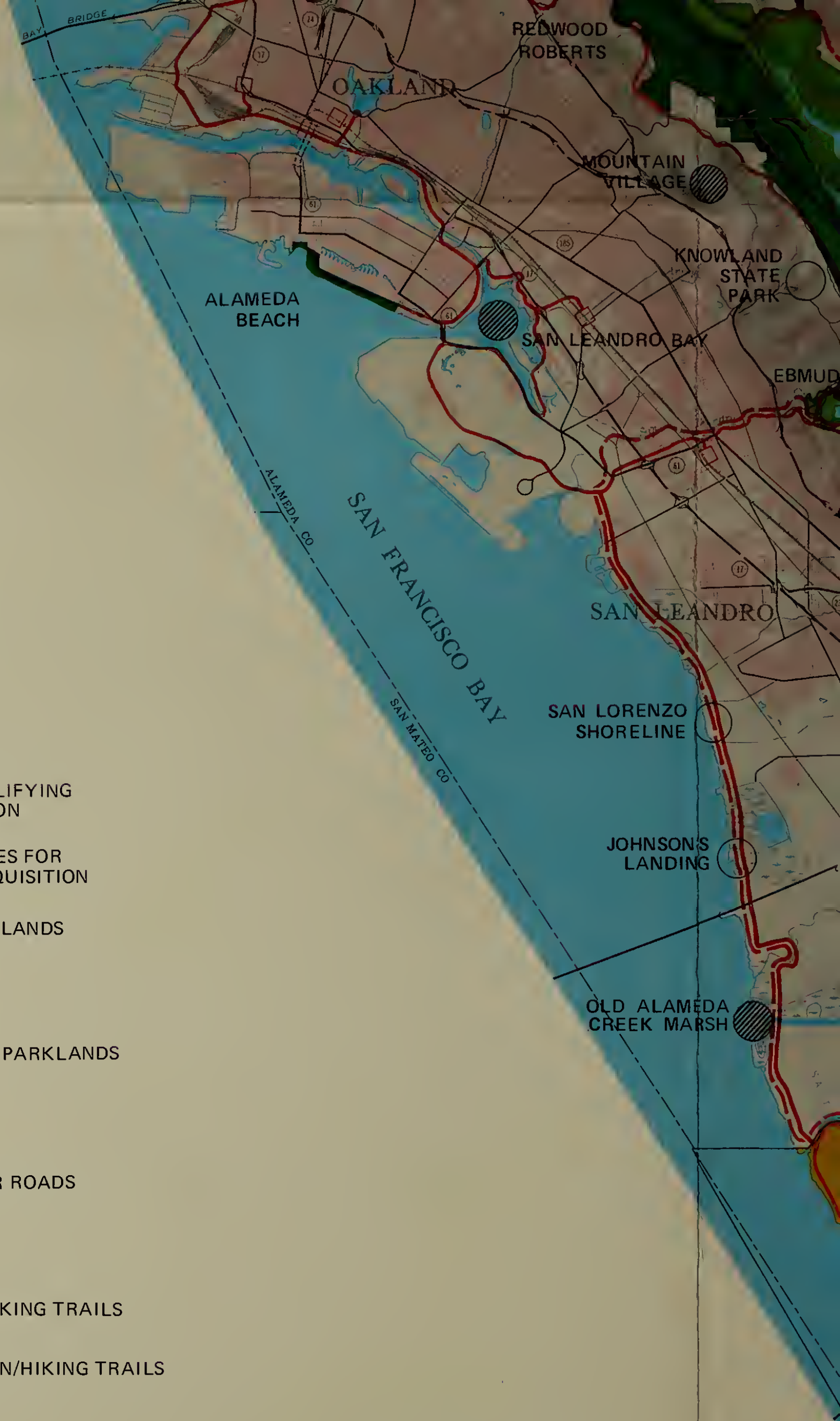
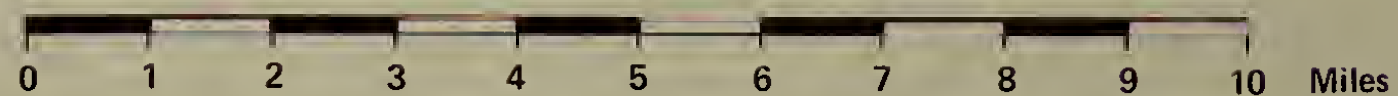
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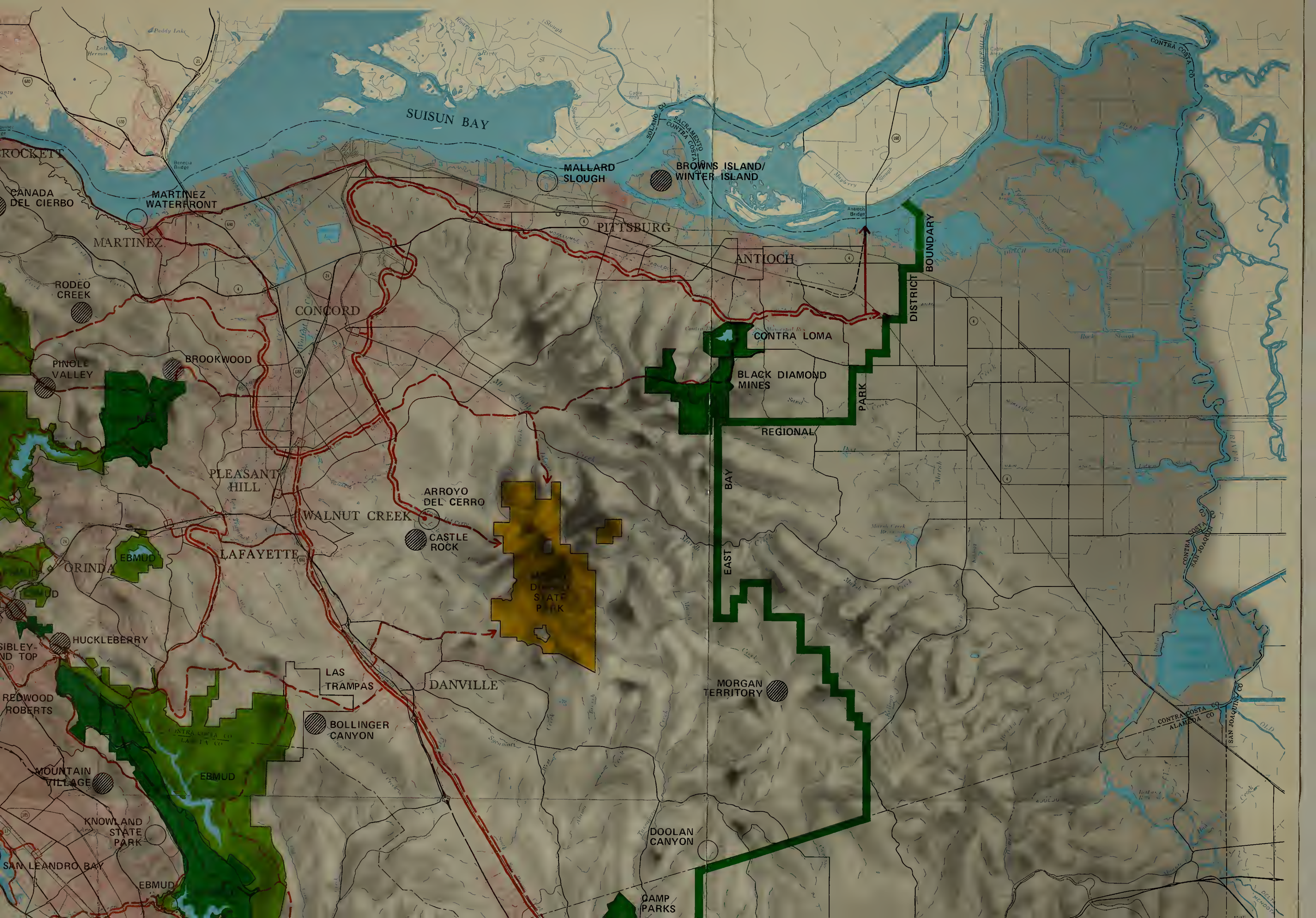


LEGEND

-  PARKLAND SITES QUALIFYING FOR EBRPD ACQUISITION
-  OTHER PARKLAND SITES FOR POTENTIAL EBRPD ACQUISITION
-  EXISTING EBRPD PARKLANDS
-  WATERSHED LANDS
-  STATE AND NATIONAL PARKLANDS
-  URBAN AREAS
-  HIGHWAYS AND MAJOR ROADS
-  BART STATIONS
-  REGIONAL BICYCLE/HIKING TRAILS
-  REGIONAL EQUESTRIAN/HIKING TRAILS
-  EBRPD BOUNDARY
-  320 ACRES TO SCALE

SCALE 1:125,000





SUISUN BAY

MALLARD SLOUGH

BROWNS ISLAND/
WINTER ISLAND

PITTSBURG

ANTIOCH

BOUNDARY
DISTRICT

CONCORD

CONTRA LOMA

BLACK DIAMOND
MINES

REGIONAL

EAST
BAY

BROOKWOOD

PLEASANT
HILL

ARROYO
DEL CERRO

WALNUT CREEK

CASTLE
ROCK

Black Diamond
State Park

LAFAYETTE

LAS
TRAMPAS

DANVILLE

MORGAN
TERRITORY

ORINDA

EBMUD

BOLLINGER
CANYON

DOOLAN
CANYON

CAMP
PARKS

MARTINEZ
WATERFRONT

RODEO
CREEK

PINOLE
VALLEY

HUCKLEBERRY

REDWOOD
ROBERTS

MOUNTAIN
VILLAGE

KNOWL
AND
STATE
PARK

EBMUD

SAN LEANDRO BAY

EBMUD

CONTRA COSTA CO
ALAMEDA CO

SAN JOAQUIN CO

ALAMEDA CO

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