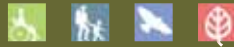


MASTER  
P L A N



2013





“Now that the cities are becoming completely built up... it should be possible to arouse interest in the necessity for setting aside park areas for enjoyment and healthful recreation, and to establish a priceless heritage for the future.”

– *Report on Proposed Park Reservations for East Bay Cities, Olmsted Brothers and Ansel F. Hall, December, 1930*







Briones Regional Park  
Martinez, CA

Photo: Marc Crumpler



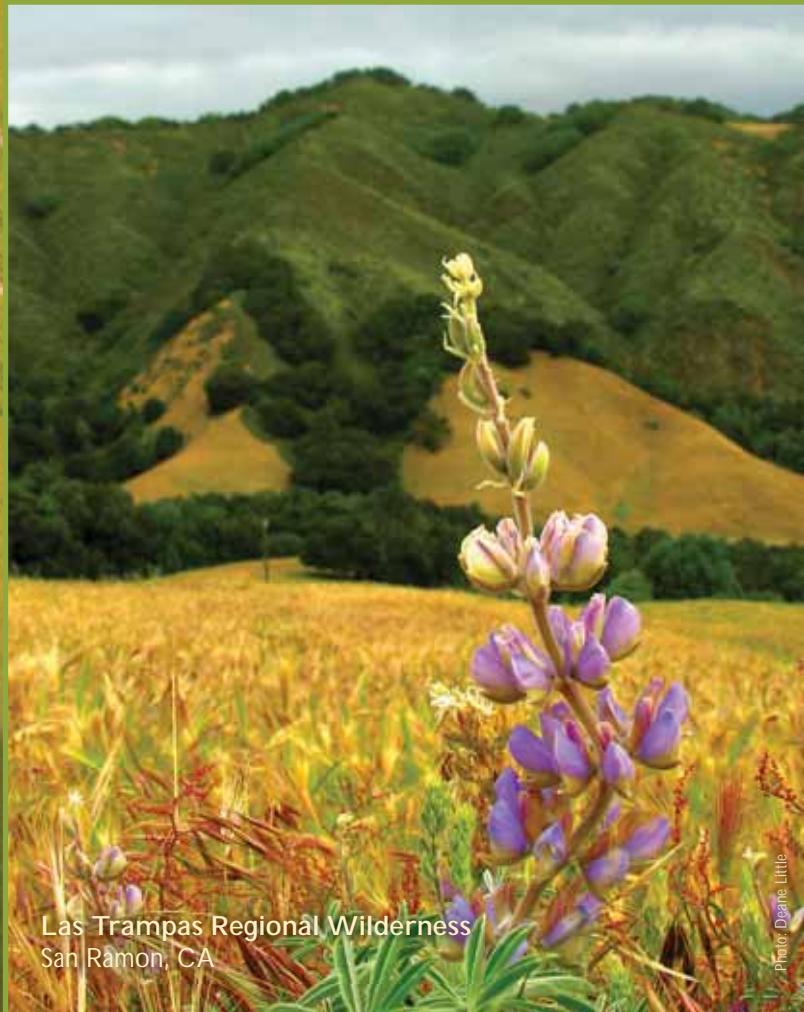
Round Valley Regional Preserve  
Brentwood, CA

Photo: Marc Crumpler



Black Diamond Mines Regional Preserve  
Antioch, CA

Photo: Deane Little



Las Trampas Regional Wilderness  
San Ramon, CA

Photo: Deane Little



# MASTER P L A N



# 2013



2013 Board of Directors (left to right): Ayn Wieskamp of Livermore, Whitney Dotson of Richmond, Carol Severin of Castro Valley, John Sutter of Oakland, Beverly Lane of Danville, General Manager Robert E. Doyle, Ted Radke of Martinez, and Doug Siden of Alameda.

East Bay Regional Park District  
2950 Peralta Oaks Court, Oakland, CA 94605  
1-888-EBPARKS • [www.ebparks.org](http://www.ebparks.org)

**Adopted July 16, 2013 • Resolution no. 2013-07-159**

© EBRPD copyright 2013

### *Cover Photography*

*Front: Black Diamond Mines Regional Preserve by Marc Crumpler; Redwood Regional Park by Deane Little; Coyote by Jen Joynt; Mission Peak Regional Preserve by Michael Kellogg; Morgan Territory Regional Preserve by Bob Walker, Collection of the Oakland Museum of California.*

*Back: Sunol Regional Wilderness by Hillary Van Austen.*





## Dear Friends:

With great pleasure we provide this fifth edition Master Plan on behalf of the East Bay Regional Park District. Over the past three to four years, much public input has gone into this updated plan which will serve as the Park District's guiding principles for a decade to come.

As long tenured elected officials, many of us likely will be retiring from governing this distinctive agency before it is time to update a sixth edition Master Plan. Collectively our work at the Park District over the years has involved great achievements in park and trail expansion, new revenue generation through generous public support, continuous balance of conservation and recreational interests, and conservative management of the District's financial resources. Together, along with our constituents and staff, we have continued to govern our precious open space and parkland resources as our founders did – with respect, integrity, and opportunity to be the "Peoples Playground."

Happy Trails to all and thank you for your continued support.

Sincerely,

East Bay Regional Park District  
2013 Board of Directors

Board Member Whitney Dotson  
Director Ward 1

Board Member Ayn Wieskamp  
Director Ward 5

Board Member John Sutter  
Director Ward 2

Board Member Beverly Lane  
Director Ward 6

Board Member Carol Severin  
Director Ward 3

Board Member Ted Radke  
Director Ward 7

Board Member Doug Siden  
Director Ward 4

General Manager  
Robert E. Doyle







Contra Loma Regional Park  
Antioch, CA



# A Gift to Every Generation

## FOREWARD

By Jon Jarvis

*Director, National Park Service (2002–Present)*

As a result of my duties with the National Park Service and my frequent leisure time visits to the East Bay Regional Parks, I have become very familiar with the Park District and its staff. I have met and worked with them on issues of mutual concern, such as the role of parklands in promoting health and fitness, and I have always been impressed with their commitment to improving the District's level of public service.

They carry forward a tradition that began in 1934 in the depths of the Great Depression. The District's establishment and expansion is an inspiring story of citizen initiative and dedication.

From a modest start with only a downtown Oakland office, the District has grown by stages to include 65 parks on more than 113,000 acres of public land distributed throughout Alameda and Contra Costa counties. And these parklands are linked by a growing network of regional trails. The District has become the premier urban park system in the United States.

I have said that the National Park System is a gift from past generations to this and succeeding generations. The same is true of the East Bay Regional Parks. And passing that gift along requires careful and extensive planning.

Although they had remarkable foresight in preserving beautiful open spaces for public enjoyment, the regional park founders would likely be amazed at both the size of the Regional Park District today and the variety of challenges that it faces.

These challenges include protecting and conserving natural resources while providing recreational use of parklands for all to enjoy; preserving critical wildlife habitat; attracting and retaining a staff with the myriad of skills needed to acquire, maintain and operate the parklands; and establishing a sound financial basis to achieve these goals.

This master plan is designed to address all of these issues and more. It sets priorities for the next decade of park acquisition, operation, and public services. It establishes policies to help accomplish a mission shared by the National Park Service and the East Bay Regional Park District: to preserve for present and future generations some of the natural beauty and cultural attributes that have made this such an attractive place to live.







Photo: Marc Crumpler



Photo: Shelly Lewis



Photo: Shelly Lewis



Photo: Isa Shelly Lewis

Top (left to right): Quarry Lakes Regional Recreation Area, Fremont; Crown Memorial State Beach, Alameda. Center (left to right): Point Isabel Regional Shoreline, Richmond; Temescal Regional Recreation Area, Oakland. Bottom (left to right): Anthony Chabot Regional Park, Castro Valley; Diablo Foothills Regional Park, Walnut Creek.



# Table of Contents

<b>Welcome from the Board of Directors.....</b>	<b>5</b>
<b>Foreward by Jon Jarvis, Director, National Park Service.....</b>	<b>7</b>
<b>Introduction by U.S. Representative George Miller .....</b>	<b>15</b>
<b>Chapter 1 – The East Bay Regional Park District .....</b>	<b>17</b>
Purpose of the Master Plan .....	17
Purpose and Role of the East Bay Regional Park District.....	18
Description of the East Bay Regional Park District.....	20
The Special Role of the Regional Parks .....	21
The East Bay Regional Park District Board of Directors.....	23
Policy and Legislation.....	24
History of the East Bay Regional Park District.....	25
Current Challenges and Priorities .....	27
Affirming the Role and Identity of the Regional Parks .....	27
Responding to Changes in Demographics .....	27
Providing a Variety of “Trails for All” .....	28
Leading the Movement for Healthy Parks Healthy People.....	29
Supporting the Shift to Green Communities.....	31
Creating Conservation and Management Standards for Cultural and Historic Resources .....	32
Balancing Funding Priorities, Meeting Expectations and Sound Fiscal Practices .....	32
Developing Productive Partnerships.....	33
<b>Chapter 2 – Natural and Cultural Resources .....</b>	<b>35</b>
Introduction by Malcolm Margolin, Author, Publisher, Founder and Executive Director of Heyday Books .....	35
Resource Management.....	37
Natural Resource Management.....	37
Rare, Threatened and Endangered Species (RTE) Management .....	39





## Table of Contents continued

Vegetation Management .....	40
Wildfire Hazard Reduction Plan.....	42
Wildlife Management.....	43
Terrestrial Wildlife.....	43
Aquatic Wildlife.....	43
Water Management .....	44
Water Resources .....	44
Riparian and Wetland Resources .....	44
Geology, Soils and Paleontology .....	45
Cultural Resource Management .....	46

### Chapter 3 – Public Access and Services..... 51

Introduction by Tom Torlakson, Superintendent of State Public Instruction .....	51
Public Access, Interpretation and Recreation.....	52
Public Access (PA).....	53
Healthy Parks Healthy People.....	54
Providing Parking and Encouraging Green Transportation .....	55
Accessibility for Those Requiring Special Assistance for Facilities.....	56
Interpretation and Recreation Services (IRS) .....	58
Interpretation.....	58
Recreation.....	60
Youth Engagement .....	60
Recreational Facilities and Areas (RFA).....	62
Trails .....	63
Dedicated and Shared Use Narrow Trails.....	63
Unpaved Multi-use Trails.....	63
Paved Multi-use Trails .....	64
Picnic Areas .....	65
Children’s Play Areas.....	65
Aquatics .....	66
Camping.....	67
Special Facilities.....	69
Activities and Facilities Matrix 2012 .....	70

### Chapter 4 – Planning and Acquisition ..... 73

Introduction by Hulet Hornbeck .....	73
Planning Processes and Policies .....	75



Balanced Parkland Distribution (BPD): A Guiding Principle.....	76
Key Elements of the Planning Process .....	77
Public Participation .....	78
Environmental Compliance.....	79
Resource Protection and Recreational Use Analysis .....	79
Open Space Protection.....	80
Liaison with Other Jurisdictions.....	81
East Contra Costa County Conservation Plan .....	82
Acquisition.....	83
Park and Trail Acquisition Criteria.....	83
Acquisition Procedures.....	85
Land Banking .....	85
Parkland Dedication in Perpetuity.....	86
Planning for Regional Parks and Trails (PRPT).....	87
Classifying Parklands .....	87
Regional Park.....	89
Regional Preserve .....	89
Regional Recreation Area .....	90
Regional Shoreline .....	90
Regional Trails.....	92
Existing and Potential Parks and Trails Matrix.....	94
Resource Management and Land Use Planning.....	96
Land Use Plan (LUP) and Land Use Plan Amendment (LUPA).....	96
Interim Land Use Plans (ILUP).....	97
Checklist Amendments .....	97
System-wide Plan.....	98
Other Agency Plans.....	98
Trail Plans .....	98
Land Use Designations.....	99
Natural Units.....	100
Recreation/Staging Units .....	100
Special Protection Features.....	101
Special Management Features .....	101
Planning and Management Guidelines for Natural Units .....	102
Planning and Management Guidelines for Recreation/Staging Units.....	104
Facility Development.....	106





## Table of Contents continued

### **Chapter 5 – Human and Financial Resources..... 109**

Introduction by Sunne Wright-McPeak, former Secretary of Business, Transportation and Housing, State of California.....	109
Our Resource Base.....	110
Public Service (PS).....	111
Public Outreach.....	111
Public Participation .....	112
Human Resources (HR).....	113
Employees .....	115
Volunteers.....	116
Parks Advisory Committee (PAC) .....	117
Regional Parks Foundation .....	119
Concessionaires.....	120
Financial Resources (FR).....	121
Fiscal Management .....	121
Sources of Funding.....	123
Donations, Grants and Endowments.....	125

### **Chapter 6 – Our Shared Future ..... 127**

Looking Forward by Robert E. Doyle.....	127
Our Shared Future.....	128
Changing Demographics, Importance of Connecting Youth to Nature and Building Future Supporters.....	129
Parks, Trails and Services for the 21st Century .....	130
Future Additions to the Regional Park and Trail System.....	131
Master Plan Priorities.....	131
Shaping the Future: The Annual Budget (AB) .....	132

### **Appendix 1..... 134**

East Bay Regional Park District Board Policies and Administrative Manuals .....	134
---------------------------------------------------------------------------------	-----

### **Appendix 2..... 135**

2013 Master Plan Mission and Vision Statements.....	135
-----------------------------------------------------	-----

### **2013 Master Plan Policies ..... 136**

Resource Management (RM) .....	136
Natural Resources Management (NRM).....	136
Cultural Resource Management (CRM).....	138
Public Access (PA).....	139
Interpretation and Recreation Services (IRS).....	140



# MASTER PLAN 2013

Regional Facilities and Areas (RFA).....	140
Balanced Parkland Distribution (BPD) .....	141
Key Elements of the Planning Process (KEP) .....	141
Acquisition (ACQ) .....	142
Planning for Regional Parks and Trails (PRPT) .....	142
Public Service (PS).....	145
Human Resources (HR).....	146
Financial Resources (FR).....	147
Shaping the Future: the Annual Budget (AB) .....	147
<b>Glossary .....</b>	<b>149</b>
<b>Index.....</b>	<b>155</b>
<b>Contributors to the Master Plan.....</b>	<b>161</b>
<b>District Map.....</b>	<b>162</b>





Photo: Marc Crumpler

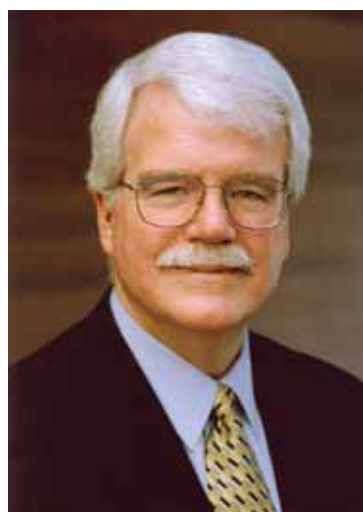
Round Valley Regional Preserve  
Brentwood, CA



# Preservation for Generations

## INTRODUCTION

By The Honorable George Miller  
*United States Congress, 11th District*



Throughout my career in Congress representing Contra Costa and Solano counties, and as a life-long resident of Contra Costa County, I have proudly watched the East Bay Regional Park District expand in size, scope and relevance throughout the communities of the East Bay. I've been proud and delighted to be able to advocate for federal funding and critical legislation through my committee assignments, including as Chair of the House Natural Resources Committee, to support the District's longstanding vision and its mission to protect public open space while balancing the need for conservation and public access to shorelines, parks and wilderness, and the California Delta.

The admirable job accomplished by the District in stitching together parks and regional trails to connect one community to the next may often be overlooked in our busy daily routines, but it is truly a tremendous legacy for our children and grandchildren to inherit. These connections not only make communities more liveable and benefit our quality of life, but these special outdoor spaces provide tangible places for relaxation, refreshment and recreation right here in our local communities.

These trails and parks offer unequalled opportunities for healthy outdoor exercise as our society become more populous and urbanized. They provide education about our natural surroundings which reaffirms our connection to, and dependence on, the environment in which we live. They preserve critical wildlife habitat that may otherwise have disappeared forever. And the regional trails offer alternative, healthy modes of green transportation to get us to and from work, home, school and shopping.

I have never failed to be impressed with the integrity and collaborative commitment of the Park District's leadership – from their efforts in regional planning to ensure both humans and wildlife have ample access to open spaces, to the development of meaningful partnerships with cities whose own park and recreation amenities are direct financial beneficiaries of the District. The District's successful park bond measures, including AA and WW, reflect the leadership of the District's Board and staff to communicate the economic benefit of parks and recreation to the communities it serves.

The fabric of the expansive, diverse landscape in Contra Costa and Alameda counties has been forever changed because of the East Bay Regional Park District. As our population grows – stretching the bandwidth of needs in housing, transportation and commerce – we all will be grateful for the wisdom and careful planning from the leaders of the East Bay Regional Park District. Ultimately, the beneficiaries of their success are you and me, the residents of the East Bay.





Photo: Marc Crumpler

Round Valley Regional Preserve  
Brentwood, CA



# Chapter I – The East Bay Regional Park District



## PURPOSE OF THE MASTER PLAN

The East Bay Regional Park District provides and manages the Regional Parks for Alameda and Contra Costa counties, a 1,400 square mile area that is home to 2.6 million people and forms the eastern shoreline of San Francisco Bay. This Master Plan defines the overall mission and vision for the Park District. It contains the policies and descriptions of the programs in-place for achieving the highest standards of service in resource conservation, management, interpretation, public access and recreation. The policies contained in this plan guide the stewardship and development of the parks. The goal is to maintain a careful balance between the need to protect and conserve resources and the need to provide opportunities for recreational use of the parklands, both now and in the future. As a public agency dedicated to transparency in its operation, the Park District offers this document to help District residents understand the goals and strategies of the agency and how to make their interests known. The document highlights the public's opportunities to participate in the planning, development, operation, interpretation and stewardship of the District. This Master Plan details the District's multi-faceted responsibilities, designates the opportunities for community input and provides a framework for the decision making of the staff, the Park Advisory Committee (PAC) ([www.ebparks.org/about/pac](http://www.ebparks.org/about/pac)) and the elected Board of Directors.





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

“The need is a vital one...The charm of the region as a place in which to live will depend largely upon natural conditions that are destined to disappear unless properly protected for the public in general.”

– *Report on Proposed Park Reservations for East Bay Cities, Olmsted Brothers and Ansel F. Hall, December, 1930*

This statement, expressed at the conception of the District, continues to be an inspiration and an enduring testimonial to the social and environmental responsibilities that the agency must address. With this Master Plan the Board of Directors re-dedicates the East Bay Regional Park District to the conservation of open space resources and the provision of outdoor recreational opportunities for present and future generations.

### **The Mission statement defines the essential role of the District:**

The East Bay Regional Park District preserves a rich heritage of natural and cultural resources and provides open space, parks, trails, safe and healthful recreation and environmental education. An environmental ethic guides the District in all of its activities.

### **The Vision statement sets the direction, values and objectives of the District:**

The District envisions an extraordinary and well-managed system of open space parkland in Alameda and Contra Costa counties, which will forever provide the opportunity for a growing and diverse community to experience nature nearby.

### **To achieve this Vision the District will:**

- Provide a diversified system of regional parklands, trails and related services that will offer outstanding opportunities for creative use of outdoor time.
- Acquire and preserve significant biologic, geologic, scenic and historic resources within Alameda and Contra Costa counties.
- Manage, maintain and restore the parklands so that they retain their important scenic, natural and cultural values.
- Interpret the parklands by focusing educational programs on the visitor's relationship to nature, natural processes, ecology, the value of natural conditions and the history of the parklands.
- Balance environmental concerns and outdoor recreational opportunities within regional parklands.
- Support the development and retention of well-trained, dedicated and productive employees.
- Improve access to and use of the parks by members of groups that are underrepresented, such as persons with disabilities, the economically disadvantaged and elderly park visitors.



- Provide recreational development that fosters appropriate use of parklands while preserving their remoteness and intrinsic value.
- Create quality programs that recognize the cultural diversity represented in the region.
- Participate in partnerships with public agencies, nonprofit organizations, volunteers and the private sector to achieve mutual goals.
- Provide leadership to help guide land use decisions of East Bay governments that relate to the District.
- Ensure open and inclusive public processes.
- Pursue all appropriate activities to ensure the fiscal health of the District.
- Monitor the effects of climate change on District resources and utilize adaptive management techniques to adjust stewardship methods and priorities to preserve the natural, cultural and scenic values of the parks and trails.



**Garin/Dry Creek**  
Pioneer Regional Parks  
Hayward, CA



**Swallows**  
Hayward Regional  
Shoreline  
Hayward, CA





## DESCRIPTION OF THE EAST BAY REGIONAL PARK DISTRICT

The jurisdiction of the East Bay Regional Park District includes all of Alameda and Contra Costa counties. The District is the primary provider of regional park facilities and activities for this two-county area. The regional park system consists of 65 regional parklands and over 1,200 miles of trails on approximately 113,000 acres of land. A publicly elected Board of Directors governs the District; Board members are elected representing seven wards within the jurisdiction of the District ([www.ebparks.org/about/board](http://www.ebparks.org/about/board)). The District's administrative headquarters are located in Oakland, California.

Defining statutory language: Under the California Public Resources Code (Article 3, 5500 series), the District has the power to "...acquire land...to plan...develop...and operate a system of public parks, playgrounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards and other facilities for public recreation, for the use and enjoyment of all the inhabitants of the District...to conduct programs and classes in outdoor science education and conservation education...to employ a police force...prevent and suppress fires...and to do all other things necessary or convenient to carry out the purposes of the District." Awareness of this broad mandate is essential to understanding the District's complex responsibilities to its constituents.



## The Special Role of Regional Parks

Politically defined as a Special District, the Park District has a unique role play amongst the various City, State and National Parks that exist in the San Francisco Bay Area. The Park District essentially takes the place of a county park system for Alameda and Contra Costa counties, bridging the gap between the locally accessible and recreation-oriented City parks and the more remote State Park system. The Park District's goal is to preserve and provide access to the best remaining natural open lands in the East Bay through a connected system of regional parklands that preserve water resources, native plants, wildlife habitat, traces of the history of human occupation and use of this area. Because of this, most of the regional parklands are large undeveloped open space areas where the ridges and peaks afford spectacular panoramic views of nearby urban and undeveloped areas. The valleys, canyons, large expanses of open space and shoreline areas provide seclusion and escape from the hustle and bustle of the surrounding urban environment. The substantial amount of natural habitat preserved by these parklands supports a healthy ecosystem for plants and wildlife. The parks also preserve traces of the historic legacy of the American farm period, the Spanish rancho lands going back over 200 years, and Indian habitation for some 13,000 years before that.

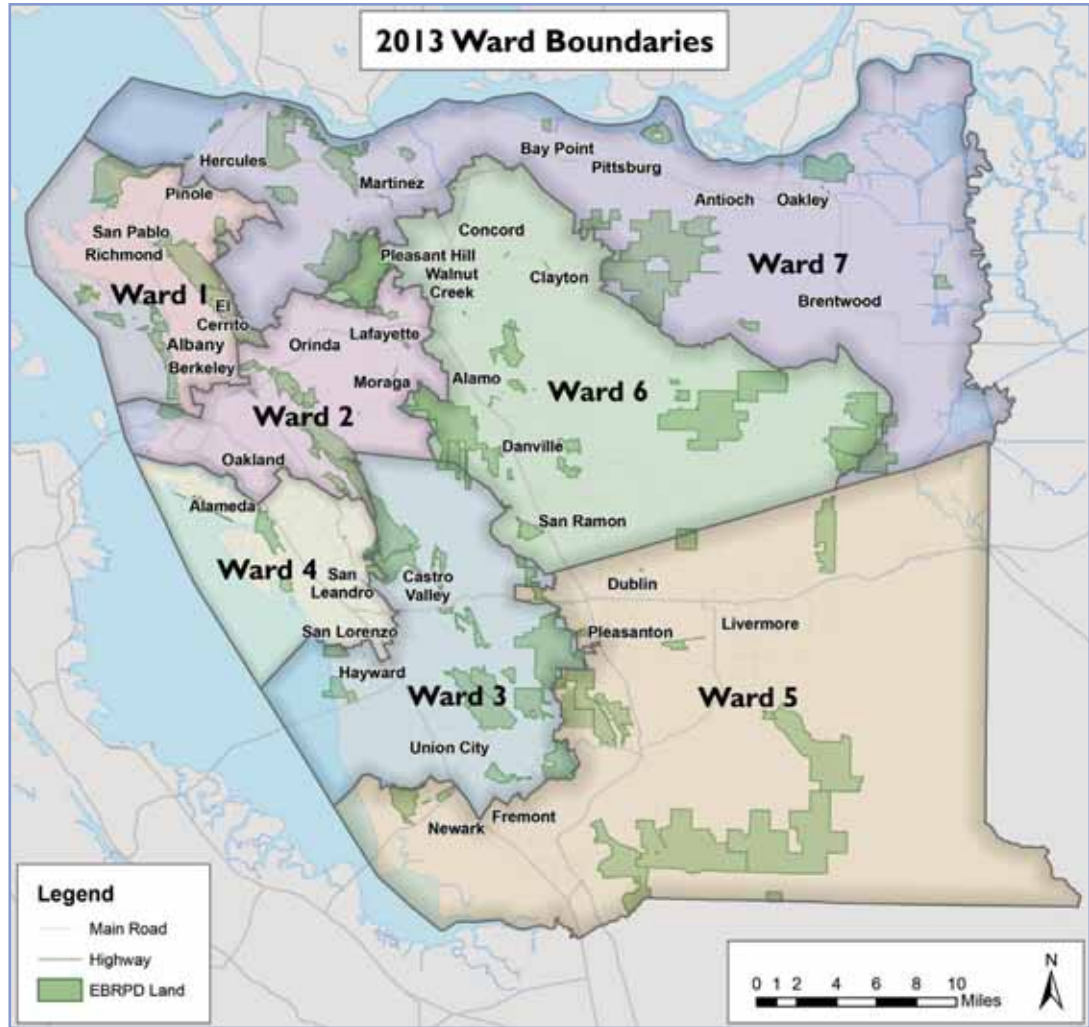


Top (left to right): Redwood Regional Park, Oakland; Martinez Regional Shoreline, Martinez; Sunol Regional Wilderness, Sunol.

In the regional effort to foster “sustainable/green communities” in the East Bay area, the Park District plays the important role of providing nearby open space that separates and buffers developed areas from each other. The lands of the Park District also physically reduce the East Bay's carbon footprint by removing approximately 91,000 metric tons of carbon per year from the air; an amount equal to the emissions produced by 16,000 vehicles a year. Non-vehicular access to and within these parklands is encouraged and accommodated through an extensive trail system: 1,200 miles of trails within the parks and 150 miles of inter-park regional trails. The public can travel these trails by foot, horseback or bicycle, in the process improving their own health and well-being while using a sustainable and green mode of transportation. The regional parklands also provide opportunities to offset urban development impacts by preserving and enhancing dedicated habitat conservation lands, using funds generated from the mitigation obligations of development projects deemed appropriate by the Board of Directors.



# MASTER PLAN 2013



In addition, the Regional Parks offer an extraordinary assortment of educational and recreational programs and activities. The District operates ten interpretive and educational centers and provides programs that interpret the natural, cultural and historical features of the region. Interpretive themes found in parks include: the historic farm (Ardenwood) and homestead (Garin), sand and coal mines (Black Diamond), Indian shell mounds (Coyote Hills), botanical garden of California plants and environmental education center (Tilden), Native and Early American culture, oak woodland and grasslands (Sunol and Del Valle), the San Francisco Bay shoreline (Crown Memorial State Beach) and the Delta (Big Break). These parks provide the real world settings that enhance the value of the interpretive programs and activities offered within them. Facilities supporting recreation-related activities include: picnic sites, some with irrigated turf meadows and children's play areas; camping sites, both close-in and remote, and many miles of trails. Lakes, lagoons, Bay and river shoreline areas offer opportunities for swimming, boating, fishing, bird watching and other water-related programs and activities.



**Big Break Visitor Center at the Delta Big Break Regional Shoreline, Oakley**

Photo: Raj Hajjala

# EAST BAY REGIONAL PARK DISTRICT BOARD OF DIRECTORS

In 1934, during the depths of the Great Depression, members of a grass-roots land preservation movement placed a measure on the ballot in seven cities –Alameda, Albany, Berkeley, Emeryville, Oakland, Piedmont and San Leandro. It passed by a resounding 71% and the first regional park agency in the nation was created.

On the same ballot, voters elected the first board of directors: Major Charles Lee Tilden of Alameda, successful businessman, banker, and Spanish American War veteran; August Vollmer, professor of criminology at the University of California and Berkeley police chief; Dr. Aurelia Henry Reinhardt, president of Mills College; Leroy Goodrich, an Oakland attorney and Thomas (Tommy) Roberts, a labor leader. Elbert Vail became the District's first General Manager in 1936, and created its first four-park Master Plan in 1940.



**The East Bay Regional Park District's first board of directors confer with other park leaders.** *Standing from left to right:* August Vollmer, director; Nils Aanonsen, director, Works Progress Administration; Leroy R. Goodrich, director; Frank A. Kittredge, regional director, National Park Service; Roy C. Smith, inspector, National Park Service; Elbert M. Vail, general manager. *Seated from left to right:* Thomas J. Roberts, director; John McLaren, designer, Golden Gate Park; Charles Lee Tilden, director and president; and Aurelia Henry Reinhardt, director.

Directors have always been elected in four-year terms of service and many of the founding directors as well as those serving today have held their park office for many years. Major Tilden served until 1950 for 16 years, Director Tommy Roberts served for 22 years until 1958 and Director Leroy Goodrich served for 29 years until 1963. As of this writing, the average Board tenure for the current Directors is 18 years served, though the all-time record-holder is Director Ted Radke of Martinez, who has served 35 years since his first election to the EBRPD Board in 1979. The Board does have the authority to appoint a Director to replace one for individuals who resign prior to the completion of their elected term.

From 1945 until 1960, post-World War II boards were all appointed male members who ran for re-election District-wide. These were years of slow and cautious expansion, led mainly by General Manager Richard Walpole, who began his career at the Park District as the Tilden Golf Course superintendent. In 1956 Alameda County asked the Park District to assume responsibility for its future county parks.







The tempo changed dramatically when William Penn Mott became general manager in 1962. Known as an “idea a minute” leader, Mott hired a staff of experienced park professionals and inaugurated a period of expansion and innovation. The board was excited about the future, and followed Mott’s lead until he was selected to be the Director of State Parks in 1967 by Governor Ronald Reagan.

The era from 1965 to 1993 saw a mix of appointed or elected directors, both men and women, who represented specific wards.

Richard Trudeau became general manager in 1968, with a board that now had seven members, generally active environmentalists and civic leaders. The District’s first two-county Master Plan was developed in 1973, and the District became a major player on the East Bay political and environmental scene. Elections were competitive, with multiple candidates. There were major issues and controversies, with periods of both friction and harmony between District board and management.

Since 1994 the boards have comprised experienced, representative and active community leaders. All directors generally have held prior elected city office, served on elected park and recreation boards, or otherwise been involved in civic affairs. During this period men and women (including two men of color) have served as directors. Most long-term directors have run for re-election unopposed.

Pat O’Brien became general manager in 1988, providing strong leadership for staff and a collaborative working relationship with the Board. He was succeeded in January 2011 by Robert E. Doyle, a longtime East Bay Regional Park District manager. Especially in recent years, the District has seen major expansion of its parklands, resulting in 65 Regional Parks on about 113,000 acres.

Board members as of 2013 are Whitney Dotson of Richmond, Beverly Lane of Danville, Ted Radke of Martinez, Carol Severin of Castro Valley, Doug Siden of Alameda, John Sutter of Oakland, and Ayn Wieskamp of Livermore.

## POLICY AND LEGISLATION

From the legislative act which created the District, AB 114, in 1933 to the receipt of a \$10.2 million highly competitive Federal transportation grant in 2010, policy and legislative outcomes have been priority of the East Bay Regional Park District. The District has a storied history in direct legislative advocacy and policy change. In 1988, the District enacted the Measure AA bond and extended it in 2008 with the \$500 million Measure WW, both of which passed by over two-thirds of the vote. Given the volatile nature of California’s tax structure, the state experienced severe budget challenges in the early 1990s and then again in the mid-2000s. In working with legislative leadership and its state delegation, the District managed to stave off major revenue losses when lawmakers shifted local property taxes. In addition to this budget action, the District is considered an early pioneer in securing budget appropriations that directed resources for critical open space acquisitions and infrastructure.

The District has played a role in a number of statewide water and park bonds to secure an estimated \$50 million in project funding. With the receipt of the Transportation Investment Generation Economic Recovery II (TIGER II) \$10.2 million grant for Green transportation, the District is also playing a role in Federal policy. The Healthy Parks Healthy People initiative has as a goal to achieve real policy change in the health, education and natural resource sectors. Working with state and federal legislators and administrations, the District is well-poised to continue its successful cutting-edge advocacy work and embrace the emerging opportunities presented by the next generation of park users.

# HISTORY OF THE EAST BAY REGIONAL PARK DISTRICT

The first Regional Parks in the East Bay were established on watershed land purchased from the East Bay Municipal Utility District (EBMUD). In 1928, EBMUD declared surplus some 10,000 acres of land in the East Bay hills. This announcement provided the impetus for a concerted effort by East Bay community leaders, who advocated opening these lands to the public as regional parklands. Ultimately, the regional park movement involved a cross-section of the East Bay community: outdoor recreation enthusiasts, political leaders, city officials, academicians, members of organized labor, civic and community organizations and ordinary citizens who recognized the value of having Regional Parks close to home. A vigorous lobbying effort culminated in the passage in 1933 of AB 1114, which authorized establishment of a regional park district and a board to govern it. Then on November 6, 1934, voters in most of Alameda County approved the establishment of the East Bay Regional Park District along with a tax for its operation, by a margin of greater than two to one.

The foresight of the community leaders who seized the opportunity to preserve open space lands for public recreational use was especially remarkable in that it anticipated trends in growth and development that were not evident at the time. In 1934, America was experiencing the worst economic depression in its history. Neither the Golden Gate nor the Bay Bridge was completed. Alameda County had a population of only 475,000 people. Contra Costa County was primarily farms and ranches; its ultimate urban and suburban expansion was due to occur after World War II and the postwar baby boom. Although there was undeveloped open space, the residents of the area realized that it would have to be formally set aside as parkland in order to preserve the region's natural beauty for present and future inhabitants to enjoy. This realization led to the creation of the East Bay Regional Park District.

The District's subsequent history has been one of increased service, as its constituency has become more populous, complex and culturally diverse. Gradually at first, then more rapidly, the District acquired more parklands and expanded its area of jurisdiction. Along with expansion has come new programs directed at a diverse and growing population.



Works Progress Administration workers assemble for their day's assignment in Wildcat Canyon, Richmond, CA. (1936)

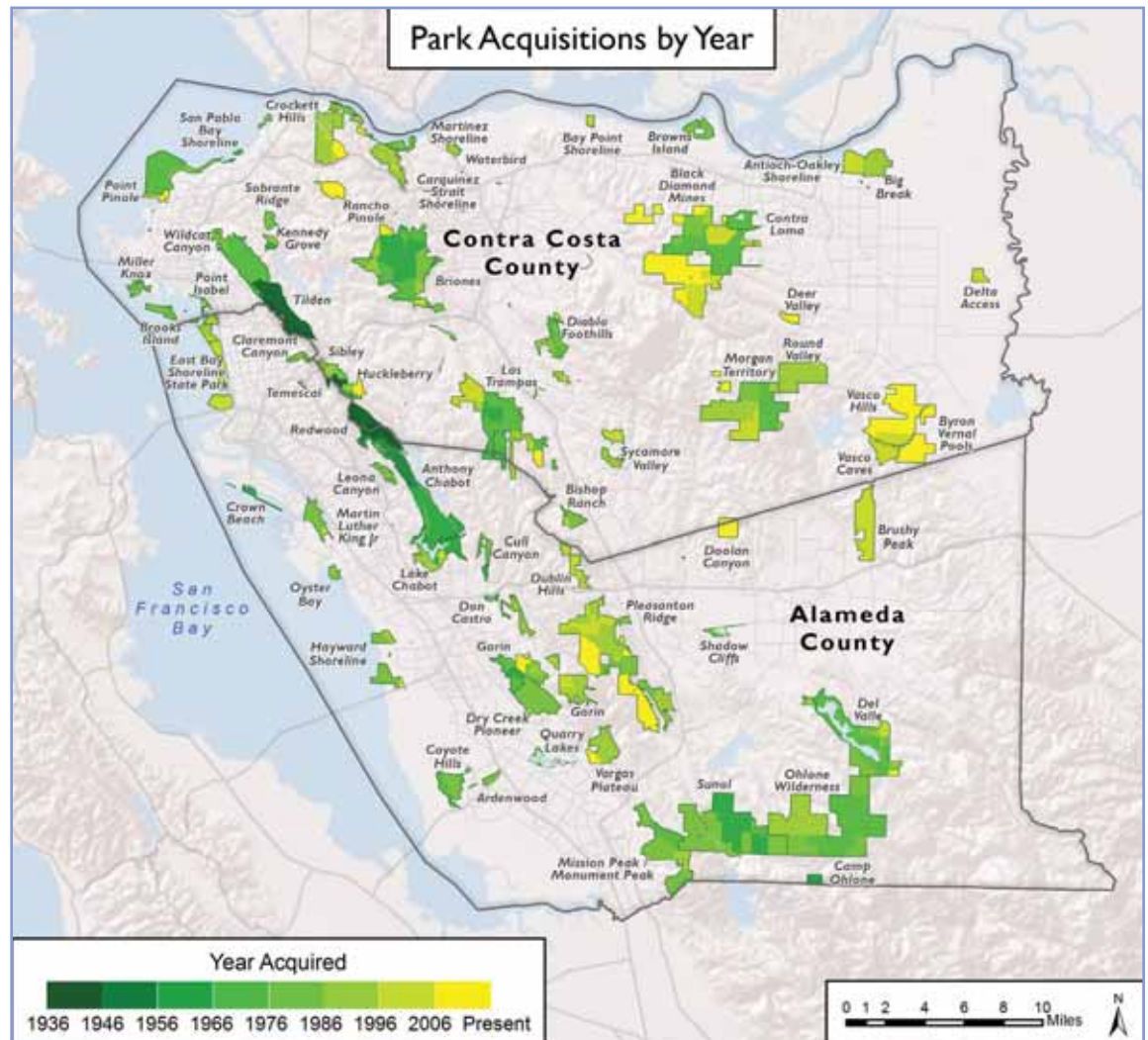






“What would the East Bay be like if the Park District had failed... all these beautiful lands and these opportunities would all be developed now, there’s no question about it.”

– Pat O’Brien, Former General Manager EBRPD, 1988-2010



The Hayward area joined the District in 1956. Fremont voters approved annexation in 1958. Most of Contra Costa County joined the District in 1964, the Pleasanton area in 1966, East Contra Costa in 1981 and finally the Livermore area in 1992, resulting in a full two-county jurisdiction.

With increasingly complex demands upon the District’s resources came the need for increasingly sophisticated planning processes. In 1973 the District’s first comprehensive two-county master plan was approved. It required a balanced acquisition program that would be distributed throughout the region, and envisioned a wide variety of parklands for the public to enjoy. Since then, the Master Plan has been revised every seven to ten years to reflect the rapid changes that the region has undergone and the new challenges to which the District must respond. However, the continuous understanding is that public open space and recreation are key elements of the quality of life in Alameda and Contra Costa counties. This philosophy, established in the 1930s, continues to guide the East Bay Regional Park District through the 21st century.

## CURRENT CHALLENGES AND PRIORITIES

The strategy for this Master Plan is to retain the essence of the previous 1997 Master Plan and to update it by focusing on a specific set of high priority issues. To determine the issues of highest priority the Board conducted a series of public workshops along with a formal survey of staff members, the PAC and the Board. Public input on the identification of these issues was gathered through two additional surveys. The first was a scientifically valid telephone survey of 400 residents of Alameda and Contra Costa counties; the second was the posting of the same survey questions on the District's website for participation by any interested persons. Some 6,000 people responded to this web-based questionnaire. Based upon the results of this process the Board of Directors identified the following as the high priority issues:

### Affirming the Role and Identity of the Regional Parks

Community surveys taken over a period of years have consistently shown that people in the East Bay place a high value on the Regional Parks as an important part of their quality of life. However, many people are unclear about the differences between their local city parks, regional parks and state parks. Regional Parks have a distinctive role: to protect the best natural wildlands and provide opportunities for experiences like wilderness hiking, horseback riding and fishing, that uniquely close by and easily accessible to East Bay residents. At a time when public budgets at both the local and state levels are severely constrained, as a single purpose Special District the East Bay Regional Park District has been able to maintain a high level of support and service for its constituents. These attributes of the Regional Parks system define the identity and exclusive role of Regional Parks in preserving and enhancing the quality of life in our region.

### Responding to Changes in Demographics

The 2010 U.S. Census revealed dramatic changes to the demographics of both California and the East Bay area:

- **Our population is increasing:** If California continues its current population growth of almost 500,000 people per year, it will reach 50 million people sometime between 2030 and 2040. Alameda and Contra Costa counties are respectively, the 4th and 7th most urbanized counties in California. Alameda County's population (1,510,271) increased 4.6 % over the decade between 2000 and 2010 and Contra Costa's population (1,049,025) increased 10.6%.
- **Our population is getting older:** The "Baby Boomers" are reaching retirement age. By 2020, California's senior population will be nearly twice what it was in 2000. In the next decade, seniors will have more leisure time and will continue to strive for an active lifestyle after they retire. Opportunities for safe and easy access to the outdoors, volunteering in a variety of venues, participation in the conservation of natural and cultural resources will be sought after and highly valued by this growing group.
- **We are more diverse:** According to the 2010 Census, people of color now make up more than one third of the population of the United States. Within the jurisdiction of the Park District, the white population has declined by 6% since the 2000 census and now represents just 49.4% of the combined populations of Alameda and Contra Costa counties. In addition, the African-American population has also declined 1.5% to become 11.2% for the combined populations of Alameda and Contra Costa counties. In contrast, the Hispanic and Asian populations have increased by 35 and 36%, respectively, over their 2000 levels and now represent 23 and 21%, respectively, of the combined population. These trends of demographic change will continue and increase into the future. Different ethnic groups have different values about the land and about "nature" as well as different recreational preferences.
- **Income differences are greater:** Due to the downturn in the economy (2008-2012), the number of people at the lower end of the income scale is increasing. This situation, coupled with high fuel prices, is increasing the preference for close-to-home recreation opportunities.







For many economically disadvantaged urban residents, especially youth, the elderly, and others who don't drive, transportation and access to parks can be an important issue.

- **We are high-tech:** Most people, regardless of their demographic, are now digitally 'connected' in some form whether it be by cell phone or the internet. These people are technologically empowered with a new form of mobility. 1.2 million people visited the Park District's web site in 2011. They can download park brochures and maps, find out where to fish, see pictures of wildflowers, make camping reservations, sign up for activities, take surveys or send comments to District staff. They can get interpretive information through their smart phones from QR codes located on interpretive panels. GPS technology has introduced the new wilderness activity of geocaching. Finally, in many instances, people can use their cell-phones for emergency calls from within the parks.

An increasing number of park users are equipped with high-tech outdoor gear and will look for adventure-oriented outdoor activities such as mountain biking, kayaking and geocaching; and while the Regional Parks System has always focused on "passive" outdoor recreation, the definition of those activities may be changing.

### Providing a Variety of "Trails for All"

Trail use consistently shows up on surveys as the most preferred activity in the Regional Parks. The popularity of mountain bikes has changed the way many people use the trails and has increased the demand for a more active recreational use of the trails. Mountain bikes can take riders farther into a park during a day or a few hours than they could get on foot or on horseback.



Redwood Regional Park  
Oakland, CA

## Leading the Movement for Healthy Parks Healthy People

While high-tech recreational equipment and changing recreational preferences are enabling some people to explore more of our urban wildlands, many others are spending more time indoors.

According to the Kaiser Family Foundation, children between the ages of 8 and 18 spend an average of nearly 6.8 hours a day occupied by electronic media. In our inner city neighborhoods, many kids do not have an opportunity to escape their urban environment to experience outdoor activities like hiking, fishing and camping.

The Children's Outdoor Bill of Rights makes a strong statement about addressing their "nature needs." The percentage of children aged 6–11 years in the United States who were obese increased from 7% in 1980 to nearly 20% in 2008. In 2008, more than one third of children and adolescents were overweight or obese. (*Center for Disease Control and Prevention Report.*)

As the largest regional park system in the nation, the East Bay Regional Park District is taking the lead in promoting the Healthy Parks Healthy People movement. The District will partner with other park, recreation and community organizations to provide opportunities for families to experience many types of outdoor activities while reconnecting to the outdoors.

With concerns about youth detachment from outdoor activities, lack of physical exercise and increased health risks, East Bay Regional Park District has adopted the California Children's Outdoor Bill of Rights (COBOR) developed by the California Roundtable on Recreation, Parks and Tourism. COBOR is a list of fundamental recreational experiences that every child should experience before entering high school.



### California Children's Outdoor Bill of Rights:

1. Play in a safe place
2. Explore nature
3. Learn to swim
4. Go fishing
5. Follow a trail
6. Camp under the stars
7. Ride a bike
8. Go boating
9. Connect with the past
10. Plant a seed



**Healthy Parks Healthy People Festival**  
Quarry Lakes Regional Recreation Area, Fremont, CA







Crown Memorial State Beach  
Alameda, CA

### Climate Change

Climate Change remains a critical, shared challenge for Bay Area residents as well as park planners, designers and managers over the next ten years and beyond. What does Climate Change mean for the Bay Area according to coastal management expert Will Travis? It means warmer weather, drier air, more volatility of weather patterns, and extreme storms more often. The District's inland parks will be warmer and over time the floral and faunal biodiversity of these lands will change. The District's shorelines will feel the effects of many inches of sea level rise and marshlands will become seasonally inundated with water. "The Bay was designed with old sea levels in mind," Travis says, and the density of development along the shoreline of the most urbanized estuary in the United States will be affected.

The District's history of taking on big challenges, its regional focus and role on the shoreline are helping to make Climate Change an institutional priority for the 21st century.

**"Quality of life is our greatest asset in the Bay Area, and the Park District has a good record of recognizing and trying to grapple with climate change in its policy."**

– Will Travis

*Senior Advisor, Bay Area Joint Policy Committee  
and former director, San Francisco Bay Conservation and Development Commission*



Oyster Bay Regional Shoreline  
San Leandro, CA



Point Pinole Regional Shoreline  
Richmond, CA

## Supporting the Shift to Green Communities

Since the writing of the 1997 Master Plan, global climate change, the limitations of fossil fuel energy and the need to nurture sustainable community development have become widely recognized issues that need to be addressed by the cities of the East Bay area. The Park District is also impacted by these issues in its long-term operations and has an important role to play in contributing to the sustainability of the region. Complicating this situation is the realization that climate change may affect California's and the Bay Area's ecosystems in ways that are still too complex to understand.

“The Park District supports clean energy by being a leader in scientific studies on siting wind turbines in ways that reduce wildlife impacts. Our staff has been very involved in reducing bird mortality in wind turbine areas of eastern Contra Costa and Alameda counties.”

– Robert E. Doyle  
General Manager EBRPD,  
2011-present

■ A projected rise in sea level of between 15 and 55 inches will impact the District's 40 miles of Bay Shoreline through increased sand and bank erosion as well as the loss of land, directly affecting the Bay Trail, piers, levees, boat launches, developed wetland areas and other shoreline facilities. Although much of the District's shoreline ownership is off-shore wetlands, this protected open space serves an essential function as a buffering mechanism for adjacent communities against storm damage and tidal flooding. The District is already facing major expenses for beach sand replacement at Crown Beach and levee repair to protect marsh habitat along the Hayward Shoreline. To ensure that these operation and maintenance expenses will continue to be manageable in the future, the District will need to:

- Reserve funding for repair and maintenance of shoreline facilities from storm damage resulting from sea level rise, including the protection of tidal marsh habitat.
- Plan new facilities to ensure maximum sustainability in anticipation of rising tidal levels.
- Continue to work with other concerned agencies and programs, such as the San Francisco Bay Conservation and Development Commission (BCDC), National Oceanic and Atmospheric Administration (NOAA), the Adapting to Rising Tides (ART) Project, U.S. Army Corps of Engineers (ACOE) and the Alameda and Contra Costa Flood Control Districts, to plan and manage for sea level rise. Regionally based planning and the coordinated implementation of preventive measures by all agencies with interests along the shoreline will save everyone substantial repair and replacement costs in the future.
- Increased fuel/energy costs and a limited supply of potable water will impede the District's 113,000 acre, two-county, 65-park operation, making the reuse and recycling of resources essential and the investigation into alternative energy sources and adoption of the recycling water and water efficient technology vital to developing a sustainable operational program. Regional park open spaces provide opportunities to harvest wind and solar energy. However, the consistency of these development projects with the mission of the Park District and the welfare of natural resources must be carefully assessed.
- As East Bay area cities plan and pursue sustainable and more intensive development goals, the Regional Parks will become the matrix of green open space between urbanized communities, acting as community separators while offering nearby nature-oriented outdoor recreation to residents. The vegetation in the parks also acts as a “carbon sink,” helping to offset the carbon dioxide generated by automobile traffic and urban / industrial uses.







**Garin/Dry Creek Pioneer Regional Parks**  
Hayward, CA

## Creating Conservation and Management Standards for Cultural and Historic Resources

The Mission Statement for this Master Plan states in part: “The East Bay Regional Park District preserves a rich heritage of natural and cultural resources...”. Clearly, the protection of all resources has a central role in the District’s management activities. The District has well-staffed Stewardship and Operations departments to fulfill this commitment. However, the records and artifacts from thousands of years of prehistoric habitation or those that postdate European settlement have been given less care and attention than the District’s natural resources.

## Balancing Funding Priorities, Meeting Expectations and Sound Fiscal Practices

This Master Plan is being developed in a volatile economic period which has had devastating impacts on working people and families as well as state and local governments. However, in contrast to those agencies, the District’s past prudent fiscal management has allowed it to maintain a relatively healthy financial position. The District is supported by its constituents, who have voted to tax themselves to support acquisition and development programs through the issuance of general obligation bonds. However, these bond monies cannot pay for the costs of operating and maintaining the parks. The costs to manage wildfire fuels and invasive weeds, to maintain trails, culverts, and creek banks, and to provide adequate public safety and emergency response protection for park users are in large part funded by property tax revenue. As the District acquires additional regional parkland, these ongoing operational costs will increase. Since the region’s economy is not expected to recover rapidly from its current condition, the District will have to be especially cautious in planning for its long-term financial security and maintaining its responsibility for the best use of public funding.



Photo: Lance Lewis

**McLaughlin Eastshore State Park**  
Berkeley, CA



**Volunteers Wendy Tokuda and Weed Warriors team** removing invasive weeds.  
Redwood Regional Park, Oakland, CA



Photo: Hillary Van Aulsten

**Volunteer Trail Safety Patrol**  
Lake Chabot Regional Park, Castro Valley, CA

## Developing Productive Partnerships

An important part of the District's success has always been the volunteer help it gets from its constituents and the partnerships it engages in with other organizations. In 2011, 8,048 volunteers completed 115,754 hours of service for the Park District. Projects included building and patrolling trails, managing invasive weeds, creating wildlife habitat, and many others. Participants included docent naturalists, Volunteer Trail Safety Patrollers, Park Advisory Committee members, Regional Parks Ambassadors and gardening volunteers. Park users are eager to participate in caring for the places and resources they love; the feeling of ownership they receive from this service benefits both them and the parks.







Vasco Caves Regional Preserve  
Brentwood, CA



# Chapter 2 – Natural and Cultural Resources



## INTRODUCTION

By Malcolm Margolin  
*Author, Publisher, Founder and  
Executive Director of Heyday Books*



Creating a master plan for the East Bay Regional Park District is not an undertaking for the faint of heart. Hikers, bikers, families pushing strollers, Sunday picnickers, golfers, swimmers, archers, fishermen, equestrians, boaters, people whose ancestors are buried here and whose divinities dwell within the land, off-road motorcyclists, and dozens of others feel their particular interests have primacy. There are so many differing uses of park land, divergent values of park users, so many inherent contradictions and compromises to be embraced, juggled, and balanced. Where to begin? Perhaps with personal experience. Here's mine.

My wife and I left New York in the late 1960s. Those were heady times, and our VW Bus seemed to know exactly where to go: Berkeley! A college friend offered to show me around. What I remember most clearly was a visit to Telegraph Avenue. Several bookshops were flourishing, some like Cody's more cultural centers than commercial enterprises; coffee shops served potent brews with melodious Italianate names in thrillingly tiny cups; and the sidewalk was chock-a-block with craftspeople selling macramé and tie-dyes. Colorful, wild, almost unreadable posters were stapled to every telephone pole. A poet ambled down the street, blowing bubbles and selling a book of her poetry. An intense, visionary character named Cliff Humphrey had just formed a group called "Ecology Action;" in this period before the first Earth Day no one knew exactly what "ecology" meant, but people were signing up anyway.

My friend and I then walked up into the hills along tree-lined streets and narrow pathways until we reached Tilden Park, where, a stone's throw from Telegraph Avenue, we saw deer, buzzards, and hawks. This clearly wasn't New York, and I realized that my search had ended. My wife and I had been struggling with the dilemma of our generation: whether to live and raise a family in the country among the beauties of nature or in the city with its many forms of cultural stimulation. Here we could have both. We settled in, and out of that decision has emerged a wonderful life with kids, grand kids, deep friendships, and satisfying work. Now, nearly a half century later, I regularly leave my Berkeley office behind, head for the East Bay Hills, and hike through oak groves and redwood forests, alongside streams and across meadows. Although it's happened many hundreds of times, the sight of a deer still fills me with wonder.

First impressions often have an abiding truth, and what I understood so forcefully on that initial visit has stayed with me. It was not wildness or grandeur that attracted me to the lands of the East Bay. If I had wanted wildness or grandeur I would have moved to the Rockies or the Sierra,



# MASTER PLAN 2013



or perhaps settled along the coast of the untamed Pacific Ocean. What attracted me was a possibility until then inconceivable, that wild and healthy land could coexist next to thriving cities. This is rare and complex, a nuanced relationship that doesn't give itself over easily to absolutist ideologies. Like other complex relationships it demands much from us. Balancing the needs of wildlife and plants with the demands of a diverse and growing human population, reconciling changing times and values with the need to protect natural, historic, and prehistoric sites—and doing so in a period of dramatic climate change, amid the relentless proliferation of introduced species, and in the wake of an unsettling economic downturn—present a host of significant challenges.

If we are going to rise to these challenges, I think we may have to draw upon all the wisdom and grace at our disposal. I wish I had an easy slogan that I could offer, but I don't. But perhaps I can point to a way of thinking that may help. For many years now, I've written books and published material about California Indians, about their present and past culture, about their understanding of land and people's place within it. There's something embedded in their way of thinking that might be useful. Our dominant culture has worked into its language and beliefs a habit of thought that emphasizes competition, opposition, and conquest. Perhaps because we are relative newcomers to these lands, we see humans as standing apart from the natural world. We see the natural world as having "resources;" for us to get those resources is to take something away from the land and alter its natural state. If we are to preserve land and its beauty, so the thinking goes, we must exclude people. I do not want to pretend that every Indian is a perfect being, or that members of the dominant culture are simply marauders; that would be foolish and patently false. But I have seen things embedded in the American Indian philosophy and outlook that I wish were better understood and more widely practiced—a sense that people are part of the natural order, that we can work with the land, that our activities when done right can make the land healthy and beautiful. I've seen this attitude manifested thousands of times and on many levels, from small gestures, such as when a basket weaver collects stems and roots in such a way as to prune and invigorate the plant from which she collects, or the manner in which a deer hunter culls the weaker members of a herd, leaving the stronger to breed. I've also seen it in religious ceremonies where the participants dance and sing the world into balance because that is the purpose and duty of humans: to bring balance, to ensure beauty. What a splendid vision for humanity!

As I look over this master plan, I'm filled with hope that we can work toward not only a healthy and beautiful landscape but a healthy and beautiful humanity that can coexist with it. It's easy to see beauty in a deer or a creek or a flower. Let's also create a world where we can see the beauty in each other.



Sunol Regional Wilderness, Little Yosemite  
Sunol, CA



**Great horned owl**

potential for wildfires and pests are anticipated with this change in the weather. In a manner consistent with the desire to “conserve and enhance” its resources, the District must closely track the impact of this phenomenon and if necessary, act to relocate or protect in-situ resources that are being degraded or potentially lost by this change.

- **RM1b:** The District will specifically track and monitor the effects of Climate Change on its resources, interceding when necessary to relocate or protect in-situ resources that are being degraded or lost by this shift in the environment.

## RESOURCE MANAGEMENT

There are a wide variety of natural, cultural and historic resources contained within the District. Whether it is a rare plant or animal, valley grassland, a chaparral-covered slope, an ancient petroglyph, a bedrock mortar, a panoramic vista or a secluded valley, each of these is a public treasure to be preserved and protected. The policies for managing these resources apply to both undeveloped and developed areas.

- **RM1:** The District will maintain an active inventory of its resources and monitor their health and viability. When access to park areas by the public, or other factors, are negatively impacting these resources, the District may institute periodic closures of trails or staging areas to allow these resources and their environs to rest and recover.

Climate Change is expected to affect these resources in various ways. Changes in the ranges of various species, increased

## NATURAL RESOURCE MANAGEMENT

The District’s 113,000 acres of mostly undeveloped, natural, open space parklands in Alameda and Contra Costa counties offer a variety of grassland, chaparral, woodland forest, lake, shoreline, riparian and wetland environments providing essential habitat for a diverse collection of plants and animals. Most of the lands managed by the East Bay Regional Park District are “wildlands”; natural areas that provide watershed, open space, recreation and plant and animal habitat. The wildlands of the East Bay are a dynamic ecosystem developed over millennia through complex physical and biological processes, including such influences as fire and grazing animals. Fire is a primal force that plays an important role in the natural cycle of ecological succession; many plants and animals have adapted to and depend upon it for their survival. Similarly, the native flora of the region evolved in association with grazing by large herds of prehistoric herbivores long since extinct, along with once abundant populations of elk and deer. The wildland flora we see today is a mixture of native vegetation and introduced non-native annual grasses and herbs.







Most wildlife species are native, with the exception of several species of introduced, non-native and feral animals. Wildland fires, which once burned unimpeded over wide areas, are largely suppressed today to protect life and property. Most park “wildlands” (or natural areas) are lightly managed to allow natural ecological processes to take place. However, within these wildland areas there may be fuel management areas comprising eucalyptus forests or other high fuel plants, which require management that is more intensive and is coordinated through the *Wildfire Hazard Reduction and Resource Management Plan* ([www.ebparks.org/stewardship/fireplan](http://www.ebparks.org/stewardship/fireplan)).

The goal of the District’s natural resource management program is to conserve and enhance the viability of these essential resources – soil, vegetation, wildlife and water – to ensure that natural parkland ecosystems exist in a healthy and productive condition (Refer to *Wildland Management Policies and Guidelines* [See Appendix I]).

- **NRM1:** The District will maintain, manage, conserve, enhance, and restore park wildland resources to protect essential plant and animal habitat within viable, sustainable ecosystems.
- **NRM1b:** To help mitigate the effects of climate change, the District will endeavor to conserve and connect habitat for native species through its acquisition and planning processes.
- **NRM2:** Plant and animal pest species will be controlled by using Integrated Pest Management (IPM) procedures and practices adopted by the Board of Directors. The District will employ Integrated Pest Management practices to minimize the impact of undesirable species on natural resources and to reduce pest-related health and safety risks to the public within developed facilities and/or high-use recreational areas.
- **NRM3:** The District will manage park wildlands using modern resource management practices based on scientific principles supported by available research. New scientific information will be incorporated into the planning and implementation of District wildland management programs as it becomes available. The District will coordinate with other agencies and organizations in a concerted effort to inventory, evaluate and manage natural resources and to maintain and enhance the biodiversity of the region.

Over the past two decades, the District has identified and mapped the location within the Regional Parks of more than 500 sites of distinctive or irreplaceable natural resources that require monitoring, conservation and special management. These sites contain species of plants or animals that are listed as Rare, Threatened, or Endangered (RTE) by the State or Federal government or are included on the District’s own list of resources warranting “special concern”; notable geological or paleontological features; or unique natural habitat. The District’s natural resource management programs have a wide-ranging scope. Park wildlands are managed as portions of larger watershed areas with the intent of conserving soil and water quality, promoting overall plant and animal diversity, providing supporting habitat for RTE species and maintaining wildlife corridors as natural passageways for the movement of animals between open space areas. Interagency support and community cooperation are essential to ensure the conservation and protection of natural resources that often extend beyond park boundary lines. In addition, the District’s resource management efforts play an important role in the greening of developed communities through activities such as the restoration of shoreline habitat lost through previous industrial use.



A western pond turtle fitted with radio-telemetry for studying habitat use and movement patterns. Pleasanton Ridge Regional Preserve, Pleasanton CA

Interagency support and community cooperation are essential to ensure the conservation and protection of natural resources that often extend beyond park boundary lines. In addition, the District’s resource management efforts play an important role in the greening of developed communities through activities such as the restoration of shoreline habitat lost through previous industrial use.

# RARE, THREATENED AND ENDANGERED SPECIES (RTE) MANAGEMENT

Park wildlands contain numerous plants and animals that are designated as RTE or are candidates for such a designation. Many of these species are indigenous to the Bay Area while others occur more widely. These species are vulnerable to changing conditions brought about by natural processes or by human activities that introduce non-native plants and animals, destroy critical habitat or eliminate individual species or populations.



The federally endangered Presidio clarkia.

- The District must comply with Federal and State Endangered Species Acts, which mandate protection of RTE species and their habitats. Other plants and animals found in the parks, while not officially listed, are locally rare and deserve some level of protection.
- The proper management of District wildland areas requires stewardship practices that accomplish resource objectives consistent with the District's Mission and Vision. The District has additional legal responsibilities to protect RTE plant and animal species found in the Regional Parks, as well as a responsibility to its neighbors and downstream property owners to conduct sound and sensible management practices.
- A comprehensive program to conserve biological resources must incorporate the concept of biodiversity, which calls for management that promotes variability within and among living organisms in an ecosystem.

- The District will continue to integrate the principles of biodiversity and conservation into the management of its resources to maintain stable and functioning biological communities. This philosophy will help sustain healthy and balanced parkland environments for the education, enjoyment and well-being of present and future generations.

- **NRM4:** The District will identify, evaluate, conserve, enhance and restore rare, threatened, endangered, or locally important species of plants and animals and their habitats using scientific research, field experience and other proven methodologies. Populations of listed species will be monitored through periodic observations of their condition, size, habitat, reproduction and distribution. Conservation of rare, threatened and endangered species of plants and animals and their supporting habitats will take precedence over other activities, if the District determines that the other uses and activities would have a significant adverse effect on these natural resources.



Puma







## VEGETATION MANAGEMENT

The Park District is the largest public land owner in Alameda and Contra Costa counties. The District's role in managing vegetation to preserve and improve native habitat values is key to the health and biodiversity of these important public natural reservations.

The District wildlands reflect the plant communities of the Bay Area. They contain a diverse mixture of native and non-native trees and shrubs, as well as annual and perennial herbaceous plants. Land use and vegetation changes over the past two centuries have irreversibly altered the landscape. This makes it necessary to use adaptive management techniques to favor native vegetation where possible, while simultaneously achieving wildland fuel and invasive weed management objectives.

All District vegetation management activities are designed to maintain plant community dynamics. The District manages most plant communities to preserve their intrinsic value as naturally functioning ecosystems. However, some parks contain significant areas of introduced, non-native vegetation and agricultural or landscape plantings that require special management. Examples include groves of exotic eucalyptus, pine and cypress trees, weed infestations, farm fields, golf courses, orchards and cultivated land. Areas of native vegetation, some shrubland, and woodland areas where wildland and urban areas are contiguous will be managed primarily to provide a line of defense against wildfire, while simultaneously planning for and creating opportunities for reestablishment by less fuel-intensive native plant associations. In the Park Planning process, these areas will be designated as Special Management Features and the management of these areas will be consistent with the practices identified in the Wildfire Hazard Reduction and Resource Management Plan.

- **NRM5:** The District will maintain and manage vegetation to conserve, enhance and restore natural plant communities, to preserve and protect populations of rare, threatened, endangered and sensitive plant species and their habitats; and where possible, to protect biodiversity and to achieve a high representation of native plants and animals.

Vegetation in the East Bay Hills has always been managed. Native plant communities adapted to animal grazing from prehistoric times and to the use of fire by Indians. However, introduction of European grasses by Spanish and Anglo-American ranchers in the 1700s and 1800s, logging of redwood forests, and plantings of extensive eucalyptus and pine groves had significantly altered the plant communities of future park sites by the early 1900s. These changes, along with invasions of broom and thistle, the removal of conservation grazing from many parklands, and the suppression of naturally occurring wildfire have led to the propagation of densely overgrown brush lands and eucalyptus forests. This has made some plant communities less native and more flammable. To address this situation, the District has formulated vegetation management policies in adopted Land Use Development Plans and Environmental Impact Report's for the East Bay Hill parks and the *Wildfire Hazard Reduction and Resource Management Plan*, using the following principles:

- Oak/Bay woodlands, riparian, and redwood plant communities are natural, relatively fire safe and should not generally be managed, except that substitutes for naturally occurring process, i.e. cool fires and light hand crew thinning, may be carefully used to re-create a more open and natural plant ecosystem.
- North/East facing slopes should be allowed to progress naturally from grassland to brush land to Oak/Bay woodland.
- Interior park vegetation, remote from homes, should not generally be managed except for the purpose of encouraging more native plant communities.
- Native grassland areas should be preserved and in some cases re-established to retain this important plant community in East Bay Hill parks. Ridge tops and south/west slopes are appropriate as grasslands and in most cases will require ongoing conservation grazing, mechanical or other Integrated Pest Management (IPM) strategies to control brush invasion where necessary.

- Management of exotic eucalyptus and pine plantations to reduce fire risks is necessary and appropriate. While conversion from eucalyptus or pine to native habitat will not be accomplished easily, transition to a grassland/brush mix, oak/bay woodland or other appropriate native, plant community is a long-term goal.

- **NRM6:** The District will evaluate exotic eucalyptus, Monterey pine and cypress plantations, shrubland or woodland areas occurring along the wildland/urban interface on a case-by-case basis for thinning, removal and/or conversion to a less fire-prone condition, following the methods laid out in the Fuels Management Plan. The District will minimize the widespread encroachment of exotic and/or invasive species such as coyote brush, poison oak and broom, etc. on parkland and work to preserve native plants where feasible.
- **NRM7:** The District will manage agricultural sites and cultivated areas in accordance with appropriate agricultural or landscaping practices and Integrated Pest Management (IPM) methods to control noxious weed infestations, broom and other invasive, non-native shrubs and to eventually replace these invasive plants with desirable native species.



Black Diamond Mines  
Regional Preserve  
Antioch, CA

Research has demonstrated that active management using controlled livestock for conservation grazing and prescribed burning programs can be effective in maintaining balanced and diverse ecosystems. Other resource management methods, such as using machinery to crush, mow, or cut down vegetation, are useful in managing wildland resources on a small scale. Integrated pest management (IPM) provides ecologically compatible practices and treatment strategies for the control of plant and animal pests (Refer to *Pest Management Policies and Practices* [See Appendix I]). Fire management activities are carried out, as necessary, to reduce or maintain wildland fuels at acceptable levels.

- **NRM8:** The District will conserve, enhance and restore biological resources to promote naturally functioning ecosystems. Conservation efforts may involve using managed conservation grazing in accordance with the District's Wildland Management Policies and Guidelines, prescribed burning, mechanical treatments, Integrated Pest Management and/or habitat protection and restoration. Restoration activities may involve the removal of invasive plants and animals, or the reintroduction of native or naturalized species, adapted to or representative of a given site.







## WILDFIRE HAZARD REDUCTION PLAN

East Bay Regional Park District is a major participant in wildfire hazard reduction programs, especially in the Oakland-Berkeley hills. The District has maintained firefighting capabilities since its formation in 1934. In 2010, the Park District Board of Directors approved a Wildfire Hazard Reduction and Resource Management Plan. Although its concepts are applicable to all the regional parklands, the plan is specifically directed at the urban interface, the boundary between open space parklands and adjacent residential neighborhoods, between Castro Valley and Richmond.

Overall, the District's Hazard Reduction Plan is two-pronged. One major purpose is to employ land management techniques that will slow the spread of fire in either direction along the urban parks boundaries.

The other purpose is to protect and enhance the natural resource, especially the habitat for endangered plant and animal species such as pallid manzanita and the Alameda whipsnake.

To help slow the spread of wildfire, the District long ago established a fuel break through the East Bay hills between Castro Valley and Richmond. This is an area of thinned vegetation between parklands and homes, intended both to slow the advance of fire and give firefighters a place to make a stand.

To maintain the fuel break the District uses methods including brush clearing by hand, tree removal by heavy equipment, and prescribed fire under careful control. Conservation grazing has also proven to be an effective technique. Livestock such as goats or cattle are introduced seasonally on District property and managed to control plant growth. Cattle conservation grazing, which takes place in about 60 percent of the regional parklands, has a collateral benefit of reducing fire fuel loads.

Some fuels management areas have grown back after initial work was completed. The Hazard Reduction Plan addresses this with a commitment to maintain the treated areas.

Part of the Hazard Reduction Plan is financed by Measure CC, a parcel tax approved by voters in November of 2004. Measure CC funds can be spent only on specific projects, and only in the area where the vote was taken, which is part of western Contra Costa and Alameda Counties.

To carry out its firefighting and fuels management, the Park District has a crew of full-time firefighters and fully-trained employee volunteer firefighters who serve on call in addition to their other jobs. In addition, the District employs Civicorp youth crews and county correctional department work crews to perform fuels management work.



Round Valley Regional Preserve  
Brentwood, CA



# WILDLIFE MANAGEMENT

## Terrestrial Wildlife

The abundant and diverse assortment of birds, mammals, reptiles and invertebrates that dwell in the Regional Parks is an integral part of the ecology of the San Francisco Bay Area. The terrestrial wildlife found within the parks occupies a variety of habitats. Most species are native and adapted to the California landscape and climate. The District manages animals that are not native to the region or are feral (domestic animals that have returned to a wild, untamed condition) to minimize conflicts with native species. The District is responsible for the protection of all wildlife, including animals that are State and Federally listed Rare, Threatened and Endangered (RTE) species, and others that are of local concern. Certain additional species, whose specific habitat requirements limit their population size and distribution, may require special management to reduce the potential for isolation or loss of the population.

- **NRM9:** The District will conserve and protect native animal species and enhance their habitats to maintain viable wildlife populations within balanced ecosystems. Non-native and feral animals will be managed to minimize conflicts with native wildlife species. The District will cooperate on a regular basis with other public and private land managers, and recognized wildlife management experts to address wildlife management issues on a regional scale.



Photo: Davor Desancic

The muskrat is most active at night or near dawn and dusk. They feed on cattails and other aquatic vegetation, helping to maintain open areas in marshes that are habitat for aquatic birds. Coyote Hills Regional Park, Fremont, CA

## Aquatic Wildlife

East Bay residents have a rich and varied fisheries resource in the District's eleven freshwater lakes, numerous ponds, streams and miles of Bay and Delta shoreline. The District fisheries program protects, conserves, enhances and restores native fish and amphibian species and offers myriad recreational angling opportunities to the public (See Chapter 3 *Activities Matrix*, pages 70-71). The District charges a daily use fee for anglers, the receipts of which are used to support fish planting programs and habitat enhancement projects that encourage the growth of the game fish population in District lakes.

The District also collaborates with the California Department of Fish and Game to implement a regional fishery enhancement program. The program includes habitat improvements to re-open blocked streams to migratory fish like trout and steelhead, and regular stocking of game fish like rainbow trout and small-mouth bass in fresh water lakes.

- **NRM10:** The District will conserve, enhance and restore native fish and amphibian populations and their habitats; will develop aquatic facilities, where appropriate, to create a wide variety of fisheries; will monitor fisheries resources to determine species composition, size, population and growth rates; and will cooperate with the California Department of Fish and Wildlife to conserve, enhance and manage its fisheries resources for ecological and recreational benefit.





# WATER MANAGEMENT

## Water Resources

District water resources comprise both surface and ground water. Surface waters include streams, lakes, ponds and portions of the San Francisco Bay estuary. Ground water consists of springs and wells that originate from water stored in underground aquifers. Beneficial uses of water on District lands include recreation (fishing, swimming, boating), wildlife and fisheries habitat, livestock watering, and provision of drinking and irrigation water. The potential for beneficial use of a water source is determined by water quality and quantity characteristics. The District monitors water quality for compliance with the established standards designed to protect public health in regards to the water's intended uses. Overall conservation and protection of water resources is an on-going goal of the water resource programs of the District.

- **NRM11:** Park water resources will be used for beneficial purposes. Water quality will be monitored to comply with established standards. The District will participate in cooperative efforts to plan comprehensive watershed management and will adopt "best management practice" guidelines for District land use activities to minimize potential storm water pollution. The District will monitor land use planning and development activities by other agencies and cities to avoid potential adverse impacts to parkland from pollutants generated by off site or upstream sources.
- **NRM11b:** The District will pursue conservation and control technologies for the use of potable and irrigation water. The District will seek to reduce the use of imported water for uses other than human consumption through conservation and by developing other sources of water for irrigation and non-potable needs.

## Riparian and Wetland Resources

Riparian and wetland areas are transitional lands between terrestrial and aquatic systems, where the water table is usually at or near the surface, or the land is covered by shallow water at least part of the year. These areas include freshwater, brackish water and saltwater marshes, bogs, vernal pools, periodically inundated salt flats, intertidal mudflats, wet meadows, wet pastures, springs and seeps, portions of lakes, ponds, rivers, streams, riparian corridors and their buffer zones and all other areas which seasonally or permanently exhibit at least one of the attributes described above. The water-retaining characteristics of these areas improve the value of the surrounding land as habitat for wildlife and are an essential habitat element for plants and animals that require free water or a wetland environment for all or part of their life stages. Preserving wetland resources involves:

- Managing and monitoring wetlands and their associated plant and animal species
- Monitoring the watershed and water sources, the home range of wetland plants and animals, and ecological transition zones.
- Establishing adequate buffer zones to protect wetland resources.
- **NRM12:** The District will manage riparian and other wetland environments and their buffer zones to preserve and enhance the natural and beneficial values of these important resources and to prevent the destruction, loss, or degradation of habitat. The District will participate in the preservation, restoration and management of riparian and wetland areas of regional significance, and will not initiate any action that could result in a net decrease in park wetlands. The District will encourage public access to the Bay/Delta shoreline, but will control access to riparian and wetland areas, when necessary, to protect natural resources.
- **NRM12b:** The District will engage in watershed management planning and practices that will address the shifts in habitat ranges caused by climate change through the preservation and enhancement of streams and wetland areas.



## GEOLOGY, SOILS AND PALEONTOLOGY

Soil from both mineral and organic sources is the basic natural resource that plays a critical role in supporting life. Preventing soil loss due to landslides and wind and water erosion is an important resource management consideration on parkland. Sediments from uncontrolled soil erosion may degrade streams, lakes, other water resources and fish habitat. A certain amount of natural erosion occurs due to steep slopes, immature soils, flooding, wildfire and/or unstable geologic conditions. Other evidence of erosion can be attributed to past and current land use practices and other human activities. The most successful long term approach to controlling soil erosion is to maintain vegetative cover and vegetation residue, as this approach forms a barrier to erosion and impedes the overland flow of water by increasing infiltration and inhibiting runoff.

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

- **NRM13:** The District will identify existing and potential erosion problems and take corrective measures to repair damage and mitigate its causes. The District will manage the parks to assure that an adequate cover of vegetation remains on the ground to provide soil protection. Where vegetative cover has been reduced or eliminated, the District will take steps to restore it using native or naturalized plants adapted to the site. The District will minimize soil disturbance associated with construction and maintenance operations, and will avoid disruptive activities in areas with unstable soils whenever possible. The District will arrest the progress of active gully erosion where practical, and take action to restore these areas to stable conditions. The District will notify adjacent property owners of potential landslide situations and risks on District lands, and will conform with applicable law. The District will protect important geological and paleontological features from vandalism and misuse.



Photo: Nick Cavagnaro

Black Diamond Mines  
Regional Preserve  
Antioch, CA





## CULTURAL RESOURCE MANAGEMENT (CRM)

Humans have occupied the lands of the East Bay area for more than 13,000 years, making the land managed by the Park District rich and diverse in both cultural and historical content. In a stark contrast to the vast changes caused by urbanization in most of the East Bay, the Regional Parks physically preserve the heritage of those who occupied this land before the District was established. It is because of this that the District has a responsibility to the region to preserve these resources, as well as the history of the District itself.

- **CRM1:** The District will manage, conserve, and when practical restore parkland cultural and historic resources and sites; to preserve the heritage of the people who occupied this land before the District was established; and continue to encourage the cultural traditions associated with the land today.
- **CRM2:** The District may acquire cultural and historic resource sites when they are within lands that meet parkland acquisition criteria and will maintain an active archive of its institutional history and the history of its parklands and trails.



**Miner families pose in front of Black Diamond Mines.**

Black Diamond Mines Regional Preserve, Antioch, CA

The District must balance the protection of the rich cultural heritage of artifacts, sites or entire landscapes and still make its parks available to the public. Those who have a unique and active relationship with certain cultural resources or sites should receive special access to these places. Protecting these objects and sites means maintaining an inventory of the location and condition of these features and retaining an appropriately trained staff to monitor and interpret these resources. In some cases, the preparation of a cultural resource management plan may be required to assure that the proper protocols are followed and the locations of certain sites are kept confidential in order to protect them. The Park District intends to help visitors understand and appreciate the East Bay's historical and cultural resources.



**Garin/Dry Creek Pioneer Regional Parks**  
Hayward, CA



**Rancher in Grass Valley**  
Anthony Chabot Regional Park, Oakland, CA



**Coyote Hills Regional Park**  
Fremont, CA

■ **CRM3:** The District will maintain a current map and written inventory of all cultural features and sites found on park land, and will preserve and protect these cultural features and sites “in situ” in accordance with Board policy. The District will evaluate significant cultural and historic sites to determine if they should be nominated for State Historic Landmark status or for the National Register of Historic Places.

■ **CRM4:** The District will determine the level of public access to cultural and historic resources using procedures and practices adopted by the Board of Directors. The District will employ generally accepted best management practices to minimize the impact of public use and access on these resources, and to appropriately interpret the significance of these resources on a regional scale.







Within the Regional Parks are some of the finest remaining Native American sites in the Bay Area. Indian descendants treasure these reminders of their ancestral heritage and look to the District for their continued protection. These sites may contain valuable scientific information on past cultures, but they also have personal importance for the contemporary Ohlone, Bay Miwok and Northern Valley Yokuts descendants as places where events of cultural significance have occurred.

The parks also preserve remnants of the East Bay's Spanish settlement and land grant period, Mexican rancho and American farm period history, early mining and manufacturing sites. Today, the Regional Parks help to sustain the living culture of contemporary cattle ranching, a lifestyle that has been displaced in much of the Bay Area.

- **CRM5:** The District will notify Native Americans and other culturally associated peoples in a timely manner of plans which may affect sites and landscapes significant to their culture and will include them in discussions regarding the preservation and land use planning of culturally significant sites and landscapes.
- **CRM6:** The District will accommodate requests by Native Americans, ranching or farming communities and other groups to help maintain and use cultural sites and to play an active role in their preservation and interpretation.

EBRPD Ohlone Cultural Interpreters Ruth Orta, her daughter Ramona Garibay and granddaughter Rita Rodriguez (four generations).



Mutsun Ohlone necklace made with abalone, clam shell disks and Olivella shells.



Cracking dried California black oak acorns for acorn soup.



Before the coming of Europeans, the land we now call California supported hundreds of tribal groups. The East Bay had about 25 independent tribal groups with well-defined homelands. The people of these tribes spoke four languages: Bay Miwok, Delta Yokuts, and two Ohlone languages, Karkin and San Francisco Bay Costanoan (see inset). Each tribe's leadership and culture varied and each had three to five village locations. Village populations ranged from about 40 to 200. Individuals commonly spoke multiple languages and marriages occurred among neighboring groups.

This map shows the tribal groups who inhabited the East Bay at the time of Spanish settlement in 1776. Tribal names spellings follow Spanish pronunciation. Those tribes marked by all capital letters had the largest populations.



**Ohlone/Bay Miwok**  
soap plant brush  
made by Ramona Garibay.

Photo: Beverly Ortiz





Redwood Regional Park  
Oakland, CA



# Chapter 3 – Public Access and Service



## INTRODUCTION

By Tom Torlakson

*California State Superintendent of Public Instruction*

As a parent and grandparent, one thinks about the legacy we leave behind for future generations. As a teacher, coach and legislator, I am always striving to bring the collective interests of education, physical activity and environmental awareness together. Growing up near Contra Loma Regional Park, my life has been forever influenced by the East Bay Regional Park District – and the role it plays in environmental education and awareness of nature for hundreds of thousands of families in the East Bay and beyond. For nearly 80 years, the Park District has been providing threshold experiences for children and their families to learn more about the outdoor world around them. As we all know, there is nothing more scientifically comprehensive than nature’s laboratories. Additionally, study after study shows that physical fitness is a critical factor in the learning experience. The Park District fosters an environment for the connection between good health and effective education to grow. As important, the Park District provides an open window for discovery and has inspired many to remain committed to instilling a healthy respect for the outdoors in our community – and for that we owe a great deal of gratitude. The Park District has been successful because its leaders have a keen sensibility for adapting to the changing needs and interests of the community. That is why this Master Plan is truly an evolving document which anticipates 21st century challenges that may not have even been comprehended in the 1930s when the District began. It represents a blueprint for a healthy relationship between parks and the people who benefit mightily from them. I commend the Park District on their service and commitment to improving the quality of life in the East Bay.



“I only went out for a walk  
and finally concluded to stay  
out till sundown, for going out,  
I found, was really going in.”

– John Muir





## PUBLIC ACCESS, INTERPRETATION AND RECREATION

One of the most attractive aspects of the East Bay Regional Park District is that its parks and trails are easily accessible to virtually every resident in the Bay Area. Because of this, most of the visitors to the Regional Parks come from the 2.6 million residents of Alameda and Contra Costa counties, all of whom can find regional park areas within 15 minutes of their homes. This high level of accessibility makes the District a logical leader in the Healthy Parks Healthy People movement, which encourages the use of the parks for healthful outdoor recreation.

Since many of the Regional Parks are several thousand acres in size, they are typically described as “open space” or “wildlands.” Even after they are “developed,” they remain in a relatively natural state, with staging areas located at the edge of the park and only trails in the interior. The District is aware that people must understand and appreciate the intrinsic value of the Regional Parks’ natural and cultural resources if they are to care for them and enjoy them to the fullest. To accomplish this the District looks for opportunities to create transitional or threshold experiences for park visitors who are more familiar with the intensive activity areas, game courts and tot lots typical of many city parks.

Regional parks located near urban areas are typically planned to accommodate higher levels of access and to provide a portal to the more natural and undeveloped parkland. This combination of natural areas and more developed (or “built”) facilities offers visitors the opportunity for a wide variety of recreational activities, facilities, services and programs. Accordingly, the District is committed to a strong educational effort that seeks to communicate the value of the parks to visitors and instill in them an enduring appreciation for the environment, through a collection of interpretive programs and classes. This system of interpretive programs is coupled with an extensive communications effort that includes the publishing of “Regional in Nature,” a bimonthly guide to the programs offered by the District, which appears in many local newspapers.



A naturalist program at Coyote Hills Regional Park, Fremont, CA

The District plans program-oriented facilities and recreational areas selectively, carefully and in a manner consistent with the special features of each site. Generally, the public can find trails, picnic areas, campgrounds, and improvements that enhance the special resources of the site, such as a boat ramp on a lake. Some parks also include unique facilities, such as a boating center, miniature steam train or a sand/coal mine. Built facilities are numerous, varied and well used; however, they occupy no more than 5 percent of District lands. Most Regional Parks are left largely undeveloped to provide the kinds of passive open space recreation and contact with nature that park users have consistently stated is their preference (Refer to the *Activities and Facilities Matrix* at the end of this chapter).

# PUBLIC ACCESS (PA)

## Healthy Parks Healthy People

Recognizing the connection between an active outdoor oriented lifestyle and a person's physical and spiritual well-being is only one part of the Healthy Parks Healthy People equation. The other component is the need to keep the parks and their resources viable and healthy through proper stewardship and use. Therefore, access and education are the primary objectives for the Park District as it assumes its responsibility to take a leading role in promoting the international Healthy Parks Healthy People movement in the East Bay area. In this effort, the target population is people of all ages with highly sedentary lifestyles who currently do not use the park system.

- **PA1:** The District will use the concepts of the Healthy Parks Healthy People movement to focus its outreach and education efforts. To achieve the goals of the Healthy Parks Healthy People movement the District will partner with other park, recreation and community organizations; along with schools, local health providers and businesses to provide opportunities for families and individuals to experience both traditional and non-traditional types of outdoor activities while reconnecting to the outdoors.

Projected changes to the demographics of the Bay Area will require the District to emphasize outreach to the two extreme age groups of the growing population: seniors and youth. Programs that will engage these two groups must be coupled with an intensive outreach effort through a variety of community relations and communications to tap into these populations. The other change in the demographics of the area is the increased ethnic diversity of its residents. The District has begun the process of providing information about the parks and its programs through a variety of ethnic based media and translated materials. It will be important to develop a systematic monitoring of evolving park use patterns to maintain a connection to these groups. It is essential to educate new park users in the intrinsic values of the District's resources and appreciation of open space parks in contrast to city parks. The development of threshold experiences to draw park users into outdoor activities will be very important.



**The Over-the-Hills Gang** hiking program, Tilden Regional Park, Berkeley, CA

- **PA2:** The District will provide information about its parks, trails and programs in a variety of venues, languages and types of media. There is a need to serve both a more ethnically diverse set of residents and an increasing number of seniors and youth.
- **PA3:** The District will regularly use formal and informal survey methods to assess the interests of its constituents. This information will be used to guide the development of outreach and educational programs, facilities and activities found in the parks.







## HEALTHY PARKS HEALTHY PEOPLE

Encouraged by growing evidence that spending time in nature improves physical and mental health, EBRPD, together with the National Park Service, is spearheading the nation's involvement in Healthy Parks Healthy People, an international movement to align parks, open space and recreation with healthcare and public health agencies.

The Healthy Parks Healthy People initiative seeks to raise awareness about the synergy between a healthful community and well-managed, local parks. Accessible parks near urban residents encourage citizens to get outdoors and be active in ways that fit into their hectic schedules.

The Bay Area Healthy Parks, Healthy People collaborative of park agencies and healthcare providers is launching a regional effort in 2013 to increase access and utilization of parks particularly by communities that suffer from high risk of chronic disease and other traditionally under-represented neighborhoods.

To implement long-term goals into a regional effort that will improve the health of Bay Area residents, the park agencies will implement multi-county programs including "Healthy Nature Walks" that introduce visitors to safe, low-impact walking in nature. Health and social service providers will refer their patients through "parks prescriptions" to improve the physical or social activities levels of residents.

Ninety-nine percent of EBRPD park users surveyed since 1988 have acknowledged health and fitness as the most important reason people visit parks.



Photo: Deane Little

Briones Regional Park  
Martinez, CA

“Communities, families, doctors, nurses, all of us know that our health is directly related to the amount of exercise we do each day. And what greater way exists than discovering and enjoying the freedom that our Parks provide? The East Bay Regional Parks are an amazing gymnasium of hills, oxygen, and natural wonders that await us seven days a week. This is the “Healthy Parks, Healthy People” connection.”

– Dr. Rich Godfrey, Director  
UCSF East Bay Surgical Residency Program  
Highland General Hospital, Oakland

## PROVIDING PARKING AND ENCOURAGING GREEN TRANSPORTATION

The District encourages access and use of the regional park system by providing parking and trailheads at convenient locations. The District also makes every effort to coordinate its park entrances and trailheads consistent with public transit routes including bus and BART stations.



**Robert I. Schroder Overcrossing**  
Iron Horse Regional Trail, Pleasant Hill, CA



Young bikers participate in the “Tracks to Trails” event along the Iron Horse Regional Trail, San Ramon, CA.



Alamo Canal Trail, Dublin, CA.

While automobiles continue to be the primary means of getting to the parks, travel to parks on foot, horseback and bicycle using the regional trail system is becoming increasingly popular and is consistent with the District goal of supporting the shift to “Green” communities. Bay Area regional planning efforts, linked to transportation funding, are requiring an increase in the density of urban areas with the intent of creating more “walkable” communities. Developing non-vehicular circulation within these denser urban cores will be achieved through enhanced walkways, bike paths and greenways, which should also connect to the regional trails system, providing urban core residents the opportunity to easily access open space and parks. The District will need to coordinate accessibility to the Regional Parks and Trail system with this planning effort to assure that the ability to access the parks by car is balanced by equally convenient opportunities for non-vehicular access.

- **PA4:** The District will provide access to parklands and trails to suit the level of expected use. Where feasible, the District will provide alternatives to parking on or use of neighborhood streets. The District will continue to advocate and support service to the regional park system by public transit.
- **PA5:** The District will cooperate with local and regional planning efforts to create more walkable and bikeable communities, and coordinate park access opportunities with local trails and bike paths developed by other agencies to promote green transportation access to the Regional Parks and Trails.







## ACCESSIBILITY FOR THOSE REQUIRING SPECIAL ASSISTANCE OR FACILITIES

The District completed the federally mandated Transition Plan for the Parks in 2006 and continues to retrofit existing facilities to accommodate the needs of park users with disabilities (Refer to the *ADA Self Evaluation and Transition Plan* [See Appendix I]). The intent of the plan is to provide park users of all abilities, the opportunity to experience the best of the many settings, activities and programs the Park District offers. Comprehensive laws, such as the Americans with Disabilities Act (ADA) and the corresponding California State Parks Accessibility Guidelines, require that places of public accommodation, commercial facilities, building additions, or alterations be designed and constructed to meet specific accessibility standards.

- **PA6:** The District will comply with the requirements of the Americans with Disabilities Act and use the current edition of the California State Parks Accessibility Guidelines as its standard for making the improvements necessary to create accessible circulation, programs and facilities throughout the Park District.



**Barrier Free Playground in Roberts Regional Park Oakland, CA**

In considering accessibility to the Regional Parks it has been noted that the Transition Plan does not address access deficiencies beyond the boundaries of the parks. Recent field audits and mapping by the District have confirmed that there remains a need to encourage ADA compliant routes of access to the parks from public transit stops. This situation needs to be evaluated and monitored to assure that local agencies act on opportunities to create these ADA compliant routes.

- **PA7:** The District will evaluate and monitor the compliance level of access routes from public transit stops into the parks and encourage local agencies to make the improvements necessary to provide compliant accessibility to the parks.

The District serves the entire East Bay community and recognizes the need to provide access for everyone, regardless of economic status. In every way feasible, the District strives to accommodate the need for affordable opportunities to enjoy the Regional Parks. Roberts Regional Park in Oakland, for example, has a barrier-free playground accessible to children of all abilities. This state of the art equipment is currently one of two such public playgrounds on the West Coast, and was funded in partnership with the Oakland Rotary Club and the Regional Parks Foundation. The Parks Express program that is offered in partnership with the Regional Parks Foundation (RPF) is another tool that can be used to bridge this accessibility gap. Parks Express is a service of the Park District, providing low-cost transportation to Regional Parks for low-income schools, groups serving children from low-income families, seniors, and people with disabilities in Alameda and Contra Costa counties. Parks Express is an essential link and often takes the place of available public transit.

- **PA8:** The District will endeavor to assist individuals and groups who require special assistance with programs or facilities because of physical disability or economic circumstances.



**Hiker Bob Coomber** in Dublin Hills Regional Park  
Dublin, CA

“I approached the District many years ago because I wanted to take my wheelchair out, by myself, in one of the District’s most remote open spaces. That they had the courage to support my dreams says so much about not only those individuals involved, but the organization as a whole.”

– Bob Coomber, “Four Wheel Bob”,  
wheelchair hiker and barrier-free accessibility advocate







## INTERPRETATION AND RECREATION SERVICES (IRS)

The District has placed a high priority and continued emphasis on providing recreational and interpretive programs that enhance access to and use of the park system. These programs are aimed at serving people of all ages, cultural backgrounds and physical abilities, in keeping with the District's vision and mission. Over time, this effort will increase public services while expanding public understanding of the important role that open space resources play in sustaining the quality of life for all Bay Area residents. As a leader in the Healthy Parks Healthy People movement, the District must use these programs as a means to get people out into the parks and to develop long-term interests that will promote a healthy lifestyle. The District uses these programs as threshold experiences for many of the residents in the East Bay who are having first time experiences in a wildland setting.

“Parks offer a broad array of high-quality opportunities for youth to build the aptitude and strength necessary to lead full and rewarding lives. Engaging youth in parks is an effective way to cultivate the skills all young people require for healthy development into adulthood.”

– Nina Roberts, Ph.D., Associate Professor,  
Department of Recreation, Parks, and Tourism,  
San Francisco State University

### Interpretation

The objective of the Interpretive Program is to connect park visitors to nature through stimulating educational experiences that will instill in them an appreciation of the region's resources and motivate them to conserve and protect these resources. In this effort, the District provides a variety of programs, services and facilities. Environmental educators and other professionals offer interpretive programs in 10 visitor centers located throughout the region and one mobile unit. Interpretive



**Ardenwood Historic Farm**  
Fremont, CA

services include talks and tours, walks and hikes, workshops, permanent and portable exhibits, resource materials, activities with school groups and educators and special events. With naturalist-led field trips and hands-on demonstrations, the parklands serve as “living laboratories” for students of all ages (Refer to the *Interpretive Services Manual* [See Appendix 1]).

- **IRS1:** The District will provide a variety of interpretive programs that focus attention on the region's natural and cultural resources. Programs will be designed with sensitivity to the needs and interests of people of all ages and backgrounds. Programs will enhance environmental experiences and foster values that are consistent with conserving natural and cultural resources for current and future generations to enjoy. The District will pursue and encourage volunteer support to assist in meeting these objectives.



The Mobile Visitor Center  
Oakland, CA



The Mobile Fish Exhibit visits Contra Loma Regional Park  
Antioch, CA







## Recreation

The District offers a variety of programs oriented around outdoor recreational activities such as hiking, mountain biking, fishing and kayaking. These programs are designed to expand the recreational options for current park users and to reach out to individuals, families and groups who have not had the opportunity to develop an active outdoor lifestyle. Participants in these regional programs can swim at lifeguard-staffed beaches, picnic, camp, volunteer useful services, and enjoy a wide range of special events and outdoor activities. By offering programs that appeal to its diverse communities, the District plays a key role in promoting healthy, positive recreational uses of the Regional Parks. This exposure to the parks helps build public support for preserving open space and investing in regional recreational areas and facilities.

The ability to exercise by walking in nearby parks is an important part of a healthy lifestyle. The District promotes this by developing a wide variety of walking trails and paths at park locations close to residential areas. Access can also be enhanced through the coordination of park hours with the “off work” hours that people have available for exercise.

- **IRS2:** The District will offer recreational programs and services that appeal to participants of all ages and backgrounds, in keeping with its vision and mission. The District will create and manage a comprehensive offering of recreational opportunities, tours and outdoor skills training that will help visitors use and enjoy the parks and trails, and will collaborate with other agencies, organizations and partners to provide a broad spectrum of regional recreational opportunities.

## Youth Engagement



Del Valle Regional Park  
Livermore, CA

Since the founding of the Park District, the first parks and trails were considered the “People’s Playground” for children and families to embrace and explore. With the enormous (and increasing) expansion of both the Park District’s acreage and population it serves, District staff is in a unique position to expand its education, recreation, operational and stewardship focus to more broadly serve today’s youth and offer opportunities for them to become future nature advocates and park workers. Many District programs exist at all age levels to teach, motivate, engage, and employ the young people in the communities we serve. The District hopes to groom the next generation of park rangers, stewards, park police officers and more by connecting children of the new millennium, who are often distracted by new technologies of video gaming and texting etc, with nature discovery and outdoor exploration.

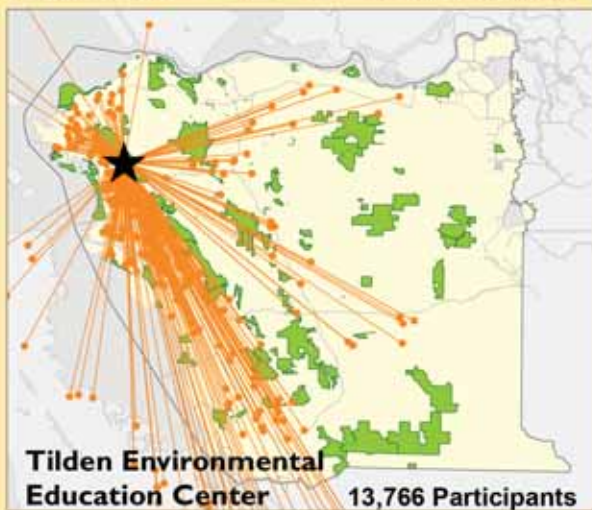
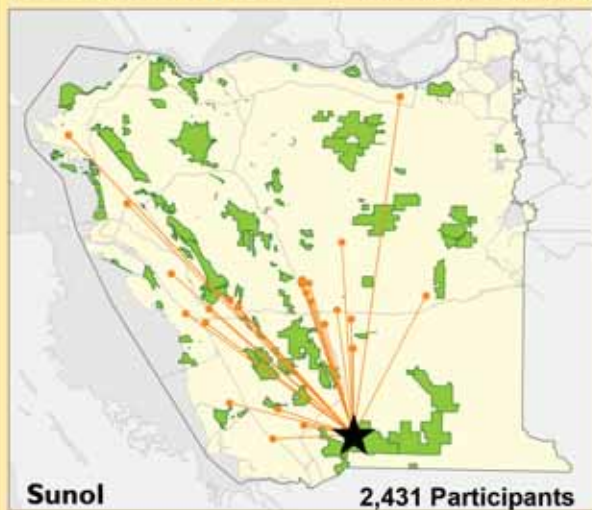
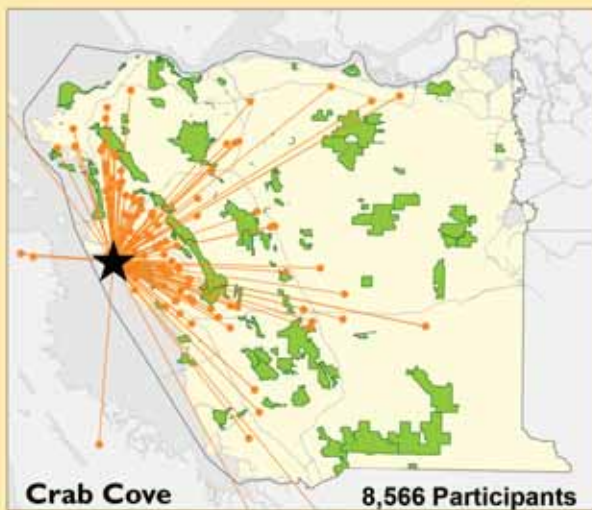
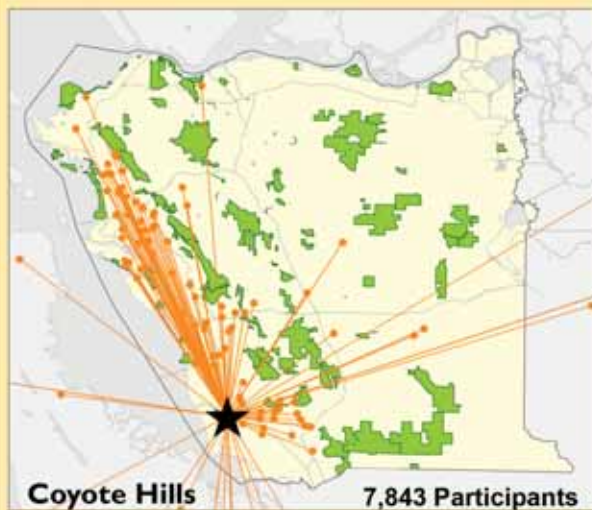
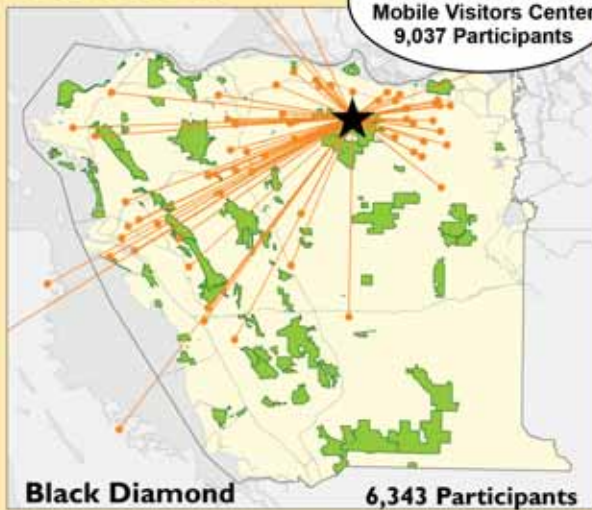
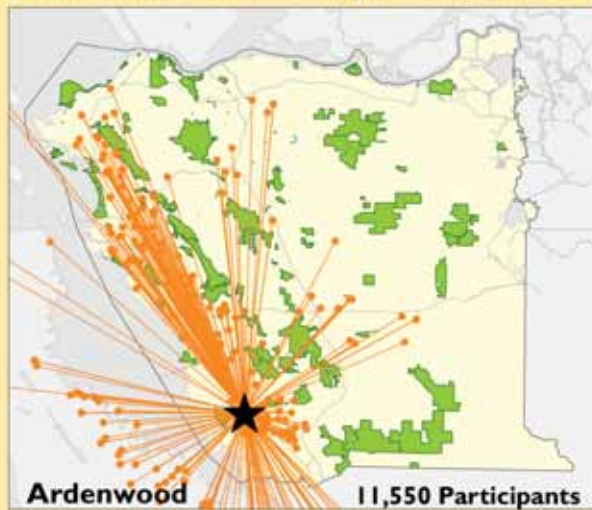
“Can we teach children to look at a flower and see all the things it represents: beauty, the health of an ecosystem, and the potential for healing?”

– Richard Louv, author,  
*Last Child in the Woods:  
Saving Our Children from Nature-Deficit Disorder*



## Schools Served by Interpretive Units 2011

Not Shown  
Mobile Fish Exhibit/  
Mobile Visitors Center  
9,037 Participants







## RECREATIONAL FACILITIES AND AREAS (RFA)

The District's 113,000 acres of scenic Regional Parks offer many activities that require little more than access by trails. Such activities include contemplation, nature appreciation, photography, painting and birding. The District also provides a carefully developed system of active recreational areas and facilities that support a wider variety of opportunities, such as picnicking, camping, swimming and boating. Beyond the standard facilities that are found in many of the parks, some parks offer special recreational resources, such as the merry-go-round, miniature steam train and Brazil Building, all found in Tilden Park. Future offerings may include an even greater variety of easily accessible regional recreational facilities.

The District manages recreational facilities in a way that is sensitive to the preservation of natural and cultural resources and open space. Through the District's planning process, described in Chapter 4, recreational proposals are evaluated for suitability and designated for selected locations. In many cases, recreational facilities are operated by lessees, concessionaires or non-profit organizations. The public-private partnerships thus created help to serve the public interest by meeting demands for regional recreational opportunities that the District alone could not provide.



Contra Loma Regional Park, Antioch, CA

- **RFA1:** The District will provide areas and facilities that serve the recreational needs of park users, in accordance with the plans, policies and park classifications adopted by the Board of Directors. The District will generally not develop or provide facilities that are more appropriately provided by local recreational and park agencies. Where possible and appropriate, the District will provide multiple-use facilities to serve recreational needs.

The following summarizes the variety and scope of currently built areas and facilities. It is not intended that this summary limit discussions about future areas and facilities. The Board of Directors will determine new development, in the context of the District's mission and vision.



# TRAILS

The District has more than 1,200 miles of trails, including regional trails that connect parklands and provide access to local communities. Some trails are designated for hiking, biking or equestrian use, while others accommodate multiple uses. The District also provides special trail improvements, such as boardwalks in situations that warrant this level of access. In recent years, the demand for trails close to home has increased dramatically and trail use has been on the rise for every purpose from basic transportation to healthful outdoor exercise.

■ **RFA2:** The District will provide a diverse system of non-motorized trails to accommodate a variety of recreational users including hikers, joggers, people with dogs, bicyclists and equestrians. Both wide and narrow trails will be designed and designated to accommodate either single or multiple users based on location, recreational intensity, environmental and safety considerations. The District will focus on appropriate trail planning and design, signage and trail user education to promote safety and minimize conflicts between users.



Mission Peak Regional Preserve  
Fremont, CA

## Dedicated and Shared Use Narrow Trails

The District provides more than 190 miles of narrow trails shared by hikers and equestrians, which provide access to quiet, natural areas. These trails are found in all parks, but particularly the older parks in the system. From time to time the District may limit use or access to trails to protect sensitive resources or for public safety purposes.

There is a growing interest in the East Bay for the use of narrow trails by bike riders. In keeping with the District interest in providing trails for all, the design and development of narrow trails open to bike riding, including the selective narrowing of existing wide fire trails and ranch roads, will be considered on a park-by-park basis in the land use plan process.

■ **RFA3:** The District will continue to add narrow trails designated as both single- and multi-use for hikers, equestrians, people with dogs and bike riders throughout the system of regional parklands.

## Unpaved Multi-use Trails

The District provides over 755 miles of unpaved, multiple use trails for walking, hiking, jogging, bicycle and horseback riding and wheelchairs, where paved trails are not appropriate or necessary. Multi-use trails also provide access for service and emergency vehicles. Most of these trails were installed as service roads by prior owners.

■ **RFA4:** The District will expand its unpaved multi-use trail system as additional acreage and new parks are added. The District will continue to provide multi-use trails to link parks and to provide access to park visitor destinations.





## Paved Multi-use Trails

The District currently provides over 223 miles of paved trails. A large percentage of these trails are components of the regional trail network, primarily located in more developed areas, serving as a non-motorized circulation and transportation system connecting to public transportation hubs, employment and retail centers and other destinations. This network of regional trails provides real opportunities for “green transportation” options to be used as a part of the shift to more sustainable communities. Currently, the District’s West Metropolitan and South Metropolitan Sectors have a greater unmet need for new paved, multi-use regional trails.

■ **RFA5:** The District will continue to plan for and expand the system of paved, multi-use regional trails connecting parklands and major population centers.



**Marsh Creek Regional Trail**  
Contra Costa County, Oakley, and Brentwood, CA



**Big Break Regional Trail**  
Oakley, CA



**Iron Horse Regional Trail, Danville, CA**



## PICNIC AREAS

The District is the primary source for group and family picnic sites in the East Bay with 134 reservable group picnic sites. In addition, informal picnicking on lawns and in meadows is a popular pastime for park users. Demand for family and group picnic areas is increasing.

- **RFA6:** The District will continue to develop group and family picnic facilities throughout the parks system and will continue to improve the reservation system.

Castle Rock Regional Recreation Area  
at Diablo Foothills Regional Park  
Walnut Creek, CA



## CHILDREN'S PLAY AREAS

The District currently provides children's play areas in 18 locations, including Roberts Regional Recreation Area, Tilden Regional Park, Martin Luther King Jr. Regional Shoreline, Pt. Pinole Regional Shoreline, Wildcat Canyon Regional Park and Temescal Regional Recreation Area. Play areas are an integral part of these recreational sites, especially in conjunction with reservable group picnic areas or swim facilities that serve large numbers of children. These facilities provide a special place for young families and introduce children at an early age to the recreational opportunities available in the Regional Parks. In recent years, the District has developed several play areas with an environmental theme to give these facilities an added interpretive value.

- **RFA7:** The District will continue to develop children's play areas in suitable park settings designated for recreation. The District will attempt to incorporate environmental and cultural themes in the design of these facilities.



Miller/Knox Regional Shoreline, Richmond, CA





## AQUATICS

The District offers aquatic activities at lakes throughout the two-county area and at shoreline sites along the San Francisco Bay and the Delta. A primary destination for aquatic activities in the region, the District provides beaches for swimming; marinas with rental boats, windsurfing boards and launching areas; and opportunities for fishing at eleven lakes and along some 40 miles of bay shoreline.

Recreational angling opportunities range from no-fee, self-sustaining fisheries to fee-supported “put and take” operations that are specially stocked and closely monitored. The District encourages angling at appropriate facilities with pedestrian, boat and auto access. Demand for such access is growing.

- **RFA8:** The District will continue to plan, develop and provide a regional system of aquatic facilities at parks that can support these activities. The District will strive to improve public access to lakes and to the San Francisco Bay and Delta shorelines for boating and fishing, and will increase access to swimming beaches.



Photo: Hilary Van Austen

Cull Canyon Regional Recreation Area  
Castro Valley, CA



Photo: Hilary Van Austen

Tidewater Boating Center at Martin Luther King Jr. Regional Shoreline  
Oakland, CA

## CAMPING

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

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

- **Day Camps:** The District will improve existing day camps and develop new day camp sites, located geographically around the East Bay to ensure that youth groups will have access to sites with minimum driving time.
- **Group Camps:** The District will increase the number of group camp sites to balance service throughout the region.
- **Backpack Camps:** The District will develop and operate a system of backpack sites for multi-day hikes, now that longer treks are possible on regional trails. The District will give priority to backpack camps on or along the regional trails.
- **Family Camps:** The District currently operates three family camps, which provide sites for car-camping and RV's. New family camps will be considered at parks listed in the Camping Program that can support this activity.
- **Residential Camps:** The District currently owns Camp Arroyo, a residential camp in the Livermore foothills that is operated in partnership with the YMCA of the East Bay and the Taylor Family Foundation. The District will continue to look for other opportunities to develop similar facilities and will seek out suitable organizations to operate its residential camps. All residential camps will be specifically designed for full access and use by disabled individuals and groups.
- **Hostels:** Where appropriate, the District will consider the establishments of hostels, especially along regional trails.

■ **RFA9:** The District will continue to plan and develop a balanced system of regional camping facilities, including day camps, group camps, backpack camps, family camps and residential camps.



Del Valle Regional Park  
Livermore, CA



Ohlone Regional Wilderness  
Livermore/Sunol, CA





# MASTER PLAN 2013



**Camp Arroyo**  
a youth education  
residential camp  
Livermore, CA



**Tidewater Boating Center**  
in Martin Luther King Jr.  
Regional Shoreline  
Oakland, CA



**Brazil Building**  
in Tilden Regional Park  
Berkeley, CA



**Shoreline Center**  
in Martin Luther King Jr.  
Regional Shoreline  
Oakland, CA





Photo: Bob Walker, Collection of the Oakland Museum of California

**Tilden Golf Course**  
Oakland, CA



Photo: Michael Kellogg

**Mission Peak Regional Preserve**  
Fremont, CA



## SPECIAL FACILITIES

The District operates special facilities that offer unique recreational opportunities and appeal to diverse interests. These special facilities include, for example, equestrian centers; a boating center; meeting and conference areas; a botanical garden; golf courses; archery and marksmanship ranges; a hang gliding area; model boat and train areas; a historic merry-go-round; and two historic farms. Before constructing new special facilities or adding them through acquisitions, the District analyzes the proposed facilities to ensure that they are consistent with the District's vision and mission, that they are economically viable, that they will not damage other parkland resources and that they are desired by the visiting public. The processes for these evaluations are described in Chapter 4.

■ **RFA10:** The District will continue to provide special recreational facilities throughout the parklands to broaden the range of opportunities in the parks and to take advantage of existing resources. The District will ensure that these facilities are compatible with the District's vision and mission, with other parkland resources and priorities, and with public needs and demands.



Photo: George Draper

**The original 1911 Herschell Spillman merry-go-round** in Tilden Regional Park  
Berkeley, CA



# ACTIVITIES AND FACILITIES MATRIX 2013

	Parking or Staging Areas	Swimming	Fishing	Boat Rentals or Marinas	Boat Launch Ramps	Kayak/Canoe Put-In Sites	Windsurfing	Visitor Centers	Picnic Areas	Children Play Areas	Trails – Unpaved Multi-use	Trails – Paved Multi-use	Narrow Hiking & Riding Trails	Equestrians – Boarding Barns	Equestrians – Horse Rentals	Equestrians - Arenas	Day Camps	Group Camps	Family Campgrounds	Backpack Camps	Food Service	Golf Courses	Field Archery Ranges	Marksmanship Range	Reserveable Event Facilities	Model Trains or Boats	Other Special Features	Meadows and Lawns
Anthony Chabot	■	■	■								■		■				■	■	■							■	■	
Antioch/Oakley Shoreline	■		■						■																			■
Ardenwood	■							■	■		■	■	■				■				■						■	■
Bay Point	■		■						■		■																	
Big Break	■		■			■		■	■	■	■	■																■
Bishop Ranch											■		■															
Black Diamond	■							■	■		■		■					■		■							■	
Botanic Garden	■							■					■												■		■	■
Briones	■								■		■		■				■	■						■				■
Brooks Island			■			■							■															
Browns Island			■																									
Brushy Peak	■										■		■															
Camp Arroyo	■	■								■	■						■	■									■	■
Carquinez Strait	■		■						■		■		■					■										■
Claremont Canyon											■		■															
Contra Loma	■	■	■		■	■	■		■		■	■					■				■							■
Coyote Hills	■							■	■		■	■	■				■	■									■	■
Crockett Hills	■								■		■		■															
Crown Beach	■	■	■			■	■	■	■		■	■					■	■										■
Cull Canyon	■	■	■						■		■		■				■											■
Del Valle	■	■	■	■	■	■	■	■	■		■	■	■				■	■	■		■							■
Diablo Foothills	■	■							■		■	■	■				■	■									■	■
Don Castro	■	■	■						■		■	■	■				■					■						■
Dry Creek Pioneer	■										■																■	
Dublin Hills	■								■		■		■															
Eastshore	■		■			■	■				■	■																■
Garin	■		■					■	■		■						■	■									■	
Hayward Shoreline	■		■			■					■																	
Huckleberry	■										■		■															
Kennedy Grove	■								■	■	■		■				■							■				

ACTIVITIES AND FACILITIES MATRIX 2013 CONTINUED	Parking or Staging Areas	Swimming	Fishing	Boat Rentals or Marinas	Boat Launch Ramps	Kayak/Canoe Put-In Sites	Windsurfing	Visitor Centers	Picnic Areas	Children Play Areas	Trails – Unpaved Multi-use	Trails – Paved Multi-use	Narrow Hiking & Riding Trails	Equestrians – Boarding Barns	Equestrians – Horse Rentals	Equestrians - Arenas	Day Camps	Group Camps	Family Campgrounds	Backpack Camps	Food Service	Golf Courses	Field Archery Ranges	Marksmanship Range	Reserveable Event Facilities	Model Trains or Boats	Other Special Features	Meadows and Lawns
	Lake Chabot	■		■	■		■			■		■	■	■								■	■				■	■
Las Trampas	■								■		■		■	■	■			■										■
Leona Canyon	■										■																	
Martin Luther King Jr.	■		■		■	■			■	■		■					■							■		■	■	■
Martinez Shoreline	■		■			■			■	■	■	■				■		■									■	■
Miller/Knox	■	■	■			■			■	■	■	■	■				■									■	■	■
Mission Peak	■										■		■															
Morgan Territory	■								■		■		■							■								
Ohlone											■		■					■			■							
Oyster Bay	■		■						■		■	■																■
Pleasanton Ridge	■								■		■		■															
Point Isabel	■		■			■	■		■		■	■									■							■
Point Pinole	■		■			■			■	■	■	■	■				■	■										■
Quarry Lakes	■	■	■		■		■		■		■	■														■	■	■
Redwood	■								■	■	■	■	■	■		■		■								■	■	■
Roberts	■	■							■	■	■	■	■				■						■					■
Round Valley	■										■		■					■										
San Pablo Bay	■		■						■		■	■	■															
Shadow Cliffs	■	■	■	■	■				■		■						■											■
Sibley	■							■			■	■	■															
Sobrante Ridge	■										■																	
Sunol	■							■	■		■		■		■			■	■		■							
Sycamore Valley	■										■		■															
Temescal	■	■	■						■	■	■	■	■				■								■	■	■	■
Tilden	■	■	■						■	■	■	■	■				■	■			■	■			■	■	■	■
Tilden Nature Area	■							■	■	■	■	■	■				■	■								■	■	■
Vasco Caves											■															■		
Waterbird	■							■	■		■																	
Wildcat Canyon	■								■	■	■	■	■				■	■										■





Las Trampas Regional Wilderness  
San Ramon, CA



# Chapter 4 – Planning and Acquisition

## INTRODUCTION AND INSPIRATION FROM HULET HORNBECK

**H**ulet Hornbeck, who had a distinguished career as the Chief of Land Acquisition at the East Bay Regional Park District from 1965 to 1985, was a visionary leader from the history of the District who continues to inspire our goals in the areas of land acquisition and planning to the present. Hornbeck’s unyielding advocacy in favor of regional natural experiences was instrumental in preserving our parks forever and making the EBRPD the largest regional park district in the United States today. While parks had historically taken a backseat to development of roads, houses and businesses, Hornbeck understood the importance of preserved, natural parkland in ensuring the safety, health, and satisfaction of local residents. His goal was to raise the status of parks management and conservation, to, “Put the parks where they belong, which is right up with the engineering departments, right up with the highways, right up with welfare...” Hornbeck is proud that today because of his efforts, “A half a million people live adjacent to trails and therefore either use them or their children will use them...”



**Hulet Hornbeck: 1919 – 2012**

Hornbeck developed his love of nature and the outdoors playing in the creeks and valleys near his childhood home in New Jersey. After being discharged from the Army Air Corps at the end of World War II, Hornbeck was shocked to find the natural lands by his home replaced with the Garden State Parkway and urban sprawl: “Those open spaces were where New Jersey decided to build its highway system,” he lamented, “Garden State Parkway was going right through the middle of the places that I used to function at and lived not too far from.” After moving to California with his wife Mary Lynn, he spent much of his time on the land. “I had my son. We hiked all over Contra Costa County,” so that when he was contacted to join the District he could say, “I know these places, and I’m able to work on them.” He joined the EBRPD in 1965 to help General Manager Bill Mott oversee the annexation of Contra Costa County to the District before becoming Chief of Land Acquisition.



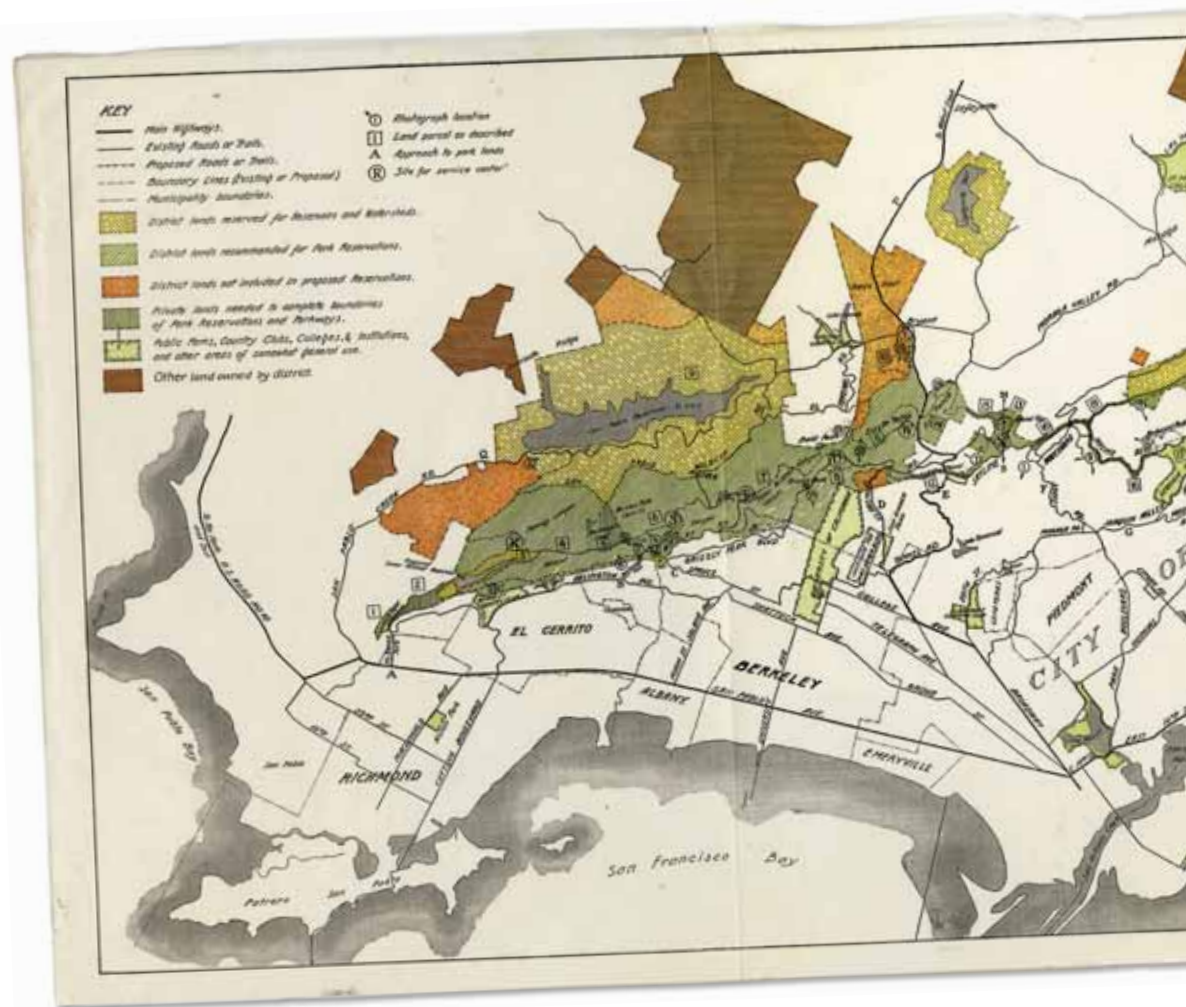




Hornbeck oversaw the District's "Golden Age" which expanded land holdings from 13,000 to 62,000 acres and established the basis for continued expansion into the future; the District continues to plan for development of lands purchased in the Hornbeck era, and to acquire adjacent lands to expand core parklands first acquired by Hornbeck. Parks such as Black Diamond Mines Regional Preserve, Martinez Regional Shoreline and Briones Regional Park exist in large part to his foresight as an acquirer of urban parkland. His reputation for integrity and directness was unmatched. He often insisted on meeting face to face and was, "Always willing to be the person inconvenienced," for the good of the negotiation, relying on his force of personality to seal the deal. He aggressively sought new acquisitions to take land out of the hands of developers and deliver them, through the District, to the public: "We have to take these things step by step," he urged, "And if we look at all the negatives we don't do anything." Hornbeck took nothing for granted in his quest to preserve the East Bay. He believed in the importance of educating the public about preservation as, "You don't know what you've lost because you never knew you could have had it."

Hornbeck's knowledge of the land, attention to detail and magnetic love of parks define his legacy and offer a powerful example of what dedication and determination can achieve for the public good. "Be proud of yourself," he implored his staff, "Realize that what you're doing is being done for the public, and if you don't do it, it's not you that suffers, it's the public that suffers."

*Quotes provided by Hulet Hornbeck's oral history, published 2013, and conducted by Laura McCreery, UC Berkeley Institute of Governmental Studies*



## PLANNING PROCESSES AND POLICIES

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

“There have been four Master Plans – 1973, 1980, 1989, and 1997. Although prepared by different authors, the several key policies common to all are: Vision, Missions, Parkland Classifications and Standards. These fundamental policies remain the genius of the Master Plans. Acting within these master categories are all the guidelines that are used in daily operating matters. But when in doubt the above four govern.”

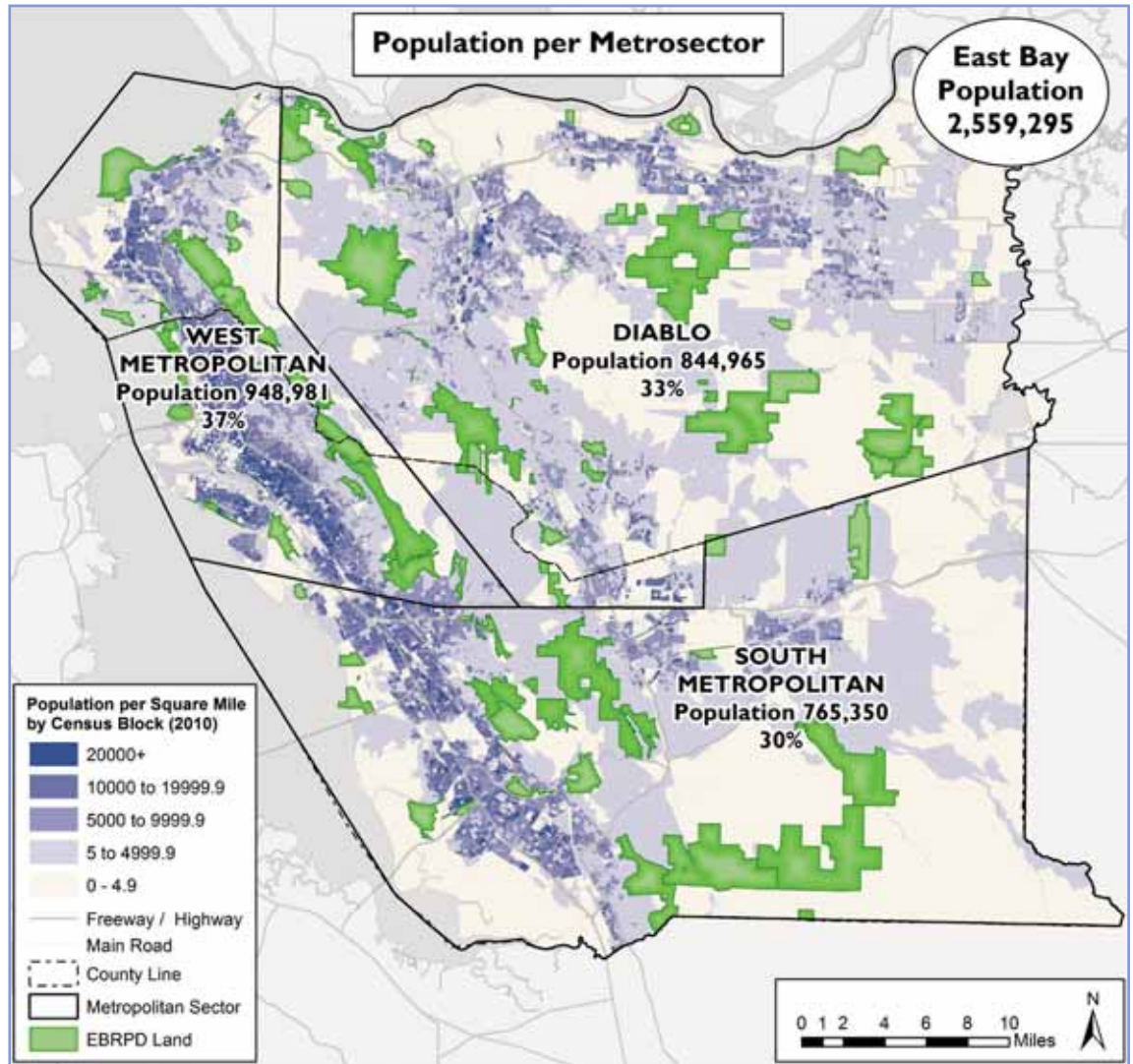
– Afton E. Crooks  
Environmental Advocate  
and previous Master Plan  
contributing author



Olmsted brother’s map  
showing proposed East Bay Regional Parks







## BALANCED PARKLAND DISTRIBUTION (BPD): A GUIDING PRINCIPLE

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

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

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

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

Refer to the *Population per Metrosector* map above showing the locations of the sectors. The population percentages for the three sectors for 2010:

Sector	2010
West Metropolitan Sector .....	37.1%
South Metropolitan Sector .....	29.9%
Diablo Sector .....	33.0%

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

Balanced parkland distribution is a goal to be achieved over a period of time and a guide for day-to-day Board decisions.

The passage of Bond Measure WW in 2008 enabled the District to greatly increase its acquisition and recreational development programs. Measure WW allocates funds equitably by planning sector and parkland and includes a commitment to distribute bond funds equitably between Alameda and Contra Costa counties.

- **BPD1:** The District will continue to acquire, develop and operate areas and facilities and to provide programs and services with the primary goal of achieving a long-term balance throughout the park system. The District will continue to allocate resources based on the populations from the most current Census data for the West Metropolitan, South Metropolitan and Diablo sectors. To make the most efficient use of public funds, the District will evaluate and seek to support and enhance the parks, programs and services of other agencies.

## KEY ELEMENTS OF THE PLANNING PROCESS (KEP)

The District's planning efforts involve:

- A fundamental commitment to public participation and informed review;
- Compliance with applicable laws;
- Protection of resources in balance with public use objectives;
- Protection of open space;
- On-going liaison with other jurisdictions.

Each of these key elements of the planning process is addressed in the following pages.



Master Plan meeting, 2012  
Fremont, CA







## PUBLIC PARTICIPATION

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

■ **KEPI:** The District will notify the public about the publication of plans, including proposed design of major new facilities, and the scheduled times for public review and comment. The Board will schedule plan review sessions in the geographic locale of interested communities and will conduct other public outreach efforts as needed to fully communicate the goals of the plan and to accept review and comment from interested individuals.

Serpentine Prairie  
meeting, 2009  
Richmond, CA



Photo: Shelly Lewis

Master Plan  
meeting, 2012  
Concord, CA



Photo: Shelly Lewis



## ENVIRONMENTAL COMPLIANCE

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

- **KEP2:** All District planning documents will be developed and approved in compliance with the California Environmental Quality Act (CEQA) and when appropriate, the National Environmental Policy Act (NEPA).

## RESOURCE PROTECTION AND RECREATIONAL USE ANALYSIS

Resource protection is a primary goal of the District planning process. To this end the District conducts field investigations, research and surveys that analyze existing conditions, constraints, potential threats and opportunities and then recommends measures to avoid impact to these resources and to mitigate the impact that park development and operation may have on these resources if impact is unavoidable. The District actively seeks public review and comment on these recommendations.

Another primary planning goal is to determine the appropriate level of access and use that should be supported by potential parklands. To do this the District reviews existing parkland use and evaluates public needs, desires and trends. This information is gathered through surveys, observation and direct contact with the public. District surveys and comments from the public about future recreational activities and facilities form the basis for establishing public use.

- **KEP3:** The District will identify the important resources in parklands and develop recommendations for protecting them. The park planning process will consider the needs of potential park users along with resource protection recommendations to minimize the impact to identified resources or if necessary, to mitigate for this impact.



Photo: Emily Hopkins

Wildlife Manager Doug Bell prepares a golden eagle for release. Las Trampas Regional Wilderness, San Ramon, CA





## OPEN SPACE PROTECTION

Cities and counties in California are required by state legislation to include an open space element in their general plans. Open space is defined broadly in this legislation to cover land for preservation of natural resources, land for managed production of resources, land or water for protection of fishing or mineral deposits, land or water for recreation, or land for public health and safety. A wide range of public agencies and private groups are involved and a wide range of approaches are being used, to preserve open space for these different purposes. The District participates actively in this open space preservation effort.

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

- **KEP4:** The District will participate in efforts to protect scenic or cultural resources, develop larger, multi-agency open space preserves, provide recreational opportunities, protect agricultural use, avoid hazards and plan for appropriate urban growth boundaries. The District will work with other jurisdictions to develop open space preservation plans and policies that recognize the District's public interests in open space preservation and that are consistent with Board policy.



Black Diamond Mines Regional Preserve  
Antioch, CA

“The East Bay’s Regional Park District – by giving us places to play, enjoy nature, and just get away – is the perfect complement to the wonderful cities and towns that we call home and is a key part to making the Bay Area amazing.”

– Jeremy Madsen, Executive Director, Greenbelt Alliance

## LIAISON WITH OTHER JURISDICTIONS

The District maintains direct relationships with other public agencies that have common interests through formal liaison committees, participates in joint powers agreements of various types and serves on a wide range of special purpose committees and study groups. The District monitors the activities of the 33 cities, two counties, numerous special districts and a variety of federal, state and regional agencies within its jurisdiction to identify mutual goals and to protect its interests. Through the public notification and hearing process, the District requests changes in proposed projects and/or requests specific mitigation measures and conditions of approval to protect or support its purposes. The District seeks financial assistance from other jurisdictions in order to acquire, develop, operate, or maintain properties.

- **KEP5:** The District will work actively with cities, counties, districts and other governmental agencies to assure that they understand and consider District interests. The District will protect its interests when other jurisdictions plan or approve projects that affect the District and will work with them to develop and articulate mutual goals that are consistent with the District's standards. The District will seek to understand the perspectives of other governmental agencies and to resolve conflicts in mutually satisfactory ways that maintain the District's standards.
- **KEP6:** The District will work with local governments and other agencies to develop funding agreements that offset the cost of maintaining and operating open space, parklands and trails accepted by the District in a manner consistent with the District's standards.



Top to bottom: Contra Loma Regional Park, Antioch and Anthony Chabot Regional Park, Castro Valley, CA

“East Bay Regional Park District’s master planning process is an excellent example of government transparency in action. The process enables the Board of Directors to obtain comments in an open and public manner which will inform the direction that the district takes for years to come.”

– Nate Miley  
Alameda County Supervisor,  
Chair of LAFCO, Local Agency  
Formation Commission







# EAST CONTRA COSTA COUNTY HABITAT CONSERVATION PLAN

A partnership comprised of the East Bay Regional Park District and seven other public agencies has resulted in preservation of more than 9,000 acres of critical wildlife habitat in east Contra Costa County, with the goal of creating a 30,300-acre preserve over the next 25 years.

Other partners in the effort are the cities of Brentwood, Clayton, Oakley and Pittsburg; and other jurisdictions and entities such as Contra Costa County, the Contra Costa County Flood Control and Water Conservation District and the East Contra Costa Habitat Conservancy.

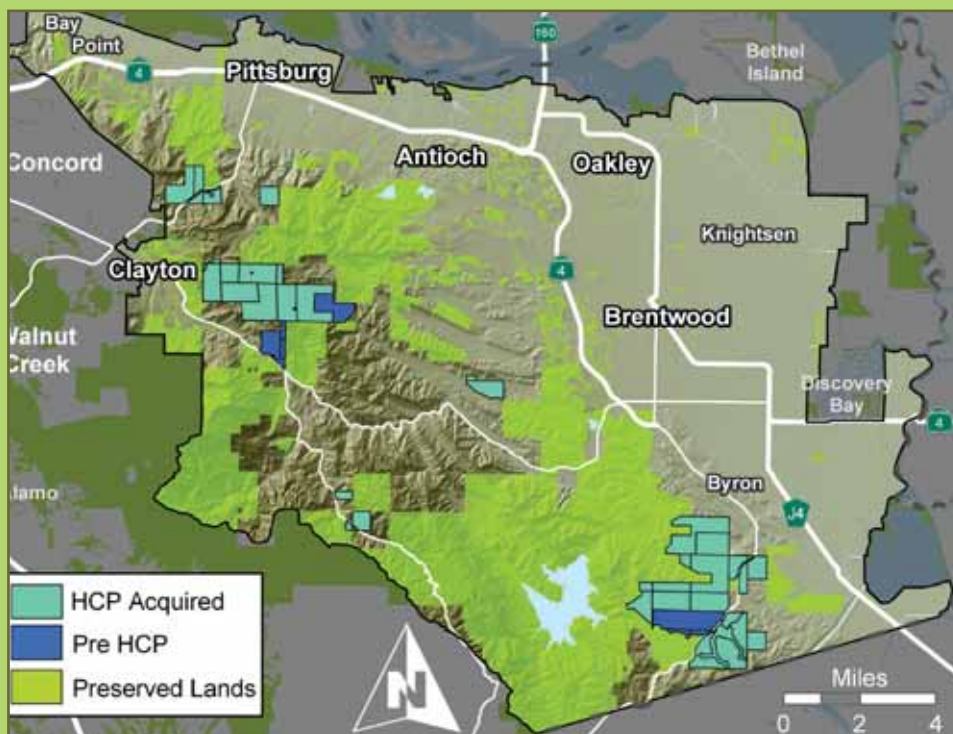
All are working to carry out the East Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan (HCP/NCCP).

Drafted by a team of experts, the plan is a way of consolidating previously fragmented and inefficient permit processes. The plan calls for fees paid by developers for approval of their projects to be used to purchase and preserve wildlife habitat to replace open space lost to the development.

Cities within the 175,000-acre planning area will evaluate project proposals within their respective jurisdictions, and issue permits. The Conservancy oversees implementation of the projects and land acquisitions for the preserve area. East Bay Regional Park District is the primary partner in land appraisals, acquisitions, and subsequent land management. Streamlining the permitting process makes it more efficient and enables a better-coordinated program of obtaining contiguous wildlife habitat for conservation and restoration.

When the HCP was conceived, it was anticipated that land acquisitions would be funded mainly by developers' fees. However, the economic recession after 2008 meant that no residential or commercial developments were being proposed.

As a result, some of the revenue has come from fees generated by public agency projects such as the new Bay Area Rapid Transit station in Pittsburg. But the majority has come from grants that the Conservancy has sought and received from federal and state sources, especially the U.S. Fish and Wildlife Service. During 2011, federal, state and private sources awarded \$10.6 million in grant money to Conservancy projects.



“Our Bay Area land conservation projects prioritize acquisitions that are grounded in science-based regional conservation planning. We see the East Bay Regional Park District as a key partner in this work to conserve critical corridors and open space for future generations in the Bay Area.”

– Gary Knoblock, Program Officer,  
Gordon and Betty Moore Foundation



“Our partnership with EBRPD has been a great success in leveraging state and federal funding to preserve thousands of acres of critical habitat in Eastern Contra Costa County. This partnership has expedited the approval and permitting of important infrastructure and economic projects for east county communities.”

– John Kopchik Executive Director,  
East Contra Costa County Habitat Conservancy

## ACQUISITION (ACQ)

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

## PARK AND TRAIL ACQUISITION CRITERIA

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



# MASTER PLAN 2013



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



Photo: Hilary Van Ausd



Photo: Marc Crumpler



Photo: Marc Crumpler



Photo: Mike Reeves

Properties top right clockwise: Pleasanton Ridge Regional Park, Pleasanton; Round Valley Regional Preserve, Brentwood; Kennedy Grove Regional Recreation Area, El Sobrante; and Adrienne Galvin, Morgan Territory Regional Preserve, CA

Some acquisitions are made because they serve important operational or land management needs. For example, an acquisition may provide a logical, more manageable park boundary, protect trail or wildlife corridors, link properties, or eliminate an operational problem such as poor access, thus reducing costs. It may provide a buffer to protect important resources or prevent visual intrusion on parklands and open space. In some cases, also, an acquisition may be important as part of a coordinated program with another agency. The District usually acquires property that is contiguous to existing holdings, but it may acquire non-contiguous lands if doing so is consistent with implementation of the Master Plan map.

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

- **ACQ1:** The District will acquire property in accordance with the Master Plan; giving careful consideration to operating and program needs, the District's financial position, timing factors that affect the sale of the property, opportunities provided under Measure WW and any other funding sources.



## ACQUISITION PROCEDURES

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

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

- **ACQ2:** Before acquiring land or land rights, the District will prepare an Acquisition Evaluation for the proposed land based on the best available information to determine its consistency with the Master Plan and its suitability as an addition to the District's park and trail system.

## LAND BANKING

Most of the property the District acquires is usually not suitable for immediate use, due to such factors as lack of public access, the need to eliminate unsafe conditions, the need to protect natural or man-made resources, or the need to acquire contiguous land. Such property is not opened to the public and remains in "land bank status" until the constraints on public access are removed. While in land bank status, property is maintained at the minimum level necessary to protect District interests.

- **ACQ3:** The District will hold acquisitions in land bank status until the property is suitable for public access.



Photo: Hillary Van Austen

Vargas Plateau Regional Park  
Fremont, CA





## PARKLAND DEDICATION IN PERPETUITY

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

- **ACQ4:** District parklands the Board determines are appropriate for permanent commitment to park, recreational, or trail use will be dedicated in perpetuity as provided for in state law. Non-dedicated parklands the District determines are not necessary, or appropriate for District use, may be transferred to other agencies or sold when doing so is in the best interest of the District.



Photo: Bob Walker, Collector on the Oakland Museum of California



Photo: Jerry Ting



Top to bottom: Oyster Bay Regional Shoreline, San Leandro; Huckleberry Botanic Regional Preserve, Oakland; Miller/Knox Regional Shoreline, Richmond; and Pleasanton Ridge Regional Park, Pleasanton, CA

# PLANNING FOR REGIONAL PARKS AND TRAILS (PRPT)

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

Planning has two phases:

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

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

## CLASSIFYING PARKLANDS

Regional parklands are different from city neighborhood parks. They are acquired to preserve large areas of intact, natural open space that are significant for their natural conditions, views and potential to provide visitors with an experience of nature. For this reason, regional parks are planned and developed to support low-intensity, passive recreational activities such as walking, hiking, biking, horseback riding, swimming, fishing and nature study. Generally they have a relatively low level of development, except for improvements needed to provide access such as staging areas, trails, bridges, picnic areas, campgrounds, and necessary operational facilities.

All District parks are categorized into one of the following five classifications:

- a. Regional Park
- b. Regional Preserve
- c. Regional Recreation Area
- d. Regional Shoreline
- e. Regional Trail

Each classification has a distinct purpose and sets forth the minimum standards that an area must have to be considered part of the regional park system (the classifications are supported by planning documents that indicate appropriate, general levels of recreational use and provide resource protection strategies). The classification of a parkland may be changed by a separate resolution of the Board or in the course of the land use planning process. A classification is intended to apply to an entire park, based on its predominant characteristic. However, a park may also have features that are amenable to different levels of resource protection or recreational use. For example, a Regional Shoreline may include features that are also found in a Regional Preserve.



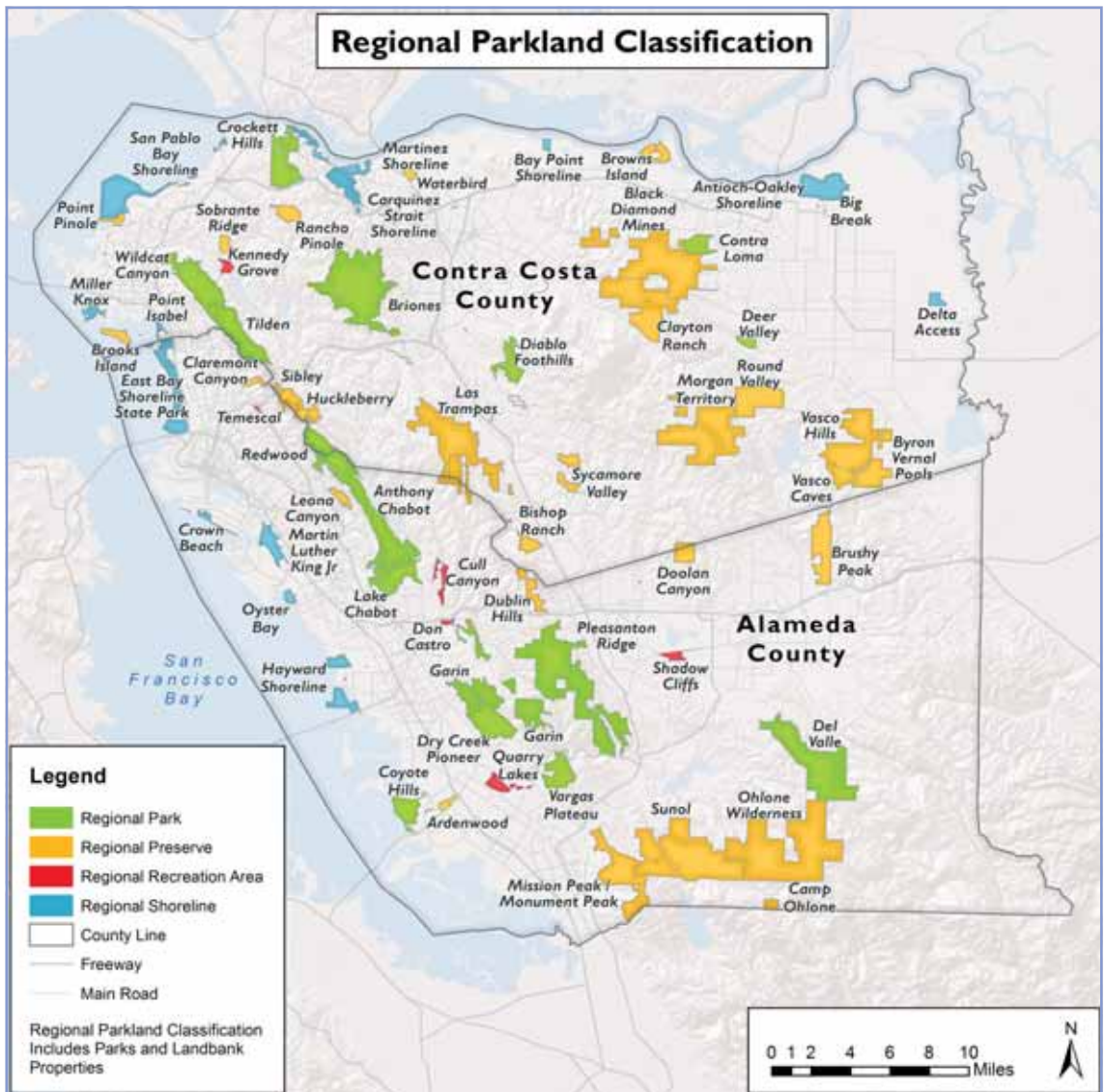




■ **PRPT1:** The District will classify existing and potential parklands in the Master Plan. All District parks are categorized into one of the following five classifications:

- a. Regional Park
- b. Regional Preserve
- c. Regional Recreation Area
- d. Regional Shoreline
- e. Regional Trail

At the time that the District prepares a Land Use Plan for a park, it will review the classification of the park and reclassify the park, if appropriate.



## a. Regional Park

A Regional Park is a spacious land area with outstanding natural features including rare species of flora and fauna. A Regional Park also has sufficient land area to support many outdoor recreational opportunities for the enjoyment and education of the public. There are 15 Regional Parks within the District: Anthony Chabot, Lake Chabot, Briones, Contra Loma, Coyote Hills, Crockett Hills, Del Valle, Diablo Foothills, Dry Creek Pioneer, Dublin Hills, Garin, Pleasanton Ridge, Redwood, Tilden, and Wildcat Canyon. Future Regional parks will include Deer Valley and Vargas Plateau. A potential Regional Park is Concord Hills.

- **PRPT2:** A Regional Park must be 500 acres or more, including land and water. It must have scenic or natural resources in at least 70 percent of its area. A Regional Park must have the capacity to accommodate a variety of recreational activities; however these activities, in a designated Recreation/Staging Unit, may not take place in more than 30 percent of its area.

## b. Regional Preserve

A Regional Preserve is an area with outstanding natural or cultural features that are protected for their intrinsic value as well as for the enjoyment and education of the public. The essential features of a Regional Preserve may be open space (wilderness, scenic beauty, flora and fauna), or archaeological, historic or geological resources. The name of the preserve may reflect these features, e.g., Huckleberry Botanic Preserve. Generally, the size of a Regional Preserve is determined by the characteristics, nature and needs of its special features.

A number of new preserves are being acquired as mitigation for development in Eastern Contra Costa and Alameda Counties. These acquisitions are strategically selected for their potential to preserve contiguous wildlife corridors and habitat for wildlife species at risk.

The District has 21 Regional Preserves: Ardenwood Historic Farm, Bishop Ranch Open Space, Black Diamond Mines, Botanic Garden, Brooks Island, Browns Island, Brushy Peak, Claremont Canyon, Huckleberry Botanic, Las Trampas Wilderness, Leona Canyon, Mission Peak, Morgan Territory, Ohlone Wilderness, Robert Sibley Volcanic, Round Valley, Sobrante Ridge Botanic, Sunol Wilderness, Sycamore Valley Open Space, Vasco Caves and Waterbird. Future Regional Preserves will include the Byron Vernal Pools, Doolan Canyon, Rancho Pinole and Vasco Hills. Potential Regional Preserves are Cedar Mountain, Clayton Ranch, Duarte Canyon, and Tesla.

- **PRPT3:** The primary objective of a Regional Preserve is to preserve and protect significant natural or cultural resources. A Regional Preserve must have great natural or scientific importance (for example, it may contain rare or endangered plant or animal species and their supporting ecosystems, significant fossils, unique geologic features, or unusual topographic features) or be of such significant regional historic or cultural value as to warrant preservation.
- **PRPT4:** The size of a Natural or Cultural Preserve must be sufficient to ensure that its significant resource(s) can be managed so as to be protected and enjoyed. The significant resource(s) will consist of botanical, wildlife, geologic, topographic, archaeological, historic, or other features. The Recreation/Staging Unit(s) providing for public access and services will comprise no more than five percent of the area.
- **PRPT5:** A Wilderness Preserve is a distinct District category and is different from state or federally designated wilderness areas. A Wilderness Preserve must be sufficiently wide at all points to minimize disturbance from noise and to protect the qualities of the wilderness. The area will be a minimum of 3,000 acres. The area may exceed 10,000 or more acres with the potential for both unrestricted and possibly restricted public access areas. The area will include a view shed that does not degrade the values of the preserve. Motorized vehicles will not be allowed within the Wilderness Preserve except for park maintenance or emergency services. Generally, the Recreation/Staging Unit(s) providing for public access and services will comprise no more than one percent of the area.







- **PRPT6:** An Open Space Preserve will generally consist of at least 200 acres of undeveloped open space land within or bordering an urban area. An Open Space Preserve may be used for agriculture or for passive recreational activities that do not require substantial facilities or improvements.

### c. Regional Recreation Area

A Regional Recreation Area provides a variety of outdoor recreational experiences on a site that is particularly well suited to the type of recreational activities that the District provides. There are 9 Regional Recreation Areas:

Camp Arroyo, Cull Canyon, Don Castro, Kennedy Grove, Little Hills, Quarry Lakes, Roberts, Shadow Cliffs, and Temescal.

Future Regional Recreation Areas will include Delta Access. Potential Regional Recreation Areas are Bethany Reservoir, Chain of Lakes, Delta Recreation, Dumbarton Quarry and East Bay Gateway.



Photo: Susan Tealy

**Shadow Cliffs Regional Recreation Area**  
Pleasanton, CA

- **PRPT7:** A Regional Recreation Area will be at least 40 acres in size, including both land and water area. The area must have established regional recreation facilities or the potential to provide the opportunities for regional facilities such as picnicking, swimming, fishing, camping and boating. The area must lend itself to development for a variety of uses that meet recreational needs and it must be able to withstand intensive public use. The Recreation/Staging Unit providing for public access and services may comprise no more than 90 percent of a Regional Recreation Area.

### d. Regional Shoreline

A Regional Shoreline provides significant recreational, interpretive, natural, or scenic values on land, water and tidal areas along the San Francisco Bay and the Sacramento/San Joaquin Delta.

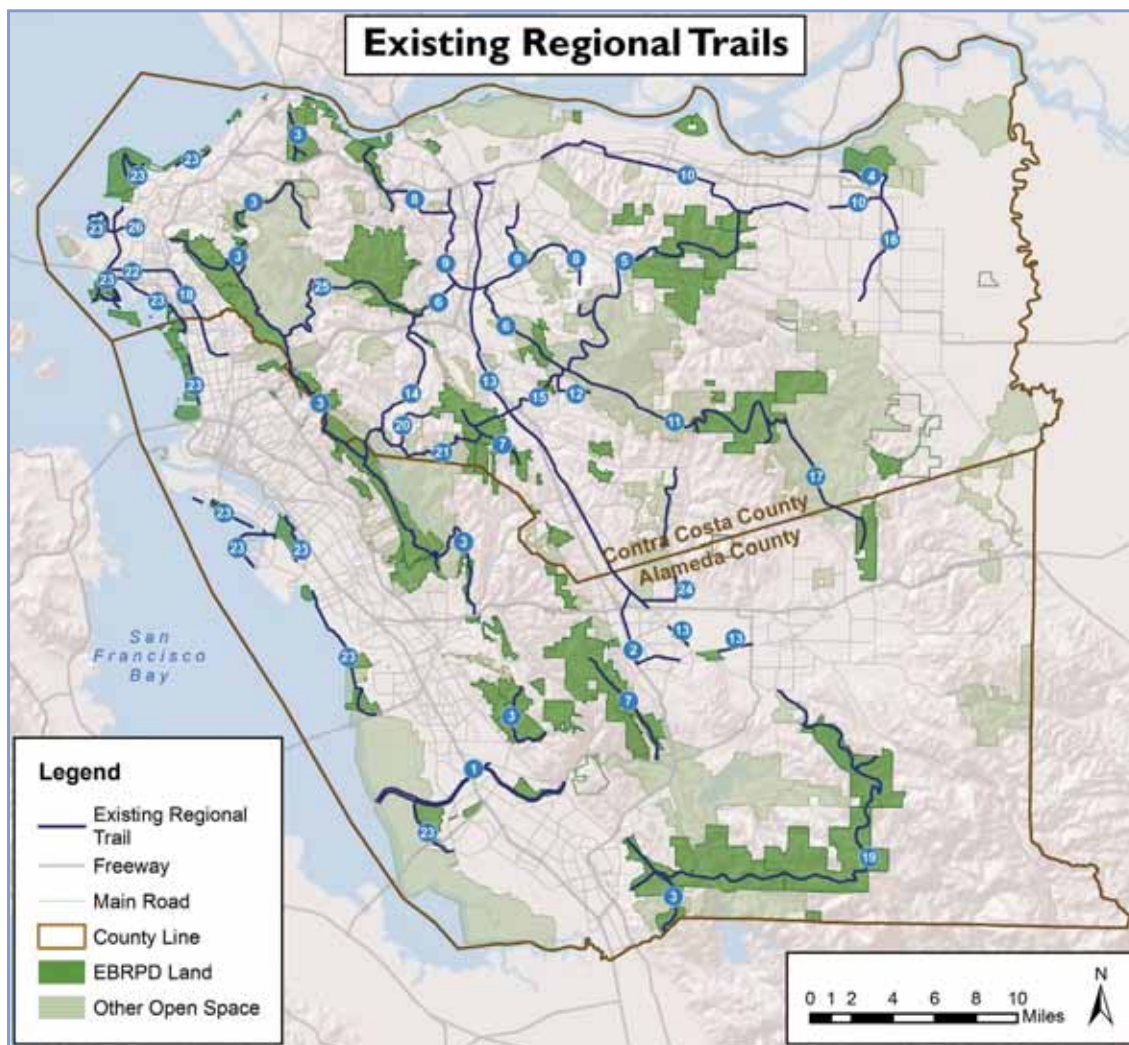
There are 14 Regional Shorelines: Antioch/Oakley, Bay Point, Big Break, Carquinez Strait, McLaughlin Eastshore State Park, Miller/Knox, Hayward, Martin Luther King, Jr., Martinez, Oyster Bay, Point Isabel, Point Pinole, Robert W. Crown Memorial State Beach and San Pablo Bay. Potential Regional Shorelines are Alameda Point (Naval Air Station), Alvarado Wetlands, Pittsburg Wetlands, Point Edith Wetlands, Point Molate, Oakland Shoreline and North Richmond Shoreline.

- **PRPT8:** A Regional Shoreline (one area or a group of smaller shoreline areas that are connected by trail or water access) must contain a variety of natural environments and manageable units of tidal, near shore wetland and upland areas that can be used for scientific, interpretive, or environmental purposes; and/or contain sufficient land and water to provide a variety of recreational activities, such as swimming, fishing, boating, or viewing. The Recreation/Staging Unit providing for public access and services may comprise no more than 30 percent of a Regional Shoreline.



Photo: Larry Tong

**McLaughlin Eastshore State Park**  
Albany, CA



- |                                             |                                            |
|---------------------------------------------|--------------------------------------------|
| 1. Alameda Creek Trail                      | 14. Lafayette-Moraga Trail                 |
| 2. Alamo Canal Trail                        | 15. Las Trampas to Mt. Diablo Trail        |
| 3. Bay Area Ridge Trail                     | 16. Marsh Creek Trail                      |
| 4. Big Break Shoreline                      | 17. Morgan Territory to Brushy Peak (CCWD) |
| 5. Black Diamond Mines to Mt. Diablo Trail  | 18. Ohlone Greenway Trail                  |
| 6. Briones to Mt. Diablo Trail              | 19. Ohlone Wilderness Trail                |
| 7. Calaveras Ridge Trail                    | 20. Old Moraga Ranch Trail                 |
| 8. California State Riding and Hiking Trail | 21. Redwood/Las Trampas Trail              |
| 9. Contra Costa Canal Trail                 | 22. Richmond Greenway                      |
| 10. Delta de Anza Trail                     | 23. San Francisco Bay Trail                |
| 11. Diablo Trail                            | 24. Tassajara Creek                        |
| 12. Green Valley Trail                      | 25. Tilden to Briones Trail                |
| 13. Iron Horse Trail                        | 26. Wildcat Creek                          |







### e. Regional Trails

Regional trails provide multiple-use, pedestrian, equestrian and bicycling connections between District parks, thus encouraging alternative modes of transportation and helping to reduce pollution. They also link District parks with other local parks, open spaces, trails, transportation and employment centers and urban communities. Regional trails, by their nature, traverse a wide variety of terrain, including urban streets, open rangelands, irrigation canal banks, utility corridors and former railroad rights-of-way. The District seeks to acquire and develop trails in usable links, with appropriate connections or terminus points for each link, and appropriate staging areas. Existing regional trails, in varying stages of completion, include the Bay Area Ridge Trail, San Francisco Bay Trail, Calaveras Ridge Trail, California State Riding and Hiking Trail, Contra Costa Canal Trail, Delta de Anza Trail, Iron Horse Trail, Lafayette-Moraga Trail and Marsh Creek Trail. Other, planned regional trails include the East Bay Greenway, Great San Joaquin Delta Trail, Mokelumne Coast-to-Crest Trail and Tassajara Creek/Ridge Trail.

A new and different kind of Regional Trail in which the Park District is playing a major development role is the San Francisco Bay Water Trail, a shoreline route designed to provide launch and landing sites, including campsites and other amenities for wind surfers, kayakers and other non-motorized small boats. The Tidewater Boating Center at Martin Luther King Jr. Regional Shoreline has been designated as the first access point for the Water Trail and more than a dozen additional Water Trail sites are planned along the District's 31 miles of Bay shoreline in Alameda and Contra counties.

- **PRPT9:** Regional trails will connect regional parks or trails to each other, to parks and trails of other agencies, or to areas of unusual scenic beauty; vista points, San Francisco Bay, Delta or lake shoreline, natural or historic resources, or similar areas of regional significance. Regional trails may also connect regional parks and trails to important destinations such as transit centers, schools, colleges, civic centers, other major institutions, employment centers, large commercial complexes, or residential areas. A regional water trail may provide a water connection with launching and landing sites for small watercraft to points along the San Francisco Bay shoreline and/or the Sacramento/San Joaquin River and Delta.
- **PRPT10:** The District encourages the creation of local trail networks that provide additional access points to the regional parklands and trails in order to provide loop trail experiences and to connect the regional system to the community. The District will support other agencies in completing local trail networks that complement the Regional Trail system and will coordinate with local agencies to incorporate local trail connections into District brochures.
- **PRPT11:** Regional trails may be part of a national, state, or Bay Area regional trail system. The District will cooperate with other agencies and organizations to implement these multi-jurisdictional efforts.



**Iron Horse Regional Trail**  
Alamo, CA



**Lake Chabot Regional Park**  
Castro Valley, CA

# MASTER PLAN 2013





## EXISTING, FUTURE AND POTENTIAL PARKS LISTED BY REGIONAL PARKLAND CLASSIFICATION

### REGIONAL PARKS

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

Existing		Future	Potential
Anthony Chabot	Dry Creek Pioneer	Deer Valley	Concord Hills*
Briones	Dublin Hills	Vargas Plateau	
Charles Lee Tilden	Garin		
Contra Loma	Lake Chabot		
Coyote Hills	Pleasanton Ridge		
Crockett Hills	Redwood		
Del Valle	Wildcat Canyon		
Diablo Foothills			

### REGIONAL PRESERVES

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

Existing		Future	Potential
Ardenwood Historic Farm	Mission Peak	Byron Vernal Pools	Cedar Mountain
Bishop Ranch Open Space	Morgan Territory	Clayton Ranch	Duarte Canyon
Black Diamond Mines	Ohlone Wilderness	Doolan Canyon	Tesla
Brooks Island	Robert Sibley Volcanic	Rancho Pinole	
Browns Island	Round Valley	Vasco Hills	
Brushy Peak	Sobrante Ridge Botanic		
Claremont Canyon	Sunol Wilderness		
Huckleberry Botanic	Sycamore Valley Open Space		
Las Trampas Wilderness	Vasco Caves		
Leona Canyon Open Space	Waterbird		

\* Previously known as Concord Naval Weapons Station

## EXISTING, FUTURE AND POTENTIAL PARKS LISTED BY REGIONAL PARKLAND CLASSIFICATION, CONT.

### REGIONAL RECREATION AREAS

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

Existing		Future	Potential
Camp Arroyo	Quarry Lakes	Delta Access	Bethany Reservoir
Cull Canyon	Roberts		Chain of Lakes
Don Castro	Shadow Cliffs		Delta Recreation
Kennedy Grove	Temescal		Dumbarton Quarry
Little Hills			

### REGIONAL SHORELINES

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

Existing		Future	Potential
Antioch/Oakley	Martinez		Alameda Point (Naval Air Station)
Bay Point	McLaughlin East Shore State Park		Alvarado Wetlands
Big Break	Oyster Bay		North Richmond Shoreline
Carquinez Strait	Point Isabel		Oakland Shoreline
Miller/Knox	Point Pinole		Pittsburg Wetlands
Hayward	Robert W. Crown Memorial State Beach		Point Edith Wetlands
Martin Luther King, Jr.	San Pablo Bay		Point Molate
			East Bay Gateway





## RESOURCE MANAGEMENT AND LAND USE PLANNING

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

- a. Land Use Plan or LUP and Land Use Plan Amendment or LUPA
- b. Interim Land Use Plan or ILUP
- c. Checklist Amendment
- d. System-wide Plan
- e. Other Agency Plan
- f. Trail Plan (including Trail Corridor Study)



**Garin/Dry Creek Pioneer Regional Parks**  
Hayward, CA

■ **PRPT12:** To protect park resources while providing for regional recreational use and access, the District will prepare plans (Land Use Plans or System-wide Plans) that describe:

- The various levels of resource protection and recreational intensity in the parks.
- Development projects and land management strategies for trails and parks.
- Planning efforts will include consideration of proposals from the public.
- Historical information about the parks.

The District will strive to create and maintain up-to-date information about each of its parks. Significant changes or amendments to adopted plans will require further public comment and Board action.

### **a. Land Use Plan (LUP) and Land Use Plan Amendment (LUPA)**

A Land Use Plan (LUP) is the long-range plan for an entire park. It evaluates park resources, documents and recommends programs for managing and conserving these resources, discusses key planning issues, indicates relevant policies and offers proposals for future recreational and

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

Occasionally an existing LUP needs to be amended; this can be to incorporate additional land that has been acquired to enlarge the park, new opportunities for access to the parkland, a need to adjust the resource management strategies or uses within the park. Land Use Plan Amendments or LUPA are developed only to modify specific aspects of the current LUP. A LUPA tiers off of the existing LUP and focuses on specific additions or revisions to the existing document.

- **PRPT13:** Land Use Plans will identify future resource management strategies and recreational use for entire parks and establish appropriate Land Use Designations. The District will continue to prepare Land Use Plans for new parks and will amend existing Land Use Plans as needed to accommodate growth and change.

### b. Interim Land Use Plans (ILUP)

The Interim Land Use Plan (ILUP) may be used for parkland that does not have a LUP, but is being used by the public. The objective is to bring the land under the Park District's operational and stewardship management systems and to define appropriate intensities of use. This abbreviated planning process is used to quickly provide structure to public access and use of the land in order to prevent impacts to resources. An ILUP addresses three basic planning requirements:

- Resource protection
- Public access
- Public safety

An ILUP will include recommendations for the development of programs and/or facilities to support these requirements. The focused nature of the ILUP makes it a "placeholder" for an eventual LUP process and is intended to provide an option to quickly establish use and resource management criteria in a situation where public access is already established.

- **PRPT14:** Interim Land Use Plans will identify the minimum requirements for protecting resources and making a site safe and accessible for public use.

### c. Checklist Amendments

The Checklist Amendment is used to amend an existing Land Use Plan, or Interim Land Use Plan to incorporate newly acquired parkland into an existing park; if no significant capital improvements or other projects are needed to open it to public use. Use of the Checklist Amendment must meet the following requirements:

1. There is an existing Land Use Plan or Interim Land Use Plan for the Park or Shoreline.
2. There is no "project" included in the amendment that would require review under CEQA, or a Categorical Exemption under CEQA can be prepared.
3. Land uses will be limited to pre-acquisition use or passive public trail use on existing trails.
4. Property opening and ongoing operational costs will be minimal and can be accommodated within the existing budget.
5. A background report establishing these findings is reviewed by the PAC and Executive Committee and approved by the Board.







#### d. System-wide Plan

The District uses system-wide planning to create efficient and consistent strategies for land use, facilities development, services, recreation and interpretive programs or resource management in similar circumstances that may exist over several parklands or within the entire two-county area. Opportunities for effective system-wide planning include managing vegetation, protecting and managing wildlife corridors and balancing the distribution of services and facilities, such as service yard facilities. An example of a System-wide Plan is the Wildfire Hazard Reduction and Resource Management Plan, adopted for the Measure CC funding area. Since these plans are general in nature and may overlay parkland with an existing LUP, the System-wide plan will take into account the detailed study that is the basis for the LUP and will not supersede the LUP.

- **PRPT15:** The District will prepare system-wide plans, as needed, to create strategies for land use, facilities, services, recreation and interpretive programs and resource management projects that improve service to the region. The system-wide plans will be consistent with resource protection policies and District standards and may establish Land Use Designations for parklands. System-wide plans will be flexible enough to accommodate existing LUPs, which will take precedence unless amended.

#### e. Other Agency Plans

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

- **PRPT16:** The District will coordinate with other agencies and organizations involved in planning for jointly managed facilities that extend beyond its jurisdiction. When applicable, the District will use planning documents and California Environmental Quality Act (CEQA) documents produced by, or in cooperation with, other agencies for its park and trail planning and development.

#### f. Trail Plans

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

- **PRPT17:** Where trail alignment is not predetermined by a relationship to established corridors such as roads, railroad rights-of-way, canals, utility corridors, or similar facilities, the District will prepare a study or a plan for the trail, taking into account any factors it deems relevant to alignment and feasibility. After determining a feasible trail alignment, the District will seek to acquire the necessary land tenure and develop the trail for public use. The District may acquire a wider corridor for a proposed trail to provide an enhanced environment for the trail before determining the final alignment for the trail.
- **PRPT18:** The District will coordinate with other agencies and organizations involved in planning for jointly managed regional trails or trails that extend beyond the District's jurisdiction. When applicable, the District will use planning and environmental studies done by or in cooperation with other agencies for trail planning and development.

## LAND USE DESIGNATIONS

The District establishes Land Use Designations, also known as unit designations, to indicate the levels of resource protection required and recreational intensity allowed in specific areas of a park. Land Use Designations applied to the parklands include:

- a. Natural Units
- b. Recreation/Staging Units (a staging area offers access to visitors through parking or a trail head, for example)
- c. Special Protection Features (SPF)
- d. Special Management Features (SMF)

Each parkland is unique and has different special features and mixes of Natural and Recreation/Staging Units.

- **PRPT19:** The District will establish unit designations (Natural Units, Recreation/Staging Units) and Special Features (Special Protection Features and Special Management Features) in a LUP or a System-wide Plan and will identify these units in appropriate planning documents.



Sycamore Valley Open Space Preserve  
Danville, CA







### a. Natural Units

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

- **PRPT20:** Natural, open space, or wildland areas with lower intensity recreational uses and facilities (primarily trails) will be designated as Natural Units. Natural Units will generally comprise the majority of parkland acreage, except in Regional Recreation Areas. Parklands will be designated as Natural Units to maintain open space and significant features in a cohesive area. A Natural Unit may contain Special Protection Features and Special Management Features.

### b. Recreation/Staging Units

Recreation/Staging Units are generally located near access roads on relatively flat land areas and along natural or artificial water bodies. These are areas that are suitable for more intensive public recreational use and are of sufficient size to support the necessary parking, utilities and infrastructure needed for such use. Recreation/Staging Units provide automobile access to the parks as well as parking facilities. Examples of the types of improvements that may be found in Recreation/Staging Units include:

- Rest rooms and showers
- Picnic areas
- Irrigated turf and non-irrigated meadows
- Interpretive facilities
- Children's play areas
- Camping facilities
- Equestrian facilities
- Event centers and meeting rooms
- Shelters
- Aquatic facilities

Ideally, these areas are clustered and located at the edges of the parks, but they may be located within a park in special circumstances. Specific facilities for the Recreation/Staging Unit of each park are identified in planning documents. The District complies with state and federal laws in making facilities within Recreation/Staging Units accessible to those with disabilities.

- **PRPT21:** Areas of higher level recreational use and concentrations of service facilities will be designated as Recreation/Staging Units. Where possible, these areas will be clustered and located on the edges of the park.



Lake Chabot Regional Park  
Castro Valley, CA



Sibley Volcanic Regional Preserve  
Oakland, CA



### c. Special Protection Features

Special Protection Features (SPF) identify areas with unique or fragile natural, cultural, aesthetic or educational features, such as biologic, hydrologic, archaeological, historic, or geologic resources. This designation provides the greatest amount of protection for resources that require specialized types of management to preserve and enhance them. The District provides for this specialized management through management “prescriptions” which are written to guide the park maintenance and operating staff. Management prescriptions are developed for each type of Special Protection Feature, such as a rare plant or animal.

- **PRPT22:** Areas with unique or fragile features will be designated as Special Protection Features to preserve and enhance them through specialized management. Special Protection Features may be closed seasonally or permanently to public access, if public access will endanger them.

### d. Special Management Features

Special Management Features (SMF) primarily identify constructed or modified features such as wildland vegetation management areas, plantations of exotic trees (such as olive groves), farm fields and dams that require specialized types of management. The District provides direction for managing each type of SMF through written “prescriptions” that are used by operations and maintenance staff.

- **PRPT23:** Areas and facilities that have special requirements, such as fields and dams, will be designated as Special Management Features.



## PLANNING AND MANAGEMENT GUIDELINES FOR NATURAL UNITS

The guidelines below apply to Land Use Designations in all parkland classifications:

- The District will provide access and staging opportunities for fire prevention, police, maintenance and public use. Natural Units will generally not be crossed or disturbed by public roads. However, roadways that exist when land is acquired may remain open. Parkland may contain narrow rural roads, which the District may use for trails, public safety, or maintenance, or may abandon if not needed. The District will limit its road construction to the minimum necessary. As part of its Natural Unit preservation policy, the District will acquire and manage open space view sheds to preserve the intrinsic natural and historic qualities of state and locally designated scenic highway corridors. The District will not permit motorized vehicles off designated roads other than emergency or maintenance vehicles, unless identified in the individual park plan. The District will oppose the development of new public roads through its parklands by other public agencies and will not construct scenic roads. Bicycle use will be regulated through Ordinance 38.
- Improvements permitted within a Natural Unit include narrow trails and wider multi-use trails to serve walking, hiking, riding, bicycling and other trail users; backpack and equestrian camps; occasional benches and picnic tables; shelters; overlooks and structures and displays for interpretation, as appropriate. Also, in appropriate locations, the District may create or enhance existing resources such as marshes, wildlife habitat areas and ponds for outdoor interpretation. Facilities for resource management, park operations and public safety may include corrals, security residences, fencing, telephones, potable water and toilets.
- Trails in Natural Units will be marked with informational and directional signs. The District will clearly designate restricted uses. The District will provide patrol and security in coordination with local law enforcement agencies and other agencies such as water districts, where appropriate.



Photo: Fred Rowe

Claremont Canyon Regional Preserve  
Oakland, CA





**Concord Hills Regional Park** formerly known as the Concord Naval Weapons Station  
Concord, CA

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

- The LUP for a Regional Preserve will delineate significant resources with Special Protection Features.
- In a Regional Preserve that is of historic value, the District will seek to use construction styles that are consistent with and associated with the relevant historical period. If the District considers replicating or recreating former structures on historical sites, the parkland planning document will establish the necessary level of authentication to maintain historical integrity.
- The District will only improve an Open Space Preserve for public use if such use will not require substantial facilities and if such use will require only minimal maintenance and operating costs. The District may consider crop production as the primary or only use in an Open Space Preserve.
- In an Open Space Preserve, local/planning public documents (such as subdivision reports for the entire development) should contain maintenance agreements, and designate agricultural use and public access to the parkland to avoid future misunderstanding. The District will negotiate agricultural level fencing before it accepts land given as a gift.
- The District can only dispose of an Open Space Preserve by transfer to another public agency or non profit open space agency. Such disposition can occur only if the future use of the area is restricted to parks and agricultural uses in perpetuity.
- Where a larger land feature – such as a canyon, a narrow valley, a ridge, a plateau, or a floodplain – intersects the Regional Trail, the trail should encompass the entire width of the feature, if feasible, to provide for appropriate open space and trail connections.





## PLANNING AND MANAGEMENT GUIDELINES FOR RECREATION/STAGING UNITS

The guidelines below apply to Land Use Designations in all parkland classifications:

- Parks and trails should have at least one area that is suitable for staging/parking purposes; selected staging areas may include horse-trailer parking. Recreation/Staging Units are to be located at the edge of a Natural Unit whenever possible to minimize roads within the park.
- Recreation/Staging Units contain primary recreational development and parking/staging facilities, such as restrooms, public safety and maintenance service facilities, research facilities, signage, kiosks, interpretive facilities, picnic areas, irrigated turf meadows, food concessions, camping facilities, equestrian facilities and archery; other regional facilities, non-profit recreational facilities and other appropriate regional recreational facilities. Shoreline or water-oriented parks may also include beaches, bath houses, fishing piers, boat launches, marinas, and services related to boating, fishing and swimming.
- The design and landscaping of all facilities will harmonize with the surrounding natural landscape. Facilities will be designed to avoid or minimize impacts on natural resources.



Roberts Regional Recreation Area  
Oakland, CA



Castle Rock Regional Recreation Area  
Walnut Creek, CA

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

- The location and use of a Recreation/Staging Unit within a Regional Preserve will be consistent with the purposes of the preserve.
- If a Regional Preserve has a designated historical period, the Recreation/Staging Unit will have an appearance that harmonizes with the style of the relevant historic period. The District may permit commercial uses for an historic building – such as crafts, stores, book shops and art shops – if these uses are harmonious with the style of the building and if they do not adversely affect the preservation and enhancement of the structure's historical significance.
- The District may need to alter the environment or conduct extensive maintenance to facilitate intensive public recreational and interpretive use of a Regional Recreation Area. Alterations may include creating habitat areas, ponds, artificial lakes and playing fields.
- The District will strive to expand public shoreline access to a Regional Shoreline. Landing or launching spots for small boats will be incorporated when feasible. Except for facilities that must be on the shoreline or over the water surface, the District will confine all staging and recreational facilities, where possible, to uplands that are a minimum of 100 feet from the actual shoreline. Facilities such as parking that do not depend on water will be located in areas that are screened from view, when practical. Development will take into account projected sea level elevations that are based upon scientific analysis. Accommodation of sea level rise will be done in a manner that uses biologically based methods when feasible.

- Where feasible, the District will provide multi-use opportunities on trails within the same trail corridor. Bicycling and equestrian paths will be separate wherever possible, although they may share a common corridor. Trails should be wide enough to accommodate designated users. The use of motorized vehicles is prohibited on regional trails unless they conform to the Board approved definition of a “Power-Driven Mobility Device” used by a person with impaired mobility as delineated in the Interim Policy on the Use of Other Power-Driven Mobility Devices, which Policy shall be consistent with the applicable provisions of the Americans with Disabilities Act.
- The District will take appropriate measures to protect adjacent or nearby properties from Regional Trail activity and to protect trail users from activity on adjacent or nearby properties. These measures may include signage, planting, control of vegetation or pests, and assistance in providing fencing or gates. The District will consult and work cooperatively with property owners or operators, especially in agricultural areas of active cropland or rangeland, to identify and control or eliminate conflicts.
- The District will patrol regional trails, provide signs and may provide fencing to assure appropriate security for adjacent farmland property and crops. In areas of eastern Contra Costa County with active, or potentially active crop production, the District will develop and operate trails only after consulting with adjacent property owners and mitigating any conflicts. The District will provide fencing, signs and patrolling of trails to ensure the security of adjacent rangeland property after consulting with adjacent property owners. The District will route and design trails to minimize trail related impact on adjacent rangeland uses.

- The District's regional trails will not allow motorized vehicles of any kind, except to accommodate persons with disabilities.
- The District will encourage other agencies, community organizations and businesses that can benefit from trail access to develop and operate feeder trails and connections to the regional trails.



Temescal Regional Recreation Area  
Oakland, CA

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







## FACILITY DEVELOPMENT

The District builds facilities within the park and trail system to protect resources, serve operational requirements and support recreational uses and activities. The locations of planned facilities are designated in the planning document for each park. Facility development ranges from small projects – such as signs, fences, or footbridges across creeks – to utilities, roadways, parking lots, fishing piers and visitor centers. The District schedules facilities for construction as part of the annual budget process. Factors that can influence construction scheduling include project size, the need to respond to emergencies, or the unforeseen availability of funding. The District also receives facility development proposals from other organizations or agencies, from the owners of easements that cross District lands and from leaseholders. Policies that affect facility development appear below.

- **PRPT24:** The District will seek to locate facilities in a manner that preserves open space whenever possible. The District will design proposed facilities so that their color, scale, style and materials will blend with the natural environment. Park improvements will be designed to avoid or minimize impacts on wildlife habitats, plant populations and other resources.
- **PRPT25:** The District will prepare a five year Capital Improvement Plan as a part of its annual budget, listing construction projects to be built over a five-year period. The Capital Improvement Plan will be based upon available funds. The District will fully consider approved park plans in preparing the Capital Improvement Plan.
- **PRPT26:** The District will follow established procedures and guidelines consistent with the Master Plan in considering proposals from individuals and groups who wish to develop or use facilities within the parks. It may be necessary to prepare an amended or focused planning or project document before the project can be approved. Fees may be charged to the individual or group proposing the project to cover permit, environmental and planning costs.
- **PRPT27:** The District will fully comply with the requirements of the California Environmental Quality Act (CEQA) for the development of new facilities. Evidence of CEQA compliance will be provided in the planning document or separately as a project-specific CEQA document. The District will also comply, when appropriate, with National Environmental Policy Act (NEPA).
- **PRPT28:** New utility lines will be placed underground on land owned, operated, or managed by the District to retain the optimal visual qualities of the area. Rights of way and easements for utilities will not be granted without under-grounding. The District will work in cooperation with the utility companies to place existing overhead utilities underground (unless so doing conflicts with applicable codes) as soon as practical and will work with other agencies and neighbors to reduce visual impacts on adjacent lands. The District will seek to avoid the construction of high voltage power lines within the parklands, particularly in areas of sensitive or aesthetically important resources and in preserve areas.
- **PRPT29:** The District will keep its lands, including all ridges and peaks, free of additional communication facilities in order to maintain open viewshed, natural conditions and public use as well as to limit vehicular and service activities. Communication sites will be regulated by the provisions of the Communication Site Policy which states that no new licenses will be granted beyond December 31, 1999, except for efforts that will consolidate sites or improve visual quality. The District will work to reduce the detrimental visual impact of buildings, towers and access roads at existing sites and will work with other agencies and neighbors to reduce this impact on adjacent lands.

# MASTER PLAN 2013



Wild Turkey Lodge, Camp Arroyo  
Livermore, CA



Wild Turkey Lodge, Camp Arroyo  
Livermore, CA







Lake Chabot Regional Park  
Castro Valley, CA



# Chapter 5 – Human and Financial Resources



## INTRODUCTION

By Sunne Wright-McPeak  
*Former Secretary of Business, Transportation  
and Housing for the State of California*

Good public policy promotes quality of life and treasures the natural resources of the community and the world. The best public policy occurs when caring people begin with a vision and collaborate with others to pursue that vision, involving the public every step of the way.

At East Bay Regional Parks, good planning is a legacy in itself. It began with a handful of dedicated citizens during The Great Depression of the 1930s who recognized the remarkable natural assets of the East Bay and set about a plan to protect them and share them with the public.

The District's value to the East Bay reaches far beyond and deeper than the preservation of open spaces, forests, waterways and historical sites. It is spiritual nourishment for those who seek respite and recreation amid nature, for families who play together and find their connection to nature in the parks, and for businesses and educational institutions who locate here in hopes they can lure talented employees, students, and families who will then become promoters and patrons of the parks.

As a native Californian who has called the East Bay home for more than 40 years, I will continue to find spiritual replenishment, health and happiness with my family and friends in these magnificent parks. As a lifelong public servant, I understand the importance of the District's new, 10-year Master Plan and will eagerly watch the Plan's promise unfold to continue protecting our legacy of parks for our children and future generations.





## OUR RESOURCE BASE

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



Photo: Kevin Fox



Photo: Shelly Lewis

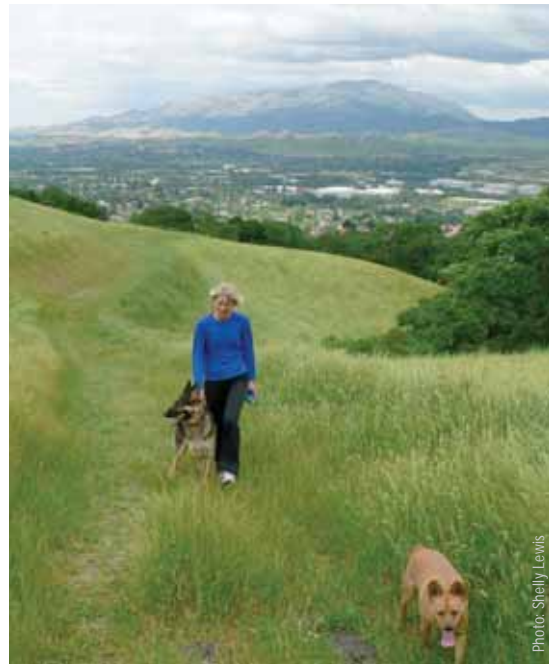


Photo: Shelly Lewis



Photo: Shelly Lewis

Top clockwise: Mission Peak Regional Preserve, Fremont; Bishop Ranch Regional Open Space, San Ramon; Antioch/Oakley Regional Shoreline, Antioch; Coyote Hills Regional Park, Fremont; Huckleberry Botanic Regional Preserve, Oakland, CA

## PUBLIC SERVICE (PS)

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

## PUBLIC OUTREACH

The population of the East Bay Regional Park District is becoming increasingly more culturally diverse. In 1930, just prior to the District's creation, 34,000 people (6% of the District's population) were non-white. Today, almost 1,295,662 of the region's 2,259,000 residents (approximately 51%) are non-white. In addition, District residents in growing numbers are choosing to honor and celebrate their ethnic and cultural heritage in the Regional Parks. The trend to cultural diversity is expected to continue. In light of these projected changes in the demographics of Alameda and Contra Costa counties, the varying recreational interests of different communities, and the geographic distribution of these communities, the District has expanded its efforts to be aware of and sensitive to the needs of diverse park user groups. The District will continue to adapt its services to meet these needs. The District's policy on Cultural Diversity appears below:

- **PS1:** The District will continue to adapt its services and programs in response to changes in the East Bay's resident population, recognizing that the cultural diversity of the District is expected to increase.

- **PS2:** The District will develop programs and activities, consistent with the District's mission, that respond to the recreational preferences of its culturally diverse population and that recognize the heritage of District residents. The District will also focus on developing programs to involve youth in District activities. These programs will be coordinated, whenever possible, with other organizations in the East Bay, emphasizing partnerships with school districts, recreation and conservation agencies, and community groups.



The Little Farm, Tilden Regional Park  
Berkeley, CA

- **PS3:** The District will broaden its outreach efforts, multilingual media programs and signage to inform the public about its mission, its programs and facilities, and its hiring practices and opportunities in an effort to encourage public involvement throughout. The District will communicate to its various audiences with sensitivity to their needs and will seek to ensure that its purposes and services are well understood. The District will solicit community input on an ongoing basis regarding how to engage its constituency and meet its needs.

- **PS4:** The District will include members of its increasingly diverse population in all aspects of its operations; from hiring staff and engaging consultants, contractors and concessionaires to appointing docents, interns and others. The District will be sensitive to the diversity of its population in the design and operation of District facilities and the prioritization of District acquisitions. An emphasis will be placed on developing the multilingual capabilities of the District.







## PUBLIC PARTICIPATION

The District strongly encourages public comment, advice and participation in the wide range of issues relating to the services it provides as a public agency. To this end, the Board of Directors has established a citizen-based Park Advisory Committee (PAC) to examine and make recommendations about policy matters and the plethora of issues that affect the District. The PAC meets regularly and reports its recommendations to the Board. The District will work to communicate with neighbors and community groups on issues that affect local use and appreciation of the regional park system.

- **PS5:** All meetings of the Board of Directors and its committees will be open to the public and conducted in full compliance of the Ralph M. Brown Act. The District will use the public meeting process to receive and evaluate public comment and will properly notify newspapers of general circulation in the area of its meetings. The District will communicate with neighbors and community groups and will conduct informational meetings with interested groups as needed to clarify District programs and activities. Where appropriate, the District will mail notices of its meetings to interested park users and adjacent landowners.
- **PS6:** The District will provide public information services to encourage public use of the parklands and to communicate about the purposes of the District, the environmental value of parklands, program offerings and meeting schedules.
- **PS7:** The District will use its best efforts to respond to the needs of its residents for Regional Park and recreational activities that will add to their enjoyment and quality of life. The District will establish programs to assist individuals and groups who require special help, including people who are elderly, physically disabled, or economically disadvantaged.
- **PS8:** As necessary, the Board will establish special advisory committees, task forces, joint study committees and joint powers agencies that will gather information, solve problems and provide recommendations for complex parkland issues. These committees will report their recommendations to the Board.



Photo: Hillary Van Austen

Oyster Bay Regional Shoreline, Bill Lockyer Bay Trail Bridge dedication  
San Leandro, CA



## HUMAN RESOURCES (HR)

The efforts of many people – employees, volunteers, elected board members, advisory committee members, contractors, concessionaires, interns and others – are critical to the continued operation of the District and the realization of the goals of this Master Plan.

The East Bay Regional Park District is committed to equal employment opportunity for all persons. The Human Resources Division works in partnership with all District divisions to recruit, hire, train, and retain a well-qualified and diverse workforce which reflects the communities we serve.

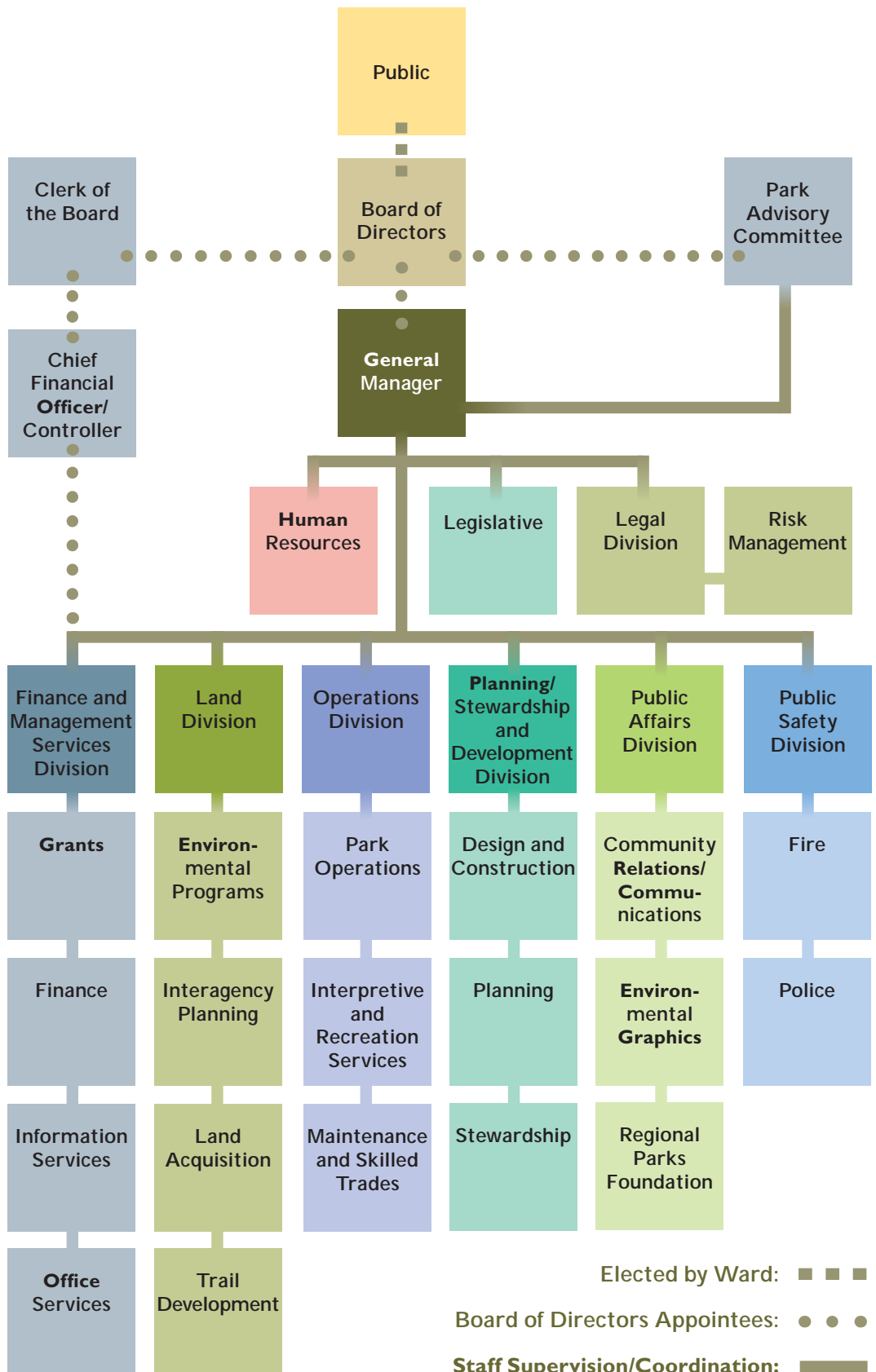
The largest percentage of the District workforce is in the Operations Division, which is directly engaged in operating and maintaining the District's 113,000 acres of parklands and hundreds of miles of trails for the enjoyment and use of the public. Public Safety staff provides police and fire services for the safety and protection of parkland users and employees. Public Safety also protects the natural resources, structures and lands of the District. Acquisition, Planning and Capital Improvement groups work to purchase lands and provide new or renewed facilities in accord with this Master Plan. Staff members in Interpretation, Recreation, Public Affairs, Finance, Human Resources, Stewardship, Information Systems and several other departments provide programs and specialized services to support District activities. The District employs creative and well tested strategies for operating its parklands and will continue to use similar operating strategies to accommodate new acquisitions, increased public use and new park development.



Top clockwise: Dairy Glen camping facility construction, Coyote Hills Regional Park, Fremont; EBRPD's wildlife program manager assesses an injured hawk; Officer Irvin and K9 Baer; fish plant, Shadow Cliffs Regional Recreation Area, Pleasanton, CA.



# EAST BAY REGIONAL PARK DISTRICT ORGANIZATION CHART





## EMPLOYEES

The District's employees are an essential resource. They provide dedicated professional service for all aspects of the District's operations. The District employs regular status employees to maintain parks and facilities and to provide multi-faceted support services. The District employs a large number of seasonal employees to fulfill peak periods and hires temporary employees to fill short term, non-recurring needs. As delegated by the Board of Directors and directed by the General Manager, employees are responsible for the work necessary to achieve the District's mission and vision.

■ **HRI:** Before opening a park to the public, the District will provide funds, equipment and staffing for a proper level of parkland maintenance. The District will review this level periodically for the entire District and as it adds new facilities or lands. The District will provide administrative and service facilities throughout the two-county area for efficient operations of the parks. These facilities may or may not be located in park sites.

The District's training programs teach employees job skills to excel within current positions and to prepare for promotional opportunities. From internal training programs to tuition reimbursements for college courses, the District contributes to the development of highly skilled employees. In addition, the District's year round intern programs represent a cooperative relationship between the District and other educational or service organizations. Interns must be college students seeking experience in the work world. Interns provide significant service to the District for planning, management or financial studies, field work, and public outreach programs, and they receive valuable training in return. They form an important bridge between the community and the District by bringing new ideas, conveying the District's purpose and goals to District residents and becoming prospective future employees.

■ **HR2:** The District will maintain a highly motivated and trained workforce to manage, supervise, coordinate, and work on the District's activities; including park operations, maintenance, public safety, environmental education, recreation, resource management, land acquisition, development, program services, and administration. The District will also preserve and expand project opportunities for interns that are both academic and operational in focus.



East Bay Regional Park District Police Department





## VOLUNTEERS

Volunteers link the District to the community, provide an important level of support for the District, and are a cherished and irreplaceable resource. The District welcomes the participation of volunteers in all suitable aspects of its operations.

■ **HR3:** The District will actively seek volunteers – individuals and organizations – to support its activities and programs. Volunteer service will be coordinated with and integrated into the District’s operations in a manner that complements the services provided by staff, concessionaires, contractors and others. The District will commit resources to support volunteer services and will offer formal recognition to acknowledge the value of volunteers.



Photo: Isaac Jones



Photo: Hillary Van Aulsteh

Left to right: Volunteers in Martin Luther King Jr. Regional Shoreline, Hayward; Ardenwood Historic Farm, Fremont; and Black Diamond Mines Regional Preserve, Antioch, CA

“I volunteer pulling French broom and other invasive plants in Redwood Regional Park because I love the sun in my face, the feel of the earth in my hands with the wind blowing in the trees overhead; and most of all, I love feeling that I am doing something concrete to help heal our environment. We can see the difference over the years as the tangled vegetation opens up and the native plants return. Plus, it’s great exercise and a lot more fun than a gym.”

– Wendy Tokuda

*Former CBS anchor and invasive plant removal volunteer*



## PARK ADVISORY COMMITTEE (PAC)

The Park Advisory Committee (PAC) is a 21-member citizens' advisory group appointed by the East Bay Regional Park District Board of Directors. Candidates are nominated by individual Board members and a variety of other public entities, such as the Mayors' Conference, Board of Supervisors, and Special District Chapters and Labor Councils of Alameda and Contra Costa counties. The PAC studies issues and makes recommendations and comments on a spectrum of policy issues, such as conservation grazing, dogs, horses and bikes in parks, the Park District budget, parkland dedication, naming park facilities, park land use plans, new concessions and more.

“When the District’s Board of Directors and staff listen to diverse opinions on issues from a variety of perspectives, they become more effective in creating a Master Plan that reflects the public interest. The Park Advisory Committee plays a significant role in this process.”

– Glenn Kirby, Chairperson  
Parks Advisory Committee



2013 Park Advisory Committee (left to right): John Mercurio (Vice-Chair), Benjamin Yee, James Yann, Robert Coomber, Robert Simmons, Dr. Richard Godfrey, Dan Pellegrini, Dayne Johnson, Dawn DeMarcus, Dan Walters, Colin Coffey, Judi Bank, Bruce Kern, Mona Palacios, and Glenn Kirby (Chair). Not pictured: Bruce Beyaert, Matt Madison, Jeremy Madsen, E.J. Shalaby, Peter Volin, and Rich Walking.





## REGIONAL PARKS Foundation

Supporting East Bay Regional Parks

“The Regional Parks Foundation’s effective partnership with the East Bay Regional Park District remains at the heart of our joint success in raising awareness for the Regional Parks and encouraging life-long community involvement. The Master Plan is testament to the importance of future planning and the essential commitment to keep the Regional Parks accessible and thriving for generations to come.”

– Rand Swenson  
Refinery Manager, Phillips 66,  
San Francisco Refinery and President,  
Regional Parks Foundation  
Board of Directors (2011-13)



Photo: Shelly Lewis

Tilden Regional Park  
Berkeley, CA



Volunteer Trail Safety Patrol



Photo: Hillary Van Austen

Vasco Caves Regional Preserve  
Brentwood, CA

## REGIONAL PARKS FOUNDATION

The Regional Parks Foundation was established in 1969 to support the East Bay Regional Park District. The Foundation's mission is to support the Regional Parks through fundraising that provides broader public access, resource protection and preservation, education and recreational programs, and the acquisition of parklands. One of the top priorities is to ensure that underserved populations – particularly children – have equal access to the East Bay Regional Park District's parks, trails, programs, and services. The Foundation annually raises private funds to provide support for a group of core program initiatives including:

- **Campership:** This top priority program of the Regional Parks Foundation raises funds to provide camping scholarships for youngsters from low-income families residing within Alameda and Contra Costa counties.
- **Environmental Conservation:** Funds are raised to help support wildlife habitat enhancement efforts, in addition to volunteer park and trail maintenance and clean-up projects.
- **Membership:** The Regional Parks Foundation offers annual Memberships to individuals who frequent their Regional Parks.
- **Legacy Gifts:** In addition to being able to support the work of the Foundation through regular donations, the Foundation accepts legacy gifts through bequests and charitable remainder trusts.
- **Parks Express Transportation:** Low-cost transportation is provided to organized groups, making it possible for under-represented populations to enjoy a day in the Regional Parks.
- **Special Projects:** At the request of the Park District, the Regional Parks Foundation steps in to support special capital improvement projects throughout the Regional Parks.



Contra Loma Regional Park  
Antioch, CA





## CONCESSIONAIRES

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

- **HR4:** The District will use concessionaires that are economically viable as independent entities to augment services to the public, in keeping with the Concession and Special Use Policy. Concessions may be used to operate special recreational facilities at District sites such as equestrian centers, food service, or retail sales services consistent with the District's mission. Concessionaires will be required to provide high quality service, maintain the condition of the facility and provide some share of revenue to the District in return for the use of the District's assets. Concessionaires who provide services in District facilities, or for District activities, will be required to uphold environmental standards and park values consistent with the District's mission.



Photo: Shelly Lewis



Photo: Lisa Poff-Jones



**Top left clockwise:**  
Del Valle Regional Park, Livermore; Sit & Stay Cafe, Point Isabel Regional Shoreline, Richmond; Steam Train and the Carousel, Tilden Regional Park, Berkeley; Chabot Stables, Anthony Chabot Regional Park, Oakland, CA



# FINANCIAL RESOURCES (FR)

## FISCAL MANAGEMENT

The District has historically demonstrated sound fiscal management, administering its financial resources responsibly and conservatively. Focusing on the future, the District's fiscal administration must also be strategic and outcome oriented providing prudent stewardship of District resources and taxpayer funds. To achieve this, the District must acknowledge and communicate with all of its stakeholders, identifying their needs and soliciting their feedback. This can be accomplished by establishing a proactive process which supports a transparent system of procedures for sound, deliberate fiscal planning and management decisions.

- **FR1:** The District's financial planning and management decisions will be based on information and professional projections supporting a transparent system of policies and procedures. The delivery of long-term financial sustainability, solvency and resiliency will be the objectives of this process.

Strategic fiscal management encompasses a long-term view, which provides sustainability and stability. The District will implement long-term planning in the following areas:

- Revenue forecasting
- Pre-construction analysis to determine the operating costs of new facilities
- Projections of escalating staffing needs and costs
- Development of contingency tactics for potentially adverse events
- Continued funding of future liabilities

The District is committed to highlighting performance and results; using the annual budget process to determine goals, allocate resources and measure outcomes. This process keeps the District accountable for performance improvement and exhibits the District's accomplishments in attaining results that are important to stakeholders.

- **FR1b:** The District will not open new parkland for public use unless it has adequate resources for planning and meeting the operational needs for public safety, fire protection, resource stewardship, interpretation and recreation services.
- **FR2:** The District will implement a practice of strategic fiscal management that incorporates annual performance goals that are linked to the District's long-term planning goals. Goals will be transparent, outcomes will be measured and results will be communicated to stakeholders.

“The District is integral to the East Bay’s economy providing outdoor recreation and open space that contributes to our high quality of life, and attracts and sustains business and families.”

– Bruce Kern  
Executive Director,  
East Bay Economic Development Alliance (retired)  
and Park Advisory Committee member



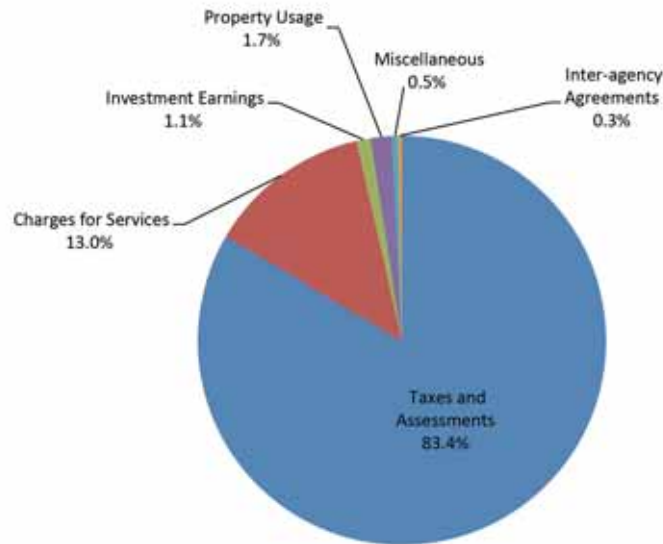


The District is committed to the maintenance of its fiscal credibility, integrity, accountability, trustworthiness and responsible stewardship of taxpayer funds through adherence to written policies and procedures. The District will operate in accordance with the best practices in the field of accounting and budgeting. Fulfillment of this commitment will be verified through the annual external unqualified audit opinion of the District's financial records.

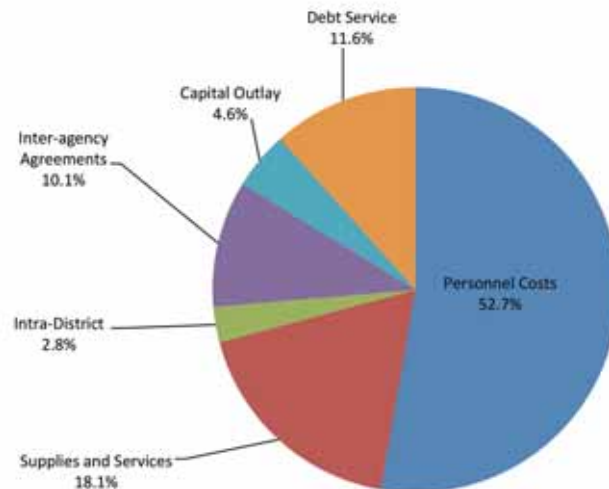
Sound fiscal management also incorporates a robust system of internal controls to safeguard assets and ensure accurate reporting of financial information. The District will continue its commitment to strong system of internal controls through:

- Placing a high value on fiscal responsibility at all levels of the organization
- Implementation of a clear financial control structure
- Development and monitoring of appropriate internal controls
- On-going communication with stakeholders

■ **FR3:** The District is committed to the responsible stewardship of public funds. It will operate in accordance with the best practices in the field of accounting and budgeting, and will also maintain a strong system of internal controls to ensure the security of all District assets. The annual external unqualified audit opinion of the District's financial records will be used to verify its fulfillment of this commitment.



2013  
Revenue  
by Type



2013  
Use of  
Funds

## SOURCES OF FUNDING

The District relies on several sources of funding to acquire, develop, operate and maintain the regional parklands. Eighty percent (80%) of the District's operating budget is from property tax revenues that are provided to the District in accordance with tax sharing agreements with both Alameda and Contra Costa Counties. The District receives funds from eastern Alameda County through another tax sharing agreement with the Livermore Area Parks and Recreation District, and in eastern Contra Costa County through a Landscaping and Lighting District that was established to provide a funding source for District programs in that area. The District also collects revenue from parking and entry fees, fees for interpretive and recreational services and other miscellaneous items based upon the District fee schedule. Revenue from these charges for services provides over 7% of the operating budget. The Board of Directors annually approves the fee schedule after considering recommended adjustments to it.

Property-related assessments and a special excise tax are collected to fund approximately 5% of the cost of operations. These include two Landscape and Lighting Districts, multiple Zones of Benefits and Measure CC.

- In 1991 and 1993 respectively, the District established the East Contra Costa County and the Alameda/Contra Costa County Regional Trails Landscape and Lighting Benefit Assessment Districts. The former is located within the boundaries of the Liberty Union High School District, and the latter includes both Alameda and Contra Costa counties, not including Murray Township and Liberty Union High School District. Both Assessment Districts were reaffirmed by the electorate in 1996 with a positive vote of 67% and 78% respectively. These assessments augment funding for servicing parks and trails located within these geographic locations.
- Zones of Benefit are formed to provide operating resources for specific park properties located in close proximity to assessed parcels.
- In 2004, two-thirds of the voters in the western portion of the District approved Measure CC, which provides approximately \$3.3 million in annual revenue for listed District projects in the area from Oakland through Richmond. The funds provide both operational and project funds through 2020.

Other operating revenues include investment income, property usage, inter-agency agreements and donations.

In 1988 voters approved the \$225 million Measure AA general obligation bond, the proceeds of which were to be used for District property acquisition and park development.

In 2008 voters approved an additional \$500 million general obligation bond for property acquisition and park development by supporting the Regional Open Space, Wildlife, Shoreline and Park Bond (Measure WW). The District has funded significant acquisitions and park construction through the Measure WW bond program which will continue through the final sale of bonds, anticipated to be after 2020.

In 2012 \$25 million of limited obligation bonds were issued by the District to fund Field and Administrative Facility Replacement and Renovation.





# MASTER PLAN 2013



- **FR4:** The District will continue the acquisition and development program and will issue bonds as permitted under law, and as may prove advantageous or necessary within the intent and authority of the District's programs. Where economically advantageous, the District may borrow to make major capital equipment or fixed asset purchases. The District may borrow funds on a short-term basis against anticipated revenue to fund annual operations.
- **FR5:** Leases of District assets may be negotiated to enhance park activities or value and to maximize revenue to the District. Revenues generated from leases will, at minimum, offset the direct and indirect administration costs of the lease and are expected to provide additional revenue to the General Fund.
- **FR6:** The District will continue administering the current benefit assessment districts and related zones of benefit which support local open space and trail improvements. The District will consider establishing additional special assessment districts in support of local open space or recreational facilities when these areas are congruent with Master Plan objectives.
- **FR7:** The District will coordinate with and/or provide services to other agencies when the activities are related to the District's mission. Service agreements will include provision for payments to the District sufficient to support the direct and indirect cost of providing such services.
- **FR8:** The District will seek opportunities to augment and act to protect any and all diversified, equitable, long-term funding sources that support the strategic goals described in this Master Plan.

## DONATIONS, GRANTS AND ENDOWMENTS

Over the past few years, the District has received significant grant funds for capital projects, land acquisitions, endowments for operations and stewardship costs totaling over \$60 million. Some of the many sources for these funds include:

- California Coastal Conservancy
- California Department of Boating and Waterways
- California Department of Parks and Recreation
- Contra Costa County Fish & Wildlife Committee
- Contra Costa Transportation Authority
- East Contra Costa County Habitat Conservancy
- Federal Emergency Management Agency
- Federal Highway Administration
- Gordon and Betty Moore Foundation
- Regional Parks Foundation
- Alameda County Transportation Commission
- Altamont Landfill Open Space Fund

■ **FR9:** The District will aggressively seek grants, donations of funds, mitigation, assets and services that support Master Plan goals. Funds will be disbursed through the annual budget process.



Photo: Duane Little



Photo: Shelly Lewis



Photo: Jerry Ting



Top left clockwise: Pleasanton Ridge Regional Park, Pleasanton; Crockett Hills Regional Park, Crockett; Las Trampas Regional Wilderness, San Ramon; and Black Diamond Mines Regional Preserve, Antioch, CA







Photo: Marc Crumpler

Wildcat Canyon Regional Park  
Richmond, CA



# Chapter 6 – Our Shared Future

## LOOKING FORWARD

By Robert E. Doyle  
East Bay Regional Park District  
General Manager  
2011 – present



Almost 80 years ago a small group of forward thinkers had the bright idea to create the East Bay Regional Park District with a vision, defined by the Olmsted/Hall report, for a new kind of park system that would create “a park system for recreation in a natural setting.” For eight successive decades we have continued to respond to that vision.

As the East Bay has continued to grow, so have we. At our start there were about 575,000 people, today there are 2.6 million. We live in an area that has diverse landscapes and scenic beauty, now preserved in our 113,000 acres and 65 parks. We have a diverse economy, with industry, agriculture, academic institutions, major health facilities, and communities that now reflect their diverse and growing populations. We live, work and play in the East Bay.

At EBRPD we celebrate both the abundant recreation and scenic landscapes we have protected and the diversity of cultures and backgrounds of the people we serve, collaborating with community leaders to ensure that the places and programs we offer meet unique community needs to help people get healthy outdoors. We are fortunate to have a dedicated and well-trained staff and a public that continues to support their Park District.

Many future challenges will greatly impact the Park District, such as providing for a healthy economy and a healthy population in the face of complex transportation, population growth, and climate change issues. We hope you, like previous generations, will continue to be involved, informed, and active in using your parks and supporting the Park District so that future generations will have the opportunity to enjoy these wonderful parks that we have been entrusted to wisely manage for decades to come.

Thank you for supporting your Regional Parks!





## OUR SHARED FUTURE

Today, because of continued urbanization, the need for a regional system of publicly owned open space areas, recreational facilities and trails is perhaps even greater than it was 79 years ago. And as in 1934, the times are uncertain. Among the key challenges that will shape the East Bay Regional Park District of the twenty-first century are:

- Efforts to restructure local government.
- Ballot initiatives and legislative pressures that threaten the District with the potential loss of essential revenues in the face of growing demand for services.
- Economic uncertainty and slower rate revenue growth; limiting our ability to increase services.
- The increased ethnic and cultural diversity of the East Bay.
- Population growth and the related need for more open space and recreational resources.
- Improved scientific knowledge in the areas of natural and cultural resource management.
- Land use changes that could create new regional parks in urban areas.
- The impact of climate change on District resources.
- The competition and use of technology.

The District accepts the responsibility to address these important challenges and offers this Master Plan as its response to the opportunities created by change.

This Master Plan is a rededication of the East Bay Regional Park District to the vision of its founders, the public-spirited citizens and elected officials who accurately foresaw the great potential of this region and who had the courage and the will to advocate creating a park system for the benefit and enjoyment of the public. The plan acknowledges the continuing commitment of the citizens, elected officials and staff whose dedicated efforts have expanded the District from the first four parks established in 1934 to the present system of 65 regional parks and 52 existing or potential regional trails. This Master Plan will guide the District as it responds to the challenges that lie ahead. The policies it establishes will further the protection of natural and cultural resources, help the District provide needed public access and recreational services, guide the District's public planning process to balance resource conservation and recreation and enable the District to manage its human and financial resources effectively.

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



Photo: Teri Sablin

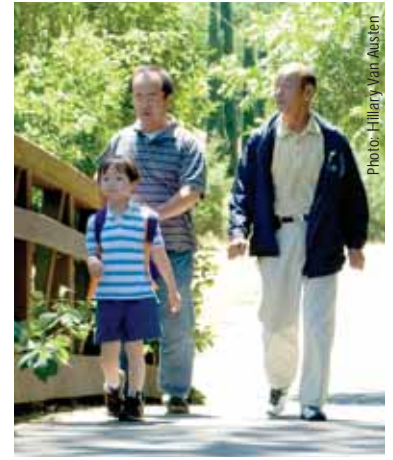


Photo: Hillary Van Auster



Photo: Isa Pelt-Jones



Photo: Hillary Van Auster



Photo: Hillary Van Auster

# CHANGING DEMOGRAPHICS, IMPORTANCE OF CONNECTING YOUTH TO NATURE AND BUILDING FUTURE SUPPORTERS

Today's youth are tomorrow's leaders. At the East Bay Regional Park District, we believe that the young people of this millennium are a vibrant generation of passionate, creative, technologically-connected kids and we want to engage them to become our future employees, elected board members, park volunteers and environmental advocates.

Young people at all ages and from all cultures and socioeconomic status are dialed-in to each other and the world around them – literally – via computers, smart phones through texting, social media and video games. Medical evidence shows that this same generation could use more exercise and connection to the outdoors to curb obesity and for healthful benefits associated with mental and physical wellness and reduction of chronic disease. In many cases these future leaders are missing the real natural environment around them because they aren't connected to the richness that exploration in the great outdoors and parks has to offer them. Park and recreation leaders need to change this.

Fortunately, for some time this important group has already been on the East Bay Regional Park District's radar screen. The District offers summer and seasonal jobs, internships, leadership-in-training opportunities, campership scholarships to those families in financial need (thanks to the Regional Parks Foundation) and many programs directed specifically at young people. But there is more we can – and will do – to engage youth. It's not enough to connect youth to nature; we must get them committed to advocate for their green spaces and natural surroundings.



Lake Chabot Regional Park  
Castro Valley, CA

In partnership with researchers and faculty from San Francisco State University and Cal State East Bay, the Park District is creating a strategy for youth engagement by identifying new ways to unite young people with nature and its bounty of benefit and opportunities. Other partnerships are being created to link our District with community investment programs, medical and family service providers, and with school-based “career pathways” curriculums; examples include science, environmental and other relevant fields offering job readiness guidance to students.

It is essential to the mission, vision and sustainability of the East Bay Regional Park District to provide our best effort to engage youth and become part of the solution to their nature deficit. This important community outreach might be the best investment we can make for the future of our agency and the environmental movement.





# MASTER PLAN 2013

## PARKS, TRAILS AND SERVICES FOR THE 21ST CENTURY

The major areas of growth envisioned in this master plan for the next ten years include completing the projects approved by voters in 2004 and 2008, and abiding by the commitments made to granting agencies and our public for the continued operation, maintenance and expansion of the Regional Parks and Trails. The work will be guided by this master plan according to priorities established by the District's Board and adopted in the annual budget process, and will be undertaken in a financially prudent manner to ensure the District's continued ability to serve the public and meet the challenges of limited operating resources.



**MEASURE WW** Regional Open Space, Wildlife, Shoreline and Parks Bond Extension

This extension of a 1988 bond measure would help preserve thousands of acres of open space, create and expand regional parks and trails, and provide millions of dollars to community park and recreation projects. This extension will also increase the current tax rate.

**East Bay**  
Regional Park District

**Measure AA**  
Celebrating 20 years  
1988 - 2008

- Permanently protected open space, ridgelines, and shorelines for future generations
- Created 17 new regional parks, additions, and segments
- Added over 100 miles of trails
- Funded 235 neighborhood community recreation projects

**East Bay**  
Regional Park District  
**MEASURE WW**  
Regional Open Space, Wildlife, Shoreline and Parks Bond Extension

- Park and Open Space Project
- Flagship Project
- Regional Trail Project
- Water Trail Project
- Existing Regional Trail
- ERAPD Parkland
- Other Open Space

## FUTURE ADDITIONS TO THE REGIONAL PARK AND TRAILS SYSTEM

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

## MASTER PLAN PRIORITIES

This Master Plan sets the following priority objectives for implementing the vision and mission of the District over the next decade:

- Continue to preserve open space as well as natural and cultural resources in the regional parklands through planning, acquisition, management and liaising with other agencies and organizations.
- Complete the acquisition and facility development program of Measure WW, and acquire the new park sites and trail corridors identified in this Master Plan.
- Complete key park and trail projects in the eastern part of the District to serve newly annexed areas and anticipate urban growth.
- Complete the missing East Bay sections of the Bay Area Ridge Trail and the San Francisco Bay Trail.
- Actively seek individual, business and corporate sponsorships, encourage volunteer activities and form other partnerships that improve the availability of services.
- Expand camping facilities and programs, and develop new sites to serve youth, families and groups.
- Expand interpretive and recreational programs to reach more District residents. Launch a focused effort to attract young people and seniors into the Regional Parks. Develop healthful recreational programs and services to meet community needs.
- Integrate lands acquired in partnership with the East Contra Costa County Habitat Conservancy into the regular park system.
- Work cooperatively with other agencies and private interest to develop a strategy to cope with effects of sea level rise along the Bay shoreline.
- Encourage local communities, agencies and organizations to create opportunities for children, youth and families to come to the Regional Parks.



Duck decoys and nesting box  
Quarry Lakes Regional Recreation Area,  
Fremont, CA





## SHAPING THE FUTURE: THE ANNUAL BUDGET (AB)

The chief vehicle for translating the District's vision and mission into action is its annual budget, which serves as the plan for the coming year. Although the development of the budget is an annual process, it is based upon long-range information, including financial forecasts, strategic plans, consideration of non-current liability funding and other information developed to ensure the long-term sustainability of District activities and funding of District mission and commitments. Each division clearly articulates the link between its key objectives and the District's Mission, the Master Plan, the Board priorities as articulated during Board workshops, and the General Manager initiatives.

The budget is prepared under the direction of the General Manager, with recommendation from top management. The review and approval process includes presentation to the Board Finance Committee, the Park Advisory Committee and two public hearings after which the Board of Directors may adopt the budget. The District develops its annual budget with public review and comment. Thus, the preparation of the budget each year provides an on-going opportunity for residents of the two-county area to participate in shaping the future of the Regional Parks.

The District complies with a balanced budget policy. In the past the District has utilized the base budget philosophy. With the recent volatile financial resources, the District has begun relying upon budget request justification, links to key objectives and commitment to accountability of results as criteria for increasing budgets. As part of the annual budget process, the District analyzes the impact that new acquisitions, facility development, and increased levels of use will have on its operations to make strategic adjustments.

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

- **AB1:** The District will continue to use the annual budget process as the primary means for achieving the goals of the Master Plan and will manage the growth of the regional park system within available budget revenues. New revenue will be sought and adjustments to basic services will be considered during the budget process in order to provide new, modified, or expanded services.

“As a result of the Board’s continuing dedication to sound fiscal management, our organization remains stable and committed to fulfilling our mission and vision, despite the difficult fiscal challenges of the past few years.”

– Robert E. Doyle  
General Manager EBRPD,  
2011-present



Above: Garin/Dry Creek Pioneer Regional Parks, Hayward; and an endangered California tiger salamander, Tilden Regional Park, Berkeley, CA



# MASTER PLAN 2013



Above: A pair of young, adult bald eagles: female 4 years old (above left) nesting in a large eucalyptus tree along a secluded area of Lake Chabot Regional Park's shoreline, and the male approximately 5 years old (above right).



Trail maintenance volunteers



Event volunteers



Endangered salt marsh harvest mouse  
Hayward Regional Shoreline, Hayward, CA



California Poppy





## APPENDIX 1

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

The Board of Directors has adopted policies covering subjects that are, in some instances, also shown in this Master Plan. A policy that is adopted by resolution of the Board is normally more detailed and often contains procedures regarding its implementation. Following adoption of this Master Plan, the Board will review each policy below.

The Board has accepted, adopted, or authorized implementation of the following manuals and has delegated authority to the General Manager for reviewing them, revising them and bringing them into consistency with the new Master Plan. Policies within manuals that require Board approval will be brought to the Board for review and consideration.

ADA Self Evaluation and Transition Plan (May 2006)

Archaeological Sites, Guidelines for Protection (Resolution 1989-4-124)

Balanced Budget Policy (Resolution 2009-9-256 & 2009-12-309)

Board Operating Guidelines (Resolution 2011-2-021)

Camping Program Policy (Resolution 1996-4-80)

Concession and Special Use Policy

Communication Site Policy (Resolution 1994-10-264)

Consolidated Fee Schedule (Resolution 2011-11-271)

Cultural Diversity Policy (Resolution 1994-12-320)

Emergency Operations Plan

Environmental Review Manual (Resolution 1987-5-130)

Fire Operations Manual

Interim Policy on the Use of Other Power-Driven Mobility Devices

Interpretive Services Manual

Investment Policy (Resolution 2012-2-020)

Land Disposition Policy (Resolution 1984-3-78)

Naming Policy & Guidelines (Resolution 2004-4-73)

Ordinance No. 38 (Ordinance 2012-04-095)

Park Operations Guidelines

Parkland Dedication Policy (Resolution 1984-3-77)

Personnel Administrative Manual (Resolution 2011-11-273)

Pest Management Policies and Practices (Resolution 1987-11-325)

Police Department Policy Manual and Police Department Procedures Manual

Sustainability Policy (Resolution 2009-4-102)

Volunteer Manual and Handbook

Wildfire Hazard Reduction and Resource Management Plan (Resolution 2010-4-104)

Wildland Management Policies and Guidelines

## APPENDIX 2

### 2013 MASTER PLAN MISSION AND VISION STATEMENTS

- **Mission:** The East Bay Regional Park District preserves a rich heritage of natural and cultural resources and provides open space, parks, trails, safe and healthful recreation and environmental education. An environmental ethic guides the District in all of its activities.
- **Vision:** The District envisions an extraordinary and well-managed system of open space parkland in Alameda and Contra Costa counties, which will forever provide the opportunity for a growing and diverse community to experience nature nearby.

#### To achieve this Vision the District will:

- Provide a diversified system of regional parklands, trails and parkland-related services that will offer outstanding opportunities for creative use of outdoor time.
- Acquire and preserve significant biologic, geologic, scenic and historic resources within Alameda and Contra Costa counties.
- Manage, maintain and restore the parklands so that they retain their important scenic, natural and cultural values.
- Interpret the parklands by focusing educational programs on visitor relationships to nature, natural processes, ecology, the value of natural conditions and the history of the parklands.
- Support the development and retention of well-trained, dedicated and productive employees.
- Improve access to and use of the parks by members of groups who are underrepresented; such as persons with disabilities, the economically disadvantaged and elderly park visitors.
- Balance environmental concerns and outdoor recreational opportunities within regional parklands.
- Provide recreational development that fosters appropriate use of parklands while preserving their remoteness and intrinsic value.
- Create quality programs that recognize the cultural diversity represented in the region.
- Participate in partnerships with public agencies, nonprofit organizations, volunteers and the private sector to achieve mutual goals.
- Provide leadership to help guide land use decisions of East Bay governments that relate to the District.
- Ensure open and inclusive public processes.
- Pursue all appropriate activities to ensure the fiscal health of the District.



**Crockett Hills Regional Park**  
Crockett, CA







## 2013 MASTER PLAN POLICIES

### RESOURCE MANAGEMENT (RM)

- **RM1:** Climate Change is expected to affect these resources in various ways. Changes in the ranges of various species, increased potential for wildfires and pests are anticipated with this change in the weather. In a manner consistent with the desire to “conserve and enhance” its resources, the District must closely track the impact of this phenomenon and if necessary, act to relocate or protect in-situ resources that are being degraded or potentially lost by this change.
- **RM1b:** The District will specifically track and monitor the effects of Climate Change on its resources, interceding when necessary to relocate or protect in-situ resources that are being degraded or lost by this shift in the environment.

### NATURAL RESOURCE MANAGEMENT (NRM)

- **NRM1:** The District will maintain, manage, conserve, enhance, and restore park wildland resources to protect essential plant and animal habitat within viable, sustainable ecosystems.
- **NRM1b:** To help mitigate the effects of climate change, the District will endeavor to conserve and connect habitat for native species through its acquisition and planning processes.
- **NRM2:** Plant and animal pest species will be controlled by using Integrated Pest Management (IPM) procedures and practices adopted by the Board of Directors. The District will employ Integrated Pest Management practices to minimize the impact of undesirable species on natural resources and to reduce pest-related health and safety risks to the public within developed facilities and/or high-use recreational areas.
- **NRM3:** The District will manage park wildlands using modern resource management practices based on scientific principles supported by available research. New scientific information will be incorporated into the planning and implementation of District wildland management programs as it becomes available. The District will coordinate with other agencies and organizations in a concerted effort to inventory, evaluate and manage natural resources to maintain and enhance the biodiversity of the region.
- **NRM4:** The District will identify, evaluate, conserve, enhance and restore rare, threatened, endangered, or locally important species of plants and animals and their habitats using scientific research, field experience and other proven methodologies. Populations of listed species will be monitored through periodic observations of their condition, size, habitat, reproduction and distribution. Conservation of rare, threatened and endangered species of plants and animals and their supporting habitats will take precedence over other activities, if the District determines that the other uses and activities would have a significant adverse effect on these natural resources.
- **NRM5:** The District will maintain and manage vegetation to conserve, enhance and restore natural plant communities, to preserve and protect populations of rare, threatened, endangered and sensitive plant species and their habitats; and where possible, to protect biodiversity and to achieve a high representation of native plants and animals.

- **NRM6:** The District will evaluate exotic eucalyptus, Monterey pine and cypress plantations, shrubland or woodland areas occurring along the wildland/urban interface on a case-by-case basis for thinning, removal and/or conversion to a less fire-prone condition, following the methods laid out in the Fuels Management Plan. The District will minimize the widespread encroachment of exotic and/or invasive species such as coyote brush, poison oak and broom, etc. on parkland and work to preserve native plants where feasible.
- **NRM7:** The District will manage agricultural sites and cultivated areas in accordance with appropriate agricultural or landscaping practices and Integrated Pest Management (IPM) methods to control noxious weed infestations, broom and other invasive, non-native shrubs; and to eventually replace these invasive plants with desirable native species.
- **NRM8:** The District will conserve, enhance and restore biological resources to promote naturally functioning ecosystems. Conservation efforts may involve using managed conservation grazing in accordance with the District's Wildland Management Policies and Guidelines, prescribed burning, mechanical treatments, Integrated Pest Management and/or habitat protection and restoration. Restoration activities may involve the removal of invasive plants and animals, or the reintroduction of native or naturalized species, adapted to or representative of a given site.
- **NRM9:** The District will conserve and protect native animal species and enhance their habitats to maintain viable wildlife populations within balanced ecosystems. Non-native and feral animals will be managed to minimize conflicts with native wildlife species. The District will cooperate on a regular basis with other public and private land managers, and recognized wildlife management experts to address wildlife management issues on a regional scale.
- **NRM10:** The District will conserve, enhance and restore native fish and amphibian populations and their habitats; will develop aquatic facilities, where appropriate, to create a wide variety of fisheries; will monitor fisheries resources to determine species composition, size, population and growth rates; and will cooperate with the California Department of Fish and Wildlife to conserve, enhance and manage its fisheries resources for ecological and recreational benefit.
- **NRM11:** Park water resources will be used for beneficial purposes. Water quality will be monitored to comply with established standards. The District will participate in cooperative efforts to plan comprehensive watershed management and will adopt "best management practice" guidelines for District land use activities to minimize potential storm water pollution. The District will monitor land use planning and development activities by other agencies and cities to avoid potential adverse impacts to parkland from pollutants generated by off-site or upstream sources.
- **NRM11b:** The District will pursue conservation and control technologies for the use of potable and irrigation water. The District will seek to reduce the use of imported water for uses other than human consumption through conservation and by developing other sources of water for irrigation and non-potable needs.
- **NRM12:** The District will manage riparian and other wetland environments and their buffer zones to preserve and enhance the natural and beneficial values of these important resources and to prevent the destruction, loss, or degradation of habitat. The District will participate in the preservation, restoration and management of riparian and wetland areas of regional significance, and will not initiate any action that could result in a net decrease in park wetlands. The District will encourage public access to the Bay/Delta shoreline, but will control access to riparian and wetland areas, when necessary, to protect natural resources.





- **NRM12b:** The District will engage in watershed management planning and practices that will address the shifts in habitat ranges caused by climate change through the preservation and enhancement of streams and wetland areas.
- **NRM13:** The District will identify existing and potential erosion problems and take corrective measures to repair damage and mitigate its causes. The District will manage the parks to assure that an adequate cover of vegetation remains on the ground to provide soil protection. Where vegetative cover has been reduced or eliminated, the District will take steps to restore it using native or naturalized plants adapted to the site. The District will minimize soil disturbance associated with construction and maintenance operations, and will avoid disruptive activities in areas with unstable soils whenever possible. The District will arrest the progress of active gully erosion where practical, and take action to restore these areas to stable conditions. The District will notify adjacent property owners of potential landslide situations and risks on District lands, and will conform with applicable law. The District will protect important geological and paleontological features from vandalism and misuse.



Waterbird Regional Preserve  
Martinez, CA

## CULTURAL RESOURCE MANAGEMENT (CRM)

- **CRM1:** The District will manage, conserve, and when practical restore parkland cultural and historic resources and sites; to preserve the heritage of the people who occupied this land before the District was established; and continue to encourage the cultural traditions associated with the land today.
- **CRM2:** The District may acquire cultural and historic resource sites when they are within lands that meet parkland acquisition criteria, and will maintain an active archive of its institutional history and the history of its parklands and trails.
- **CRM3:** The District will maintain a current map and written inventory of all cultural features and sites found on park land, and will preserve and protect these cultural features and sites “in situ” in accordance with Board policy. The District will evaluate significant cultural and historic sites to determine if they should be nominated for State Historic Landmark status or for the National Register of Historic Places.



- **CRM4:** The District will determine the level of public access to cultural and historic resources using procedures and practices adopted by the Board of Directors. The District will employ generally accepted best management practices to minimize the impact of public use and access on these resources, and to appropriately interpret the significance of these resources on a regional scale.
- **CRM5:** The District will notify Native Americans and other culturally associated peoples in a timely manner of plans which may affect sites and landscapes significant to their culture and will include them in discussions regarding the preservation and land use planning of culturally significant sites and landscapes.
- **CRM6:** The District will accommodate requests by Native Americans, ranching or farming communities and other groups to help maintain and use cultural sites and to play an active role in their preservation and interpretation.

## PUBLIC ACCESS (PA)

- **PA1:** The District will use the concepts of the Healthy Parks Healthy People movement to focus its outreach and education efforts. To achieve the goals of the Healthy Parks Healthy People movement the District will partner with other park, recreation and community organizations; along with schools, local health providers and businesses to provide opportunities for families and individuals to experience both traditional and non-traditional types of outdoor activities while reconnecting to the outdoors.
- **PA2:** The District will provide information about its parks, trails and programs in a variety of venues, languages and types of media. There is a need to serve both a more ethnically diverse set of residents and an increasing number of seniors and youth.
- **PA3:** The District will regularly use formal and informal survey methods to assess the interests of its constituents. This information will be used to guide the development of outreach and educational programs, facilities and activities found in the parks.
- **PA4:** The District will provide access to parklands and trails to suit the level of expected use. Where feasible, the District will provide alternatives to parking on or use of neighborhood streets. The District will continue to advocate and support service to the regional park system by public transit.
- **PA5:** The District will cooperate with local and regional planning efforts to create more walkable and bikeable communities, and coordinate park access opportunities with local trails and bike paths developed by other agencies to promote green transportation access to the Regional Parks and Trails.
- **PA6:** The District will comply with the requirements of the Americans with Disabilities Act and use the current edition of the California State Parks Accessibility Guidelines as its standard for making the improvements necessary to create accessible circulation, programs and facilities throughout the Park District.
- **PA7:** The District will evaluate and monitor the compliance level of access routes from public transit stops into the parks and encourage local agencies to make the improvements necessary to provide compliant accessibility to the parks.
- **PA8:** The District will endeavor to assist individuals and groups who require special assistance with programs or facilities because of physical disability or economic circumstances.





## INTERPRETATION AND RECREATION SERVICES (IRS)

- **IRS1:** The District will provide a variety of interpretive programs that focus attention on the region's natural and cultural resources. Programs will be designed with sensitivity to the needs and interests of people of all ages and backgrounds. Programs will enhance environmental experiences and foster values that are consistent with conserving natural and cultural resources for current and future generations to enjoy. The District will pursue and encourage volunteer support to assist in meeting these objectives.
- **IRS2:** The District will offer recreational programs and services that appeal to participants of all ages and backgrounds, in keeping with its vision and mission. The District will create and manage a comprehensive offering of recreational opportunities, tours and outdoor skills training that will help visitors use and enjoy the parks and trails, and will collaborate with other agencies, organizations and partners to provide a broad spectrum of regional recreational opportunities.

## REGIONAL FACILITIES AND AREAS (RFA)

- **RFA1:** The District will provide areas and facilities that serve the recreational needs of park users, in accordance with the plans, policies and park classifications adopted by the Board of Directors. The District will generally not develop or provide facilities that are more appropriately provided by local recreational and park agencies. Where possible and appropriate, the District will provide multiple-use facilities to serve recreational needs.
- **RFA2:** The District will provide a diverse system of non-motorized trails to accommodate a variety of recreational users including hikers, joggers, people with dogs, bicyclists and equestrians. Both wide and narrow trails will be designed and designated to accommodate either single or multiple users based on location, recreational intensity, environmental and safety considerations. The District will focus on appropriate trail planning and design, signage and trail user education to promote safety and minimize conflicts between users.
- **RFA3:** The District will continue to add narrow trails designated as both single- and multi-use for hikers, equestrians, dog walkers and bike riders throughout the system of regional parklands.
- **RFA4:** The District will expand its unpaved multi-use trail system as additional acreage and new parks are added. The District will continue to provide multi-use trails to link parks and to provide access to park visitor destinations.
- **RFA5:** The District will continue to plan for and expand the system of paved, multi-use regional trails connecting parklands and major population centers.
- **RFA6:** The District will continue to develop group and family picnic facilities throughout the parks system and will continue to improve the reservation system.
- **RFA7:** The District will continue to develop children's play areas in suitable park settings designated for recreation. The District will attempt to incorporate environmental and cultural themes in the design of these facilities.
- **RFA8:** The District will continue to plan, develop and provide a regional system of aquatic facilities at parks that can support these activities. The District will strive to improve public access to lakes and to the San Francisco Bay and Delta shorelines for boating and fishing, and will increase access to swimming beaches.

- **RFA9:** The District will continue to plan and develop a balanced system of regional camping facilities, including day camps, group camps, backpack camps, family camps and residential camps.
- **RFA10:** The District will continue to provide special recreational facilities throughout the parklands to broaden the range of opportunities in the parks and to take advantage of existing resources. The District will ensure that these facilities are compatible with the District's vision and mission, with other parkland resources and priorities, and with public needs and demands.

## BALANCED PARKLAND DISTRIBUTION (BPD)

- **BPD1:** The District will continue to acquire, develop and operate areas and facilities and to provide programs and services with the primary goal of achieving a long-term balance throughout the park system. The District will continue to allocate resources based on the populations from the most current Census data for the West Metropolitan, South Metropolitan and Diablo sectors. To make the most efficient use of public funds, the District will evaluate and seek to support and enhance the parks, programs and services of other agencies.

## KEY ELEMENTS OF THE PLANNING PROCESS (KEP)

- **KEP1:** The District will notify the public about the publication of plans, including proposed design of major new facilities, and the scheduled times for public review and comment. The Board will schedule plan review sessions in the geographic locale of interested communities and will conduct other public outreach efforts as needed to fully communicate the goals of the plan and to accept review and comment from interested individuals.
- **KEP2:** All District planning documents will be developed and approved in compliance with the California Environmental Quality Act (CEQA) and when appropriate, the National Environmental Policy Act (NEPA).
- **KEP3:** The District will identify the important resources in parklands and develop recommendations for protecting them. The park planning process will consider the needs of potential park users along with resource protection recommendations to minimize the impact to identified resources or if necessary, to mitigate for this impact.
- **KEP4:** The District will participate in efforts to protect scenic or cultural resources, develop larger, multi-agency open space preserves, provide recreational opportunities, protect agricultural use, avoid hazards and plan for appropriate urban growth boundaries. The District will work with other jurisdictions to develop open space preservation plans and policies that recognize the District's public interests in open space preservation and that are consistent with Board policy.
- **KEP5:** The District will work actively with cities, counties, districts and other governmental agencies to assure that they understand and consider District interests. The District will protect its interests when other jurisdictions plan or approve projects that affect the District and will work with them to develop and articulate mutual goals that are consistent with the District's standards. The District will seek to understand the perspectives of other governmental agencies and to resolve conflicts in mutually satisfactory ways.
- **KEP6:** The District will work with local governments and other agencies to develop funding agreements that offset the cost of maintaining and operating open space, parklands and trails accepted by the District in a manner consistent with the District's standards.







## ACQUISITION (ACQ)

- **ACQ1:** The District will acquire property in accordance with the Master Plan; giving careful consideration to operating and program needs, the District's financial position, timing factors that affect the sale of the property, opportunities provided under Measure WW and any other funding sources.
- **ACQ2:** Before acquiring land or land rights, the District will prepare an Acquisition Evaluation for the proposed land based on the best available information to determine its consistency with the Master Plan and its suitability as an addition to the District's park and trail system.
- **ACQ3:** The District will hold acquisitions in land bank status until the property is suitable for public access.
- **ACQ4:** District parklands the Board determines are appropriate for permanent commitment to park, recreational, or trail use will be dedicated in perpetuity as provided for in state law. Non-dedicated parklands the District determines are not necessary, or appropriate for District use, may be transferred to other agencies or sold when doing so is in the best interest of the District.

## PLANNING FOR REGIONAL PARKS AND TRAILS (PRPT)

- **PRPT1:** The District will classify existing and potential parklands in the Master Plan. All District parks are categorized into one of the following five classifications:
    - a. Regional Park
    - b. Regional Preserve
    - c. Regional Recreation Area
    - d. Regional Shoreline
    - e. Regional Trail
- At the time that the District prepares a Land Use Plan for a park, it will review the classification of the park and reclassify the park, if appropriate.
- **PRPT2:** A Regional Park must be 500 acres or more, including land and water. It must have scenic or natural resources in at least 70 percent of its area. A Regional Park must have the capacity to accommodate a variety of recreational activities; however these activities, in a designated Recreation/Staging Unit, may not take place in more than 30 percent of its area.
  - **PRPT3:** The primary objective of a Regional Preserve is to preserve and protect significant natural or cultural resources. A Regional Preserve must have great natural or scientific importance (for example, it may contain rare or endangered plant or animal species and their supporting ecosystems, significant fossils, unique geologic features, or unusual topographic features) or be of such significant regional historic or cultural value as to warrant preservation.
  - **PRPT4:** The size of a Natural or Cultural Preserve must be sufficient to ensure that its significant resource(s) can be managed so as to be protected and enjoyed. The significant resource(s) will consist of botanical, wildlife, geologic, topographic, archaeological, historic, or other features. The Recreation/Staging Unit(s) providing for public access and services will comprise no more than five percent of the area.

- **PRPT5:** A Wilderness Preserve is a distinct District category and is different from state or federally designated wilderness areas. A Wilderness Preserve must be sufficiently wide at all points to minimize disturbance from noise and to protect the qualities of the wilderness. The area will be a minimum of 3,000 acres. The area may exceed 10,000 or more acres with the potential for both unrestricted and possibly restricted public access areas. The area will include a view shed that does not degrade the values of the preserve. Motorized vehicles will not be allowed within the Wilderness Preserve except for park maintenance or emergency services. Generally, the Recreation/Staging Unit(s) providing for public access and services will comprise no more than one percent of the area.
- **PRPT6:** An Open Space Preserve will generally consist of at least 200 acres of undeveloped open space land within or bordering an urban area. An Open Space Preserve may be used for agriculture or for passive recreational activities that do not require substantial facilities or improvements.
- **PRPT7:** A Regional Recreation Area will be at least 40 acres in size, including both land and water area. The area must have established regional recreation facilities or the potential to provide the opportunities for regional facilities such as picnicking, swimming, fishing, camping and boating. The area must lend itself to development for a variety of uses that meet recreational needs and it must be able to withstand intensive public use. The Recreation/Staging Unit providing for public access and services may comprise no more than 90 percent of a Regional Recreation Area.
- **PRPT8:** A Regional Shoreline (one area or a group of smaller shoreline areas that are connected by trail or water access) must contain a variety of natural environments and manageable units of tidal, near shore wetland and upland areas that can be used for scientific, interpretive, or environmental purposes; and/or contain sufficient land and water to provide a variety of recreational activities, such as swimming, fishing, boating, or viewing. The Recreation/Staging Unit providing for public access and services may comprise no more than 30 percent of a Regional Shoreline.
- **PRPT9:** Regional trails will connect regional parks or trails to each other, to parks and trails of other agencies, or to areas of unusual scenic beauty; vista points, San Francisco Bay, Delta or lake shoreline, natural or historic resources, or similar areas of regional significance. Regional trails may also connect regional parks and trails to important destinations such as transit centers, schools, colleges, civic centers, other major institutions, employment centers, large commercial complexes, or residential areas. A regional water trail may provide a water connection with launching and landing sites for small watercraft to points along the San Francisco Bay shoreline and/or the Sacramento/San Joaquin River and Delta.
- **PRPT10:** The District encourages the creation of local trail networks that provide additional access points to the regional parklands and trails in order to provide loop trail experiences and to connect the regional system to the community. The District will support other agencies in completing local trail networks that complement the Regional Trail system and will coordinate with local agencies to incorporate local trail connections into District brochures.
- **PRPT11:** Regional trails may be part of a national, state, or Bay Area regional trail system. The District will cooperate with other agencies and organizations to implement these multi-jurisdictional efforts.
- **PRPT12:** To protect park resources while providing for regional recreational use and access, the District will prepare plans (Land Use Plans or System-wide Plans) that describe:
  - The various levels of resource protection and recreational intensity in the parks
  - Development projects and land management strategies for trails and parks.
  - Planning efforts will include consideration of proposals from the public.



# MASTER PLAN 2013



The District will strive to create and maintain up-to-date information about each of its parks. Significant changes or amendments to adopted plans will require further public comment and Board action.

- **PRPT13:** Land Use Plans will identify future resource management strategies and recreational use for entire parks and establish appropriate Land Use Designations. The District will continue to prepare Land Use Plans for new parks and will amend existing Land Use Plans as needed to accommodate growth and change.
- **PRPT14:** Interim Land Use Plans will identify the minimum requirements for protecting resources and making a site safe and accessible for public use.
- **PRPT15:** The District will prepare system-wide plans, as needed, to create strategies for land use, facilities, services, recreation and interpretive programs and resource management projects that improve service to the region. The system-wide plans will be consistent with resource protection policies and District standards and may establish Land Use Designations for parklands. System-wide plans will be flexible enough to accommodate existing LUPs, which will take precedence unless amended.
- **PRPT16:** The District will coordinate with other agencies and organizations involved in planning for jointly managed facilities that extend beyond its jurisdiction. When applicable, the District will use planning documents and California Environmental Quality Act (CEQA) documents produced by, or in cooperation with, other agencies for its park and trail planning and development.
- **PRPT17:** Where trail alignment is not predetermined by a relationship to established corridors such as roads, railroad rights-of-way, canals, utility corridors, or similar facilities, the District will prepare a study or a plan for the trail, taking into account any factors it deems relevant to alignment and feasibility. After determining a feasible trail alignment, the District will seek to acquire the necessary land tenure and develop the trail for public use. The District may acquire a wider corridor for a proposed trail to provide an enhanced environment for the trail before determining the final alignment for the trail.
- **PRPT18:** The District will coordinate with other agencies and organizations involved in planning for jointly managed regional trails or trails that extend beyond the District's jurisdiction. When applicable, the District will use planning and environmental studies done by or in cooperation with other agencies for trail planning and development.
- **PRPT19:** The District will establish unit designations (Natural Units, Recreation/Staging Units) and Special Features (Special Protection Features and Special Management Features) in a LUP or a System-wide Plan and will identify these units in appropriate planning documents.
- **PRPT20:** Natural, open space, or wildland areas with lower intensity recreational uses and facilities (primarily trails) will be designated as Natural Units. Natural Units will generally comprise the majority of parkland acreage, except in Regional Recreation Areas. Parklands will be designated as Natural Units to maintain open space and significant features in a cohesive area. A Natural Unit may contain Special Protection Features and Special Management Features.
- **PRPT21:** Areas of higher level recreational use and concentrations of service facilities will be designated as Recreation/Staging Units. Where possible, these areas will be clustered and located on the edges of the park.
- **PRPT22:** Areas with unique or fragile features will be designated as Special Protection Features to preserve and enhance them through specialized management. Special Protection Features may be closed seasonally or permanently to public access, if public access will endanger them.



- **PRPT23:** Areas and facilities that have special requirements, such as fields and dams, will be designated as Special Management Features.
- **PRPT24:** The District will seek to locate facilities in a manner that preserves open space whenever possible. The District will design proposed facilities so that their color, scale, style and materials will blend with the natural environment. Park improvements will be designed to avoid or minimize impacts on wildlife habitats, plant populations and other resources.
- **PRPT25:** The District will prepare a five year Capital Improvement Plan as a part of its annual budget, listing construction projects to be built over a five-year period. The Capital Improvement Plan will be based upon available funds. The District will fully consider approved park plans in preparing the Capital Improvement Plan.
- **PRPT26:** The District will follow established procedures and guidelines consistent with the Master Plan in considering proposals from individuals and groups who wish to develop or use facilities within the parks. It may be necessary to prepare an amended or focused planning or project document before the project can be approved. Fees may be charged to the individual or group proposing the project to cover permit, environmental and planning costs.
- **PRPT27:** The District will fully comply with the requirements of the California Environmental Quality Act (CEQA) for the development of new facilities. Evidence of CEQA compliance will be provided in the planning document or separately as a project-specific CEQA document. The District will also comply, when appropriate, with National Environmental Policy Act (NEPA).
- **PRPT28:** New utility lines will be placed underground on land owned, operated, or managed by the District to retain the optimal visual qualities of the area. Rights of way and easements for utilities will not be granted without under-grounding. The District will work in cooperation with the utility companies to place existing overhead utilities underground (unless so doing conflicts with applicable codes) as soon as practical and will work with other agencies and neighbors to reduce visual impacts on adjacent lands. The District will seek to avoid the construction of high voltage power lines within the parklands, particularly in areas of sensitive or aesthetically important resources and in preserve areas.
- **PRPT29:** The District will keep its lands, including all ridges and peaks, free of additional communication facilities in order to maintain open viewshed, natural conditions and public use as well as to limit vehicular and service activities. Communication sites will be regulated by the provisions of the Communication Site Policy. No new licenses will be granted beyond December 31, 1999, except for efforts that will consolidate sites or improve visual quality. The District will work to reduce the detrimental visual impact of buildings, towers and access roads at existing sites and will work with other agencies and neighbors to reduce this impact on adjacent lands.



## PUBLIC SERVICE (PS)

- **PS1:** The District will continue to adapt its services and programs in response to changes in the East Bay's resident population, recognizing that the cultural diversity of the District is expected to increase.
- **PS2:** The District will develop programs and activities, consistent with the District's mission, that respond to the recreational preferences of its culturally diverse population and that recognize the heritage of District residents. The District will also focus on developing programs to involve youth in District activities. These programs will be coordinated, whenever possible, with other organizations in the East Bay, emphasizing partnerships with school districts, recreation and conservation agencies, and community groups.



- **PS3:** The District will broaden its outreach efforts, multilingual media programs and signage to inform the public about its mission, its programs and facilities, and its hiring practices and opportunities, in an effort to encourage public involvement throughout. The District will communicate to its various audiences with sensitivity to their needs and will seek to ensure that its purposes and services are well understood. The District will solicit community input on an ongoing basis regarding how to engage its constituency and meet its needs.
- **PS4:** The District will include members of its increasingly diverse population in all aspects of its operations; from hiring staff and engaging consultants, contractors and concessionaires to appointing docents, interns and others. The District will be sensitive to the diversity of its population in the design and operation of District facilities and the prioritization of District acquisitions. An emphasis will be placed on developing the multilingual capabilities of the District.
- **PS5:** All meetings of the Board of Directors and its committees will be open to the public and conducted in full compliance with the provisions and intent of the Ralph M. Brown Act. The District will use the public meeting process to receive and evaluate public comment and will properly notify newspapers of general circulation in the area of its meetings. The District will communicate with neighbors and community groups and will conduct informational meetings with interested groups as needed to clarify District programs and activities. Where appropriate, the District will mail notices of its meetings to interested park users and adjacent landowners.
- **PS6:** The District will provide public information services to encourage public use of the parklands and to present information on the purposes of the District, the environmental value of parklands, program offerings and meeting schedules.
- **PS7:** The District will use its best efforts to respond to the needs of its residents for Regional Park and recreational activities that will add to their enjoyment and quality of life. The District will establish programs to assist individuals and groups who require special help, including people who are elderly, physically disabled, or economically disadvantaged.
- **PS8:** As necessary, the Board will establish special advisory committees, task forces, joint study committees and joint powers agencies that will gather information, solve problems and provide recommendations for complex parkland issues. These committees will report their recommendations to the Board.

## HUMAN RESOURCES (HR)

- **HR1:** Before opening a park to the public, the District will provide funds, equipment and staffing for a proper level of parkland maintenance. The District will review this level periodically for the entire District and as it adds new facilities or lands. The District will provide administrative and service facilities throughout the two-county area for efficient operations of the parks. These facilities may or may not be located in park sites.
- **HR2:** The District will maintain a highly motivated and trained workforce to manage, supervise, coordinate, and work on the District's activities; including park operations, maintenance, public safety, environmental education, recreation, resource management, land acquisition, development, program services, and administration. The District will also preserve and expand project opportunities for interns that are both academic and operational in focus.
- **HR3:** The District will actively seek volunteers – individuals and organizations – to support its activities and programs, both ongoing and new. Volunteer service will be coordinated with and integrated into the District's operations in a manner that complements the services provided by staff, concessionaires, contractors and others. The District will commit resources to support volunteer services and will offer formal recognition to acknowledge the value of volunteers.
- **HR4:** The District will use concessionaires that are economically viable as independent entities to augment services to the public, in keeping with the Concession and Special Use Policy. Concessions may be used to operate special recreational facilities at District sites such as

equestrian centers, food service, or retail sales services consistent with the District's mission. Concessionaires will be required to provide high quality service, maintain the condition of the facility and provide some share of revenue to the District in return for the use of the District's assets. Concessionaires who provide services in District facilities, or for District activities, will be required to uphold environmental standards and park values consistent with the District's mission.

## FINANCIAL RESOURCES (FR)

- **FR1:** The District's fiscal planning and management decisions will be accomplished through a proactive process which supports a transparent system of procedures. The delivery of long-term financial sustainability, solvency and resiliency will be the objectives of this process.
- **FR1b:** The District will not open new parkland for public use unless it has adequate resources for planning and meeting the operational needs for public safety, fire protection, resource stewardship, interpretation and recreation services.
- **FR2:** The District will implement a practice of strategic fiscal management that incorporates annual performance goals that are linked to the District's long-term planning goals. Goals will be transparent, outcomes will be measured and results will be communicated to stakeholders.
- **FR3:** The District is committed to the responsible stewardship of taxpayer funds and will operate in accordance with the best practices in the field of accounting and budgeting. The annual external unqualified audit opinion of the District's financial records will be used to verify its fulfillment of this commitment.
- **FR4:** The District will continue the acquisition and development program and will issue bonds as advantageous or necessary within the intent and authority of the District's programs. Where economically advantageous, the District may borrow to make major capital equipment or fixed asset purchases. The District may borrow funds on a short-term basis against anticipated revenue to fund annual operations.
- **FR5:** Leases will be negotiated to enhance park activities or value and to maximize revenue to the District. Revenues generated from leases will, at minimum, offset the direct and indirect administration costs of the lease and are expected to provide additional revenue to the General Fund.
- **FR6:** The District will continue administering the current benefit assessment districts and related zones of benefit which support local open space and trail improvements. The District will consider establishing additional special assessment districts in support of local open space or recreational facilities when these areas are congruent with Master Plan objectives.
- **FR7:** The District will coordinate with and/or provide services to other agencies when the activities are related to the District's mission. Service agreements will include provision for payments to the District sufficient to support the direct and indirect cost of providing such services.
- **FR8:** The District will seek opportunities to augment, and act to protect any and all diversified, equitable, long-term funding sources that support the strategic goals described in this Master Plan.
- **FR9:** The District will aggressively seek grants, donations of funds, assets and services that support Master Plan goals. Funds will be disbursed through the annual budget process.

## SHAPING THE FUTURE: THE ANNUAL BUDGET (AB)

- **AB1:** The District will continue to use the annual budget process as the primary means for achieving the goals of the Master Plan and will manage the growth of the regional park system within available budget revenues. New revenue will be sought and adjustments to basic services will be considered during the budget process in order to provide new, modified, or expanded services.







Photo: Marc Crumpler

Carquinez Strait Regional Shoreline  
Crockett, CA



## GLOSSARY

**Acquisition (ACQ).** The process through which the District acquires land, or the right to operate land, through purchases, gifts, bequests, dedications, or any other mutually agreed arrangement.

**active recreation.** Outdoor activities oriented toward group sports and activities using District buildings and facilities, as opposed to activities such as nature appreciation, contemplation, photography, or birding; active recreation typically uses athletic fields, recreational buildings, or other District facilities. See also passive recreation.

**ADA Self Evaluation and Transition Plan.** The District's plan for upgrading facilities and services for the disabled, and bringing them into conformity with ADA standards.

**adaptive management techniques.** A systematic process for continually improving management policies and practices by learning from the outcomes of operational programs.

**Americans with Disabilities Act (ADA).** Federal legislation prohibiting discrimination against persons with physical disabilities, and defining related standards of accessibility for public facilities and services.

**Annual Budget (AB).** A plan for a given year based on long-range information; including financial forecasts, strategic plans, and other information developed to ensure the long-term sustainability of District activities and funding of District missions and commitments.

**assessment.** A property-related instrument funding a portion of cost operations for the District. See also zone of benefit.

**Balanced Parkland Distribution.** The District's approach to resource allocation and development of its three regional park sectors through population projections and other factors.

**Board of Directors.** The body of elected members, through four year terms, who jointly oversee the activities of the District.

**California Environmental Quality Act (CEQA).** The California law requiring that the environmental impacts of projects funded or approved by government or public agencies be analyzed and disclosed to the public.

**California Public Resources Code.** The legal code adopted on April 26, 1939, by the California State Legislature, which oversees public lands, parks and open spaces, and sets policy regarding resources on those lands.

**Capital Improvement Plan.** A short-range plan (typically four to ten years) identifying capital projects and equipment purchases, providing a planning schedule, and identifying options for financing.

**Categorical Exemption.** Under the California Environmental Quality Act (CEQA), any one of 30 "classes" or types; applicable to projects that the Secretary of the Resources Agency has determined do not usually have a significant effect on the environment. Unlike statutory exemptions, categorical exemptions are not absolute.

**climate change.** The observed change in the trend of global weather patterns over an extended period of time; which can affect average temperatures, humidity, plant and animal population distributions, sea-level variation, wildfire occurrence, etc.

**Concessionaires.** Businesses that use District facilities to provide services or activities that the District cannot otherwise provide.

**conservation.** An ethic of resource use, allocation, and protection; its primary focus to maintain the health of the natural world, its forests, open spaces, fisheries, habitats, and biological diversity.

**conservation grazing.** Grazing that accomplishes a resource management purpose; such as reducing weedy vegetation, maintaining open habitat, or favoring particular plant or habitat types.





**Cultural Resource Management (CRM).** The management practice of regional parks physically preserving the heritage of those who occupied the parklands before the District was established.

**demographics.** Characteristics of human populations; such as size, growth, density, distribution, and vital statistics.

**donation.** A sum of money or land given to the District, typically free of dictates for application of use. See also endowment; grant.

**East Bay Municipal Utility District (EBMUD).** The entity from which the first regional parks in the East Bay were established.

**East Bay Regional Park District.** The multi-county jurisdiction acquiring, managing, and governing parklands pertaining to this Master Plan; established by voters in Alameda County on November 6, 1934.

**ecosystem.** A community of living organisms interacting with non-living components of their environment and interacting as a living system; defined by the energy-exchange interactions of all of the components of a particular environment including climate, habitat, nutrient production, decomposition, food chains, interdependence, and plant and animal population dynamics.

**endowment.** A financial asset donation to the District in the form of investment funds or other property with a stated purpose at the bequest of the donor; most endowments are designed to keep the principal amount intact while using the investment income from dividends. See also donation; grant.

**fiscal management.** The District's strategic and outcome-oriented administration of financial resources providing prudent stewardship of resources and taxpayer funds; including acknowledgment and communication with all District stakeholders to identify needs and solicit feedback.

**general fund.** The primary fund of the District, similar to a firm's general ledger account; recording all assets and liabilities not assigned to a special purpose fund, and providing the resources necessary to sustain the day-to-day activities, administrative, and operating expenses.

**geocaching.** A relatively recent sport; similar to orienteering but using global positioning systems (GPS) rather than a map and compass to locate containers, or "caches," which have been left at specific locations identified by geographic coordinates.

**Geographic Information System (GIS).** A computer-based mapping and database system providing for the storage and analysis of geographic data (for example, area, ownership, land cover, vegetation types) as a basis of land and resource management decision-making.

**grant.** A sum of money or land given to the District by an organization for a particular purpose. See also donation; endowment.

**green communities.** The concept of an energy-efficient and resource-conserving urban development, planned to minimize land and resource use and dependence on automobiles, and incorporating a variety of ideas and practices; including compact and transit-oriented development, open space preservation, pedestrian and bicycle-oriented street systems, solar and wind power, green building materials, and recycling.

**Habitat Conservation Plan (HCP).** A broad-scale resource conservation plan aimed at mitigating the effects of development on certain special-status species by requiring the dedication of large, contiguous areas of undeveloped habitat, thereby contributing to the recovery or preservation of the species.

**Hazard Reduction Plan.** See Wildfire Hazard Reduction and Resource Management Plan.

**Integrated Pest Management (IPM).** A broadly based approach to controlling invasive or pest populations of insects, pathogens, and weedy plants by integrating an array of available pest control techniques, while minimizing impacts and risks to human health and the environment.

**Interpretation and Recreation Services (IRS).** Recreational and interpretive programs enhancing access and use of the park system.



**Key Elements of the Planning Process (KEP).** A process involving fundamental commitment to public participation and informed review of the Master Plan, including but not limited to compliance with applicable laws; protection of resources in balance with public use objectives; protection of open space; and maintaining on-going liaison with other jurisdictions.

**land banking.** Property acquired by the District that is not open to the public until constraints on public access are removed; such as lack of public access, unsafe conditions, protection of resources, or the need to acquire contiguous land.

**land use planning.** A branch of public policy encompassing various disciplines which seek to order and regulate land use in an efficient and ethical way, thus preventing land use conflicts.

**Master Plan.** The guiding document of the East Bay Regional Parks District; detailing the District's multi-faceted responsibilities, designating the opportunities for community input, and providing a framework for the decision-making of staff, committees, and public officials.

**Mission Statement.** The statement defining the essential role of the District. See also Vision Statement.



Alameda Creek Regional Trail  
Fremont, CA

**mitigation measures.** Under CEQA, actions required to offset or compensate for environmental impacts such as preservation, restoration, or protective actions undertaken to benefit a particular resource, species, or habitat.

**National Environmental Policy Act (NEPA).** The Federal law that established a national policy promoting the enhancement and protection of the environment, signed into law by President Richard Nixon on January 1, 1970.

**National Parks System.** The Federally-based national system of representative natural and cultural areas of significance under National Parks and National Monuments; protected under law for public understanding, appreciation, and enjoyment; maintained in an unimpaired state for future generations by the National Park Service under the Department of the Interior.

**National Register of Historic Places.** The Federal government's official list of districts, sites, buildings, structures, and objects deemed worthy of preservation. See also State Historic Landmark.





**Natural Resources Management (NRM).** Approach to managing the “wildlands” of the District; natural areas that provide watershed, open space, recreation, and ecosystems supporting plant and animal habitat. See also Wildfire Hazard Reduction and Resource Management Plan.

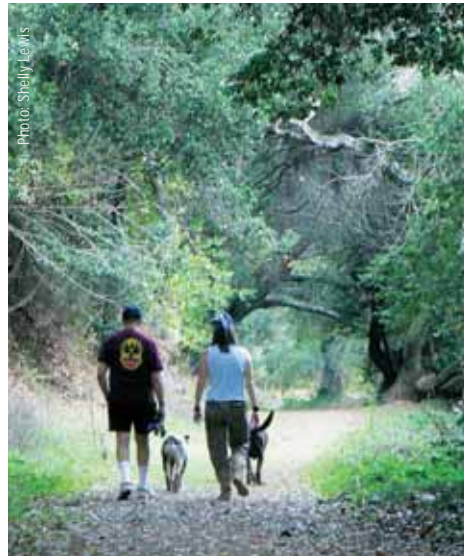
**Ordinance 38.** The East Bay Regional Park District’s rules and regulations for park users; enforceable by law through the District’s Public Safety officers.

**Park District.** See East Bay Regional Park District.

**parkland classifications.** A policy of the Master Plan categorizing parklands into various land use designations or “units;” specifically Natural Units and Recreation/Staging Units.

**Parks Express.** A District outreach program providing low-cost group transportation to regional parks; serving low-income schools, groups serving children from low-income families, seniors, and people with disabilities in Alameda and Contra Costa counties.

**passive recreation.** Outdoor activities oriented toward the experience and appreciation of nature, as opposed to organized team sports. Such activities may include, hiking, jogging, mountain biking, swimming, fishing, bird watching, and picnicking. See also active recreation.



Leona Canyon Regional  
Open Space Preserve  
Oakland, CA

**planning.** See land use planning.

**planning processes.** See Key Elements of the Planning Process (KEP).

**Public Access (PA).** District policy keeping people connected to the regional parks through outreach and educational efforts, providing accessible information about parks, and regularly using formal and informal survey methods to assess the interests of its constituents.

**Public Service (PS).** District policy in response to changes in the East Bay’s resident population; adapting services, programs, and activities consistent with the organizational mission and broadening outreach efforts to include members of its increasingly diverse population in all aspects of its operations.

**QR Codes (Quick Response Codes).** A two-dimensional barcode placed on an interpretive panel and read by a smart phone or other electronic portable device conveying web-based interpretive information.

**Ralph M. Brown Act.** An act of the California State Legislature authored by Assembly member Ralph M. Brown and passed in 1953 that guaranteed the public’s right to attend and participate in meetings of local legislative bodies.

**Rare, Threatened, or Endangered (RTE, or listed) species.** Plant or animal species listed by the U.S. Fish and Wildlife Service or California Department of Fish and Wildlife as specially protected.

**Recreational Facilities and Areas (RFA).** District policy supporting a developed system of active recreational areas and facilities; intended for a wider variety of opportunities and recreational resources beyond that of passive recreation.

**Regional in Nature (RIN).** A bi-monthly publication of the District, distributed in a variety of East Bay newspapers and listing the District’s organized programs and activity offerings.

**Resource Management (RM).** District policy and management methods for the wide variety of natural, cultural, and historic resources contained within its regional parks.

**restoration projects.** Projects undertaken by the District as part of its mission to “manage, maintain and restore the parklands so that they retain their important scenic, natural and cultural values.”



**Special Management Features (SMF).** Primarily constructed or modified features such as wildland vegetation management areas, plantations of exotic trees, farm fields, and dams requiring specialized types of management.

**Special Protection Features (SPF).** Areas with unique or fragile natural, cultural, aesthetic, or educational features such as biologic, hydrologic, archaeological, historic, or geologic resources.

**State Historic Landmark.** A cultural or historic site in the District considered for designation status through the Federal government's National Register of Historic Places. See also National Register of Historic Places (NRM).

**stewardship.** An ethic that embodies the responsible planning and management of resources.

**sustainable/green communities.** See green communities.

**threshold experience.** An introductory outdoor nature experience for urban kids who have not had the opportunity to camp, hike, fish, or learn about wildlife.

**units.** See parkland classifications.

**Vision Statement.** The statement setting the direction, values and objectives of the District. See also Mission Statement.

**Volunteer Trail Safety Patrol (VTSP).** One of a number of District volunteer groups patrolling District trails on foot, horseback, and by bicycle to observe and report safety issues, incidents, and emergencies; assisting park users and educating visitors about District resources, programs, facilities, and rules.



Bay Point Regional Shoreline  
Bay Point, CA

**Wildfire Hazard Reduction and Resource Management Plan.** A plan applied to the District's Natural Resource Management (NRM) policies; serving as a guideline to practices and protections regarding wildfire management; and specifically directed at protection of the urban interface. See also Natural Resource Management (NRM).

**wildlife corridors.** Continuous and connected expanses of land typically connecting regional parks and preserves, and unbroken by urban development or roadways; important to maintaining the foraging, hunting, and mating territories of certain wildlife species.

**zone of benefit.** A local fee assessment levied on property owners or residents of a particular development or area for purposes of funding ongoing maintenance and improvements to that area. See also assessment.





Round Valley Regional Preserve  
Brentwood, CA





# INDEX

**Note:** Bold locators represent images.

- Acquisition (ACQ), 83–84, 85, 86, 142
- activities and facilities matrix, **70–71**
- Alameda Creek Regional Trail, **151**
- Alamo Canal Trail, **55**
- animals, **19, 38, 39, 43, 113, 133, front**
- Anthony Chabot Regional Park, **8, 47, 81, 120**
- Antioch/Oakley Regional Shoreline, **110**
- aquatic activities and facilities, 43, 66, 137, 140
- Ardenwood Historic Farm, **58, 116**
  
- Balanced Parkland Distribution (BPD), 76–77, **76, 141**
- Bay Point Regional Shoreline, **153**
- Big Break Regional features, 22, 64
- Bishop Ranch Regional Open Space, 110
- Black Diamond Mines Regional Preserve, 3, 41, **45, 46, 80, 116, 125, front**
- Board of Directors, 4, 5, 23–24, 23, 134, 146
- Briones Regional Park, 3, **54**
- Budget, Annual (AB), 106, 121, 124, 132, 147
  
- Camp Arroyo, **68, 107**
- camping and overnight facilities, 67, 141
- Capital Improvement Plan, 106, 145
- Carquinez Strait Regional Shoreline, 148
- Castle Rock Regional Recreation Area, **65, 104**
- Census information, U.S., 27–28
- Children’s Outdoor Bill of Rights (COBOR), California, 29
- Claremont Canyon Regional Preserve, 102, **158**
- climate change, 30, 31, 37, 136
- communication facilities, 106, 145
- cessionaires, 120, 146, 147–48
- Concord Hills Regional Park, 103
- Contra Loma Regional Park, 6, **59, 62, 81, 119**
- Coyote Hills Regional Park, 43, **47, 52, 110, 113**
- Crockett Hills Regional Park, **125, 135**
- Crown Memorial State Beach, 8, 30
- Cull Canyon Regional Recreation Area, 66
- cultural and historic resources, see also Native American culture; natural resources, 21, 32, 35–37, 40, 46–49, 80, 138–39
  
- Del Valle Regional Park, 60, **67, 120**
- demographics of the region, 27–28, 129



development impacts, urban, 21, 128

Diablo Foothills Regional Park, 8, **65**

disabilities, persons with: accessibility for, 18, 56, 100, 105, 135, 139; camping and, 67; programs to assist, 146; public participation and, 112

District, see East Bay Regional Park District

Doyle, Robert E. (General Manager), 127, **127**

Don Castro Regional Recreation Area, **156**

Dublin Hills Regional Park, **57**

East Bay Regional Park District: about, 15, 18, 20–24, 27; acquisitions for, 83–86; funding of, 24, 25, 32, 84, 122, 123–24; history of, 25–26; maps of, 20, 22, **74–75**, **153**; Mission statement and, 18; organizational chart for, 114; park area increases for, 26, 26; planning for the future of, 127–32; powers of, 20; Vision Statement and, 18–19

educational and recreational programs, 22, 58–60

employees, see also volunteers, **25**, 115, **115**, 146

endangered species, 38, 39, 43, 136

energy concerns, 31

environmental compliance, 79, 145

erosion management, 31, 45, 138

Facilities and Areas, Recreational (RFA), 62–71

facilities matrix, activities and, **70–71**

farming, see also ranching, 48, **58**, 111, 116, 139

financial resources and management, 109, 119, 121–25, 147

fire management, 40, 41, 42

foreword, 7

fossils, 45, 138

foundations (nonprofit), 29, 56, 67, 118–19, 125, 129

Garin/Dry Creek Pioneer Regional Parks, **19**, 32, **47**, **96**, 132

geological resources, 45, 138

grants, financial, 84, 125, 147

grants, land, 82

grazing management, 40, 41, 42

green communities, 21, 31, 55



Don Castro Regional Recreation Area  
Hayward, CA





Habitat Conservation Plan, East Contra Costa County, **82, 82**  
 Hayward Regional Shoreline, **19, 133**  
 Healthy Parks Healthy People (initiative), **24, 29, 29, 53, 54, 139**  
 high-tech users, **28**  
 historic resources, see cultural and historic resources  
 Hornbeck, Hulet (land acquisitioner), **73–74, 73**  
 Huckleberry Botanic Regional Preserve, **86, 110**  
 human history in the region, see cultural and historic resources; farming; Native American culture; ranching  
 Human Resources (HR), **109, 113, 146–47**

Integrated Pest Management (IPM) methods, **41, 136, 137**  
 Interpretation and Recreation Services (IRS), **58–60, 140**  
 interpretive and educational centers, **22, 22**  
 Iron Horse Regional Trail, **55, 64, 92**

Jarvis, Jon (Director, National Park Service), **7, 7**

Kennedy Grove Regional Recreation Area, **84**

Lafayette-Moraga Regional Trail, **159**  
 Lake Chabot Regional Park, **33, 92, 100, 108, 129, 133**  
 land banking, **85**  
 Land Use Designations, **99–101**  
 Land Use Plan (LUP) options, **78, 87, 96–98, 143–44**  
 Las Trampas Regional Wilderness, **3, 72, 79, 125**  
 Leona Canyon Regional Open Space Preserve, **152**

manuals, board policies and administrative, **134**  
 Margolin, Malcolm (author, publisher), **35–36, 35**  
 Marsh Creek Regional Trail, **64, 160**  
 Martinez Regional Shoreline, **21**  
 Martin Luther King Jr. Regional Shoreline, **66, 68, 116, back**  
 Master Plan: about, **5, 17, 128**; contributors to, **152**; development of, **26**; Mission and Vision Statements for, **18–19, 135**; planning processes and, **27, 75, 77, 87–92, 141**; policies for, **75**; priorities for, **131**; public participation and, **27, 77, 78, 78**  
 McLaughlin Eastshore State Park, **33, 90**  
 meeting guidelines, public, **146**  
 Miller, George (U.S. Congress), **15, 15**  
 Miller/Knox Regional Shoreline, **65, 86**  
 miner families, **46**  
 Mission Peak Regional Preserve, **63, 69, 110, front**  
 Mission Statement, **18, 135**  
 Mobile Visitor Center and exhibits, **59**  
 “Mobility Device, Power-Driven,” **105**  
 Morgan Territory Regional Preserve, **84, front**



Native American culture, see also cultural and historic resources, 48, 48, **49**, 139

natural resources, see also cultural and historic resources, 35–38, 96, 136–38

Natural Units (Land Use Designation), 100, 102–3

Oakland Museum of California collection, front

Ohlone Regional Wilderness, **67**

open space, 21, 37, 80, 145

Open Space Preserve, 103, 143

outreach programs, public, **52**, 53, **53**, 60, 111, 129, 145–46

overnight and camping facilities, 67, 141

Oyster Bay Regional Shoreline, **30**, 86, 112



Photo: Bob Walker, Collection of the Oakland Museum of California

Park Advisory Committee (PAC), 78, 112, 117, **117**

parking facilities, 55, 100, 104

Parkland Distribution, Balanced (BPD), 76–77, **76**, 141

parks, regional, see also specific regional parks: about, 21–22, 25; classification of, 87–90, **88**, **94**; community surveys and, 27; existing, 20; future additions to, 130–31; planning policies for, 142–45

partnerships, 33, 81, 129, 141, 144

patrolling, see also police, 33, 33, 102, 105, 113

picnic areas, 65, 140

planning processes, see under Master Plan

plants, **39**, 133

play areas, 65

Pleasanton Ridge Regional Park, features, 38, 84, 86, **125**

Point Isabel Regional Shoreline, 8, 120

Point Pinole Regional Shoreline, 30



**Lafayette-Moraga Regional Trail**  
Lafayette-Moraga, CA

police, see also patrolling, **113, 115**  
 policies and administrative manuals, board, **134**  
 pollution, concerns with, **38, 44, 137**  
 population statistics, **27–28**  
 Preserves, Regional, **89–90, 94, 103, 104**  
 Public Access (PA) and Service (PS), **51, 52, 139, 145–46**  
 public meeting guidelines, **146**  
 public outreach programs, **52, 53, 53, 60, 111, 129, 145–46**  
 public participation, **78, 78, 112**

Quarry Lakes Regional Recreation Area, **8, 29, 131**

ranching, see also farming, **47, 48, 139**  
 recreational programs, educational and, **22, 58–60**  
 recreational use analysis, resource protection and, **79**  
 Recreation Areas, Regional, **90, 95, 104, 143**  
 Recreation/Staging Units (Land Use Designation), **100, 104–5**  
 Redwood Regional Park, **21, 28, 33, 50, front**  
 Regional Facilities and Areas (RFA), **140–41**  
 Regional Parks Foundation (RPF), **56, 118–19**  
 Resource Management (RM), **136**  
 resource protection and recreational use analysis, **79**  
 revenue by type, **122**  
 riparian resources, **44, 137**  
 roads, policies for, **102**  
 Roberts Regional Recreation Area, features, **56, 104**  
 Round Valley Regional Preserve, **3, 14, 16, 42, 84, 154**

scholarship opportunities, **119, 129**  
 schools, outreach and, **61, 111**  
 sea levels, rise in, **31**





# MASTER PLAN 2013



Shadow Cliffs Regional Recreation Area, **90**, **113**  
 Shorelines, Regional, 31, 38, 90, **95**, 104, 143  
 Sibley Volcanic Regional Preserve, **101**  
 soils management, 45  
 Special District, 21, 27  
 special facilities for recreation, 69, 141  
 Special Management (SMF) and Protection (SPF) Features, 101, 144–45  
 Sunol Regional Wilderness, 21, **36**  
 surveys, public, 27, 28, 79, 139  
 “sustainable/green communities,” 21, 31, 55  
 Sycamore Valley Open Space Preserve, **99**

Temescal Regional Recreation Area, 8, **105**  
 Tidewater Boating Center, 66, 68  
 Tilden Regional Park features, **53**, **68**, **69**, **111**, **118**, **120**, **132**  
 Torlakson, Tom (Superintendent), 51, **51**  
 trails, regional: classification of, 92; future additions to, 130–31; maps of, 20, **91**, **93**;  
 Natural Units and, 102; planning for, 98, 140, 142–45; recreational facilities and, 63–64;  
 Recreation/Staging Units and, 105; types of, 63–64; use of, 28  
 transportation, types and policies for, 24, 55–56, 139

urban development impacts,  
 21, 128  
 utilities, 106, 144, 145

Vargas Plateau Regional Park,  
**85**  
 Vasco Caves Regional Preserve,  
 34, **118**  
 vegetation management,  
 40–41, 136–37  
 Vision Statement, 18–19, 135  
 volunteers, see also employees,  
 33, 116, **116**, **118**, **133**, 147

ward boundaries, map of, 22  
 water and wetlands  
 management, 44, 137, 138  
 Waterbird Regional Preserve,  
**138**

Wildcat Canyon Regional Park, features, **25**, **126**  
 Wilderness Preserve, 89, 143  
 Wildfire Hazard Reduction Plan, 42  
 wildlands management, 37–38, 52, 136, 137  
 wildlife management, 43, 136, 137  
 Wright-McPeak, Sunne (former State official), 109



**Marsh Creek Regional Trail**  
 Contra Costa County, CA

# EAST BAY REGIONAL PARK DISTRICT WOULD LIKE TO THANK THE FOLLOWING CONTRIBUTORS TO THIS MASTER PLAN:

## Board of Directors:

Whitney Dotson, Beverly Lane, Ted Radke, Carol Severin, Doug Siden, John Sutter,  
Ayn Wieskamp, General Manager Robert E. Doyle

## Authored by:

Assistant General Manager, Planning/Stewardship and Development Mike Anderson;  
Chief of Planning Brian Wiese

## Edited by:

Assistant General Manager, Public Affairs Carol Johnson; Administrative Services Manager  
Mary Mattingly; Naturalist, Beverly Ortiz; Legislative Affairs Manager Erich Pfuehler; Senior  
Office Specialist, Planning/Stewardship and Development Patti Zierman; Intern Jasper Hitchen

## Copy Contributors:

Marty Boyer, Dave Collins, Bob Coomber, Afton E. Crooks, Robert E. Doyle, Dr. Rich Godfrey,  
Hulet Hornbeck, Jon Jarvis, Bruce Kern, Glenn Kirby, Gary Knoblock, Richard Louv,  
Ned Mackay, Jeremy Madsen, Malcolm Margolin, Alameda County Supervisor Nate Miley,  
Congressman George Miller, Pat O'Brien, Ruth Orta, Nina Roberts, Cinde Rubaloff,  
Robert Sibley, Rand Swenson, Wendy Tokuda, California State Superintendent of Public  
Instruction Tom Torlakson, Will Travis, Sunne Wright-McPeak, Benjamin Yee

## Parks Advisory Committee:

Judi Bank, Bruce Beyaert, Colin Coffey, Bob Coomber, Dawn DeMarcus, Richard Godfrey,  
Dayne Johnson, Bruce Kern, Glenn Kirby, Matt Madison, Jeremy Madsen, John Mercurio,  
Mona Palacios, Daniel Pellegrini, E.J. Shalaby, Robert Simmons, James Yann, Peter Volin,  
Rich Walkling, Dan Walters, Benjamin Yee

## Art Direction/Layout/Graphic Design:

Hillary Van Austen

## Maps and Illustrations:

Kara Hass, East Bay Regional Park District Archives

## Survey and Data Research by:

Dr. George Manross, SRI Consultants

## Images provided by:

Mark Berk, Steve Bobzien, Nick Cavagnaro, Marc Crumpler, Pete DeQuincy, Davor Desanic,  
Joe DiDonato, East Bay Regional Park District, George Draper, Kevin Fox, Raj Hajela,  
Akio Higuchi, Jasper Hitchen, Emily Hopkins, Stephen Joseph, Jen Joynt, Michael Kellogg,  
Nick Khadder, Bill Knowland, Mona Koh, Wilde Legard, Lance Lewis, Shelly Lewis, Deane  
Little, Mary Malec, Allen Mendez, Beverly Ortiz, Isa Polt-Jones, Mike Reeves, Fred Rowe,  
Eric Sahlin, Susan Teefy, Jerry Ting, Larry Tong, Hillary Van Austen, and Bob Walker,  
Collection of the Oakland Museum of California. *All photo copyrights are held by the photographers.*

## Special Thanks to:

Intern Jasper Hitchen





## LEGEND

### Potential Regional Trails (or partially completed)

- 1 San Francisco Bay Trail \*\***
- 1A Santa Clara County to Coyote Hills
- 1B Coyote Hills to Hayward Shoreline
- 1C Oyster Bay to Martin Luther King Jr.
- 1D Martin Luther King Jr. to Crown Beach
- 1E Bay Farm Loop
- 1F Crown Beach to Alameda
- 1G Oakland Estuary
- 1H Martin Luther King Jr. to Eastshore State Park
- 1I Eastshore State Park
- 1J Pt. Isabel to Miller/Knox
- 1K Miller/Knox to Wildcat Creek
- 1L Wildcat to Pt. Pinole
- 1M Pt. Pinole to Carquinez Strait
- 1N Carquinez Strait to Martinez Shoreline
- 1O Martinez Shoreline to Pt. Edith
- 2 East Bay Greenway**
- 2A Santa Clara County to Fremont
- 2B Union City to Oakland
- 2C Ohlone Greenway
- 3 Bay Area Ridge Trail \*\***
- 3A Mission Peak to Vargas Plateau
- 3B Vargas Plateau to Garin/Dry Creek Pioneer
- 3C Garin/Dry Creek Pioneer to Chabot
- 3D Kennedy Grove to Sobrante Ridge
- 3E Sobrante Ridge to Carquinez Strait
- 3F Feeder Trail #1
- 4 Calaveras Ridge Trail \*\***
- 4A Sunol to Pleasanton Ridge
- 4B Pleasanton Ridge
- 4C Pleasanton Ridge to Las Trampas
- 4D Las Trampas to Briones
- 5 Iron Horse Trail \*\***
- 5A San Joaquin County to Shadow Cliffs
- 5B Shadow Cliffs to Alameda County
- 5C Walnut Creek Channel Extension
- 6 Mokelumne Coast to Crest Trail\*\***
- 6A Contra Loma to Marsh Creek Trail
- 6B Marsh Creek Trail to Delta
- 7 Delta/DeAnza Trail \*\***
- 7A Walnut Creek Channel to Bay Point
- 7B Antioch to Oakley
- 7C Marsh Creek Trail to Rock Slough
- 8 San Francisco Bay to San Joaquin River Trail \*\***
- 8A Niles Canyon
- 8B Niles Canyon to Shadow Cliffs
- 8C Shadow Cliffs to Morgan Territory
- 8D Round Valley to Big Break

### Other Regional Trails

- 9 Coyote Hills to Ardenwood
- 10 Ardenwood to Quarry Lakes
- 11 Old Alameda Creek
- 12 Dunsmuir Heights to Chabot
- 13 Knowland Park to Redwood
- 14 Temescal to Sibley
- 15 Claremont Canyon to Tilden
- 16 Wildcat Creek\*\*
- 17 Hercules to Briones
- 18 Carquinez Strait to Briones
- 19 Briones to California State Riding & Hiking
- 20 Orinda Loop (Sibley, Orinda, Tilden)
- 21 Lafayette/Moraga to Lafayette Reservoir
- 22 Lamorinda to Redwood
- 23 Indian Ridge to Moraga
- 24 Cull Canyon to Bishop Ranch
- 25 Don Castro to Pleasanton Ridge
- 26 Don Castro to Vargas Plateau
- 27 Garin to Pleasanton Ridge
- 28 Vargas to Sunol Ridgeline
- 29 Pleasanton Ridge to Shadow Cliffs
- 30 Shadow Cliffs to Del Valle\*\*
- 31 Doolan Canyon to I-580
- 32 Arroyo Mocho Trail
- 33 Tassajara Creek/Ridge Trail
- 34 Iron Horse to Mt. Diablo
- 35 Lime Ridge to Mt. Diablo
- 36 California State Riding and Hiking\*\*
- 37 CNWS to Black Diamond Mines
- 38 Contra Costa Canal Trail to Delta/DeAnza
- 39 Great California Delta Trail
- 40 Black Diamond Mines to Mt. Diablo
- 41 Black Diamond Mines to Round Valley
- 42 Big Break Shoreline
- 43 Delta Island Shoreline Trail
- 44 Southern Pacific Railroad
- 45 Marsh Creek Trail to Discovery Bay
- 46 Mokelumne to Discovery Bay
- 47 Delta Trail Extension
- 48 Vasco Caves to Brushy Peak
- 49 Brushy Peak to Bethany Reservoir
- 50 Brushy Peak to Del Valle
- 51 Del Valle to Dam Extension
- 52 Del Valle to Cedar Mountain

#### Notes:

Permit is required on trails that cross EBMUD Lands  
\*\* Partially completed trails



“These valuable pieces of land ought to be preserved forever.”

- Robert Sibley,  
Executive Manager  
University of California Alumni  
Association and community  
organizer to create East Bay  
Regional Park District



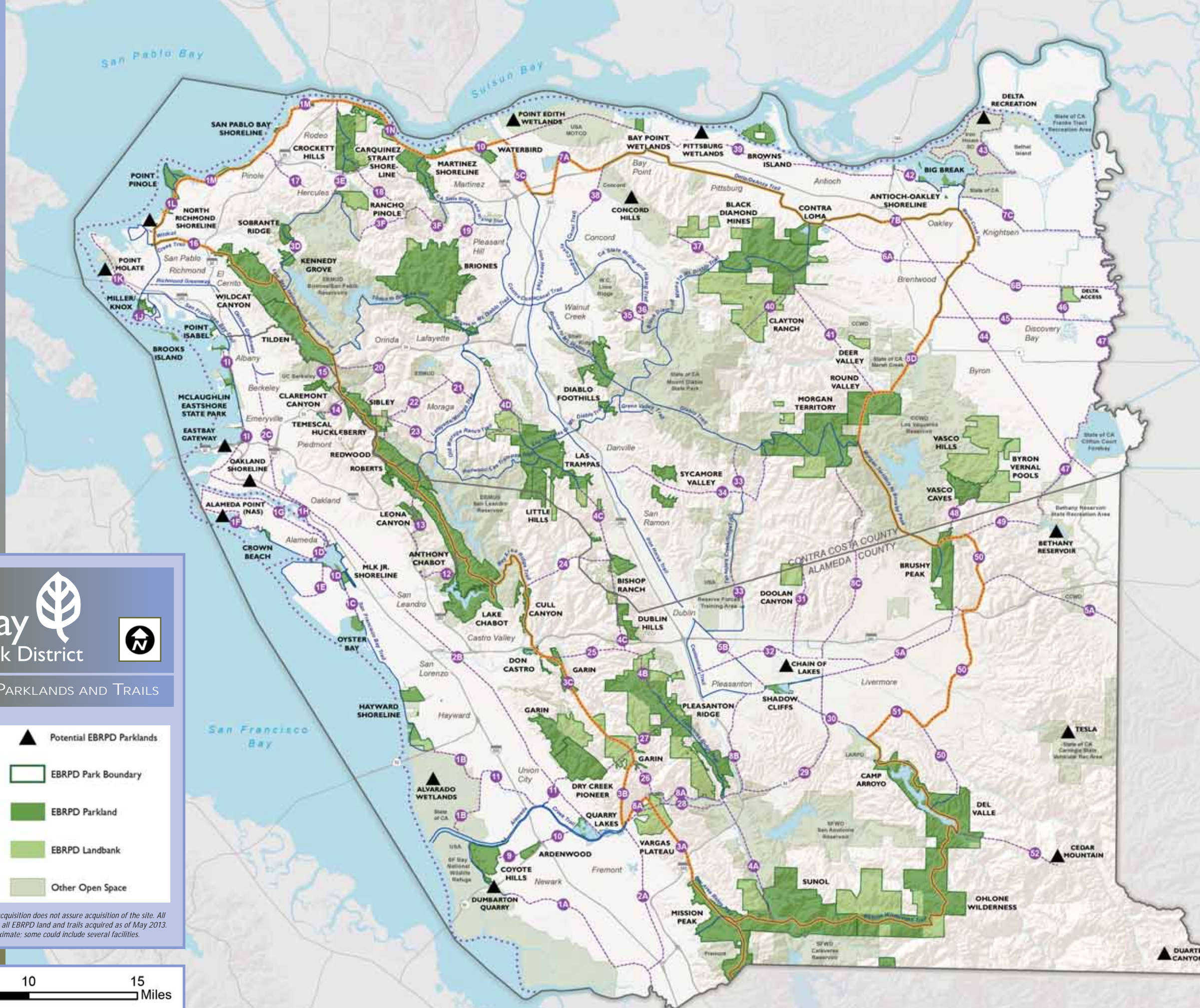
# East Bay Regional Park District



## EXISTING AND POTENTIAL PARKLANDS AND TRAILS

- Potential Regional Trails
- SF Bay Water Trail
- Existing Regional Trails
- Juan Bautista de Anza National Historic Trail
- Roads
- Highways / Freeways
- County Boundary
- Potential EBRPD Parklands
- EBRPD Park Boundary
- EBRPD Parkland
- EBRPD Landbank
- Other Open Space

Note: Designation of an area as a potential site for EBRPD acquisition does not assure acquisition of the site. All existing EBRPD Parklands may be expanded. The map shows all EBRPD land and trails acquired as of May 2013. Locations of potential EBRPD parklands and trails are approximate; some could include several facilities.





East Bay   
Regional Park District

2950 Peralta Oaks Court, Oakland, CA 94605

1-888-EBPARKS • [www.ebparks.org](http://www.ebparks.org)

*Healthy Parks*   
*Healthy People*



Sunol Regional Wilderness  
Sunol, CA