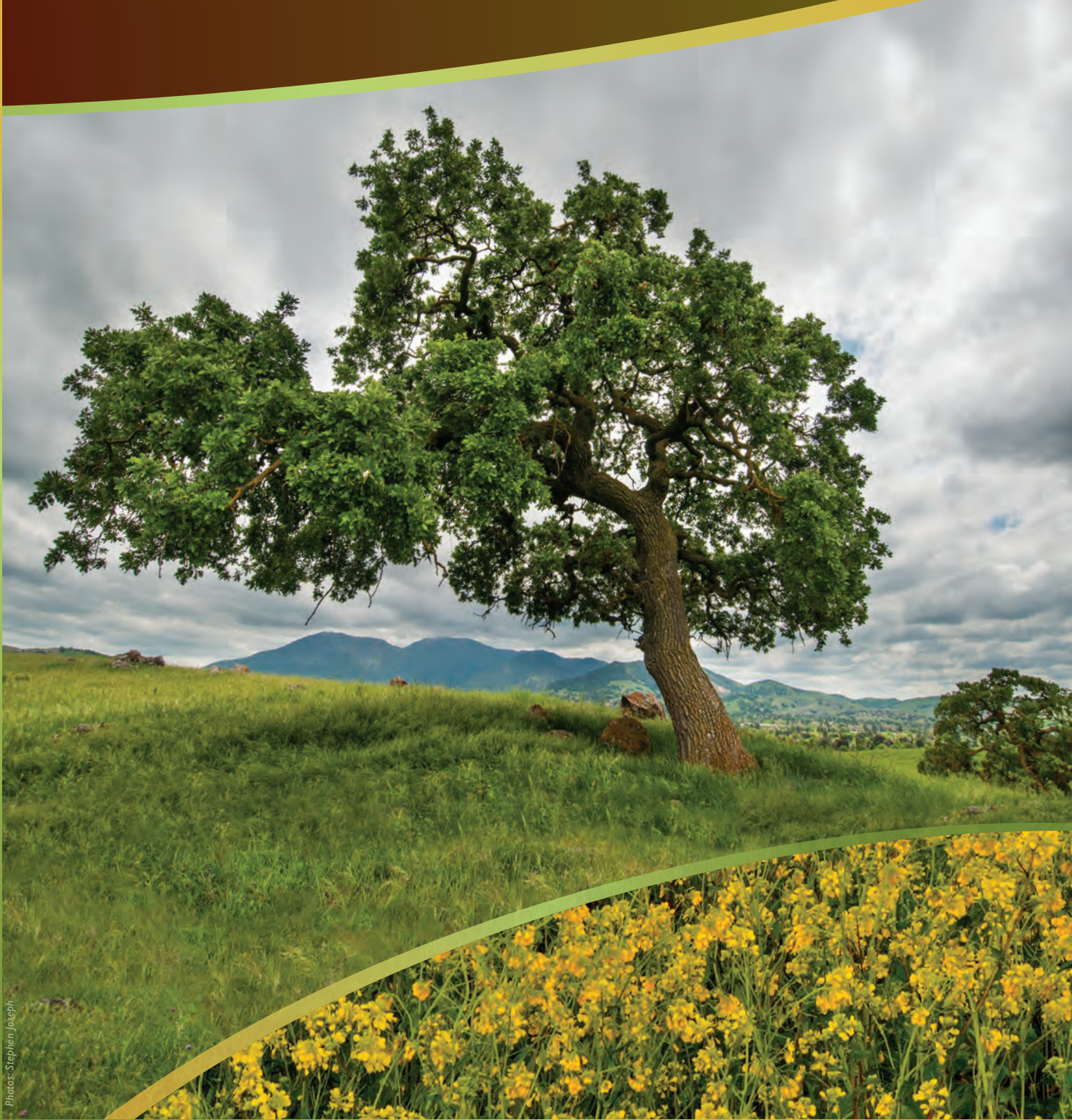


# Concord Hills Regional Park

## LAND USE PLAN

July 7, 2020

East Bay   
Regional Park District  
*Healthy Parks Healthy People*



Photos: Stephen Joseph



EAST BAY REGIONAL PARK DISTRICT

RESOLUTION NO.: 2020 – 07 - 153

July 7, 2020

A RESOLUTION ADOPTING THE LAND USE PLAN:  
CONCORD HILLS REGIONAL PARK

WHEREAS, the United States Department of the Navy (Navy) deactivated the inland area of the Concord Naval Weapons Station (CNWS) in 1997; and

WHEREAS, in 1999, Congressman George Miller initiated a Joint Use Study with participation from Contra Costa County, the City of Concord, and the East Bay Regional Park District (Park District) to identify joint use of the property where the concepts developed focused on park and open space use of the property and were presented to the Navy, but never implemented due to security concerns in the wake of the events of September 11, 2001; and

WHEREAS, the Base Realignment and Closure (BRAC) Commission recommended closure of the CNWS in 2005; and

WHEREAS, on March 6, 2007, the Navy declared approximately 5,028 acres of property at the former CNWS to be surplus to the needs of the federal government; and

WHEREAS, on September 26, 2007, the Board of Directors authorized the East Bay Regional Park District to submit a Letter of Interest to the City of Concord, as the Local Reuse Authority, expressing interest in a Public Benefit Conveyance (PBC) of a portion of the former CNWS; and

WHEREAS, the City of Concord adopted the Concord Community Reuse Project in 2010 that designated 2,387 acres as “open space” for the establishment of a new regional park to be conveyed to the Park District through a PBC through the Federal Lands to Parks Program; and

WHEREAS, the City of Concord adopted the Concord Community Reuse Project Area Plan in 2012 that incorporates the Reuse Project into the City’s General Plan and designated 2,537 acres as conservation open space to be conveyed to the Park District for a new regional park; and

WHEREAS, on September 3, 2013, the Board of Directors authorized the Park District to submit an application to the National Park Service (NPS) for 2,540 acres of the surplus property for public park and recreational use through a PBC authorized (Board Resolution 2013-9-198); and

WHEREAS, on December 14, 2014, the Board of Directors authorized the Park District to initiate the development of a Land Use Plan (LUP) and Environmental Impact Report (EIR) for the future Concord Hills Regional Park (Board Resolution 2014-12-322); and

WHEREAS, on April 10, 2017, a Section 106 Memorandum of Agreement (MOA) between the Navy, the California State Historic Preservation Officer, the City of Concord, and Park District was executed, in accordance with the provisions of the National Historic Preservation Act, including provisions for protection of one identified archaeological site within the PBC area; and

WHEREAS, on May 30, 2017, the United States Fish and Wildlife Service issued a Biological Opinion (BO) pursuant to Section 7 of the Endangered Species Act for the transfer and redevelopment of the former CNWS, including the Park District's future Concord Hills Regional Park; and

WHEREAS, on July 28, 2017, issued a Finding of Suitability to Transfer ("FOST") where the Navy determined that 2,216 acres of the PBC area is environmentally suitable for assignment to NPS for deed transfer to the Park District; and

WHEREAS, approximately 327.82 acres of the PBC area will continue to be under the ownership of the Navy until it is determined to be environmentally suitable for assignment by subsequent FOST(s); and

WHEREAS, on September 29, 2017, issued a Record of Decision (ROD) in the Federal Register recording its compliance with the National Environmental Policy Act (NEPA) and completing its Environmental Impact Statement (EIS), which evaluated the disposal and reuse of the CNWS including the future Concord Hills Regional Park; and

WHEREAS, on September 4, 2018, the Board of Directors authorized the Park District to enter into a MOU with the Navy and National Park Service to formally establish the cooperation and coordination necessary between the Park District and the federal agencies in obtaining the approvals necessary to complete the transfer of property and to ensure implementation of the obligations established through the aforementioned BO and Section 106 MOA (Board Resolution 2018-09-222); and

WHEREAS, on May 21, 2019, the Board of Directors authorized the Park District to enter a Reciprocal Easement Agreement (REA) with the U.S. Navy and City of Concord for purposes of ingress, egress, general access, infrastructure development, and utility service (Board Resolution 2019-05-099); and

WHEREAS, on June 12, 2019, the Navy issued a letter formally assigning the Phase I PBC property to the National Park Service. The Phase I assignment consists of the 2,216 acres found suitable for transfer through the Phase I FOST; and

WHEREAS, on July 2, 2019, the Board of Directors authorized the Park District to accept the Phase I Public Benefit Conveyance of 2,216.02 acres through a no cost Public Benefit Conveyance through the National Park Service Federal Lands to Parks program (Board Resolution 2019-07-176); and

WHEREAS, the Land Use Plan proposes developing and managing the regional park for the protection, enhancement, and restoration of natural resources and reduced risk of wildfire; proposes to develop and manage the park to protect and interpret cultural and historic

resources; to complete gaps in regional trails networks; and to provide a range of recreational trails throughout the regional park; and to develop and manage recreational, interpretive and educational facilities to experience the unique natural, cultural, social and military history of the parklands; and

WHEREAS, on May 7, 2020, the Board Executive Committee reviewed the LUP and EIR and recommended its consideration by the full Board of Directors; and

WHEREAS, on May 18, 2020, the Park District's Park Advisory Committee reviewed the LUP and the EIR and recommended its consideration by the full Board of Directors; and

WHEREAS, on June 2, 2020, the Board of Directors continued the public hearing for the LUP and EIR, in order to allow staff time to analyze and respond to late comments received after the expiration of the CEQA comment period and after the Park District's publication of the Final EIR; and

WHEREAS, "Concord Hills" is a working name for the future regional park and the Board of Directors will adopt a final name in a future and separate action; and

WHEREAS, on July 7, 2020, the Final EIR was presented to the Park District's Board of Directors who reviewed and considered the information provided in the EIR and Errata making minor revisions and clarifications to the EIR; and

WHEREAS, on July 7, 2020, by separate resolution, the Park District's Board of Directors certified the EIR for the project, including adoption of the CEQA Findings Report and the accompanying Mitigation, Monitoring and Reporting Plan for the EIR; and

WHEREAS, the East Bay Regional Park District is the custodian of the documents and other material which constitute the record of the proceedings upon which its decision is made at its administrative office, located at 2950 Peralta Oaks Court, Oakland, California, 94605;

NOW, THEREFORE, BE IT RESOLVED that based on the entirety of the record before it, which includes without limitation, the California Environmental Quality Act, Public Resources Code § 21000, et seq. (CEQA) and the CEQA Guidelines, 14 California Code of Regulations § 15000, et seq.; the Concord Hills Land Use Plan, the Concord Hills Land use Plan EIR, including the Draft and Final EIR, all appendices thereto, and the June 24, 2020 Response to Comments and Errata; all reports, minutes, and public testimony submitted as part of the Board of Director's July 7, 2020 meeting and any other evidence (within the meaning of Public Resources Code §§ 21080(e) and 21082.2), the Board of Directors of the East Bay Regional Park District hereby finds as follows:

1. The foregoing recitals are true and correct and made a part of this Resolution.
2. By separate Resolution, the Board of Directors, exercising its independent judgment and analysis, has found that an EIR was prepared for the Concord Hills LUP in accordance with CEQA, and certifies the EIR for the Concord Hills LUP.

BE IT FURTHER RESOLVED, that the Board of Directors of the East Bay Regional Park District hereby adopts the Land Use Plan for the Concord Hills Regional Park, with the following recognition:

- 1) That the Park District Board of Directors will select a name for the new regional park in a separate resolution; and

BE IT FURTHER RESOLVED, that the General Manager is hereby authorized and directed, on behalf of the District and in its name, to execute and deliver such documents and to do such acts as may be deemed necessary or appropriate to accomplish the intentions of this resolution.

Moved by Director Lane, seconded by Director Coffey, and adopted this 7th day of July, 2020 by the following vote:

FOR: Colin Coffey, Ellen Corbett, Elizabeth Echols, Beverly Lane, Dee Rosario, Dennis Waespi, Ayn Wieskamp.

AGAINST: None.  
ABSTAIN: None.  
ABSENT: None.

**CERTIFICATION**

I, Yolande Barial Knight, Clerk of the Board of Directors of the East Bay Regional Park District, do hereby certify that the above and foregoing is a full, true and correct copy of Resolution No. 2020-07-153 adopted by the Board of Directors at a regular meeting held on July 7, 2020

*Yolande Barial Knight*

  
Ellen M. Corbett  
Board President

# Concord Hills Regional Park

## LAND USE PLAN

July 7, 2020



Photo: Stephen Joseph

East Bay   
Regional Park District

Healthy Parks Healthy People

**Planning and GIS Department**  
Acquisition, Stewardship and Development Division  
East Bay Regional Park District  
2950 Peralta Oaks Court  
Oakland, CA 94605





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# INTRODUCTION AND VISION

1



Concord Hills Regional Park (Regional Park) is a significant addition to the East Bay Regional Park Districts' (Park District or District) parklands and to publicly accessible open space and recreation in the Bay Area, both in terms of its expansive size as well as its location and unique resources. The development of the Regional Park at the former Concord Naval Weapons Station (CNWS), became a reality in June 2019, after nearly two decades of focused efforts by the Park District and its collaborators including the United States Navy (Navy), the City of Concord (City), and the National Park Service (NPS).

The park site has accommodated the changing needs of its inhabitants and settlers throughout the last century, including Native Americans, miners, ranchers, and the Navy. For the last six decades, the property was used exclusively by the military as part of the (CNWS), limiting public access as well as private development. These limitations have allowed the CNWS to emerge as a prominent part of the East Bay landscape, offering striking grassland and hillside views while contributing to a substantial network of undeveloped open space.

CNWS is made up of two areas: the Tidal Area and the Inland Area. The Regional Park is part of the Inland Area of the CNWS, which has been inactive since 1999. At that time, Congressman George Miller III facilitated a study of potential joint uses to transition the area out of military use. CNWS was approved for closure by the Base Realignment and Closure Commission (BRAC) in 2005. Since the Inland Area is entirely located in the City of Concord, the City acted as the Local Reuse Authority (LRA) for the area and managed the planning process for reuse of the area. In 2010, the City of Concord adopted the Reuse Plan and subsequently the Concord Reuse Project Area Plan (Area Plan) in 2012, which was incorporated into the Concord 2030 General Plan. The Area Plan defined a community-supported vision for the development and conservation of the Inland Area, referred to as the CNWS Reuse Area. The Tidal Area, including the Military Ocean Terminal Concord (MOTCO) and the Port Chicago Naval Magazine National Memorial, was transferred to the Army following base closure and is not within the CNWS Reuse Area.

The City released a Notice of Preparation for a "Concord Reuse Project Specific Plan" in November, 2018. The Plan guides the development of the CNWS Specific Plan Area in five phases. The Specific Plan integrates mass transit at North Concord BART station, expansive new housing options (approximately 13,000 new dwelling units), 8.4 million square feet of commercial, campus and institutional space; and a diversity of parks, greenways, and open spaces. Where the Specific Plan regulates development on the 2,250-acres being conveyed to the City by the Navy, one of the central features of the 2012 Area Plan is a future regional park that will occupy the western slopes of the Los Medanos Hills and the adjacent area to Mount Diablo Creek, comprising approximately half of the total CNWS Reuse Area. Since the development of the Area Plan in 2012, the Park District has taken the lead in planning for Concord Hills Regional Park, which will be comprised of 2,543 acres.

The purpose this Land Use Plan and the vision and goals for the Regional Park are further described below, followed by an overview of the planning process.



## PURPOSE AND ORGANIZATION OF THE LAND USE PLAN

The Park District’s Master Plan defines a Land Use Plan (Plan) as “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 recreation needs in the park.” The Plan will guide the development and management of Concord Hills Regional Park over a period of fifty years, with consideration to the site’s natural and cultural resources, recreational and educational opportunities, and relationship to the Concord Reuse project.

This document is organized into six chapters as described below:

**Chapter 1. Introduction and Vision** presents the Land Use Plan vision and goals, provides an overview of the Land Use Plan, and summarizes the planning process.

**Chapter 2. Existing Conditions** provides an overview of the planning context, including Base Reuse planning as well as regional connections and historical context, and provides a summary of the Regional Park site’s existing resources and infrastructure.

**Chapter 3. Land Use Plan** presents the Regional Park organization and the physical improvements proposed to meet the Regional Park vision and goals. This chapter includes an overview of planning units and description of proposed programs for biological resources, cultural and historic resources, park access and circulation, recreation facilities, interpretation, and operations facilities.

**Chapter 4. Operations, Monitoring, and Maintenance** defines the ongoing and periodic tasks that will need to be completed on an ongoing basis to ensure protection of resources, maintenance of facilities, and enforcement of Regional Park and Park District regulations. The chapter also incorporates a **Resiliency Assessment** with a brief description of how implementation of the physical improvements and operations, monitoring, and maintenance tasks will contribute to climate resiliency.

**Chapter 5. Implementation and Phasing Plan** will guide the phased development of the Park. This chapter identifies implementation phases and associated financing needs, presents a framework for exploring partnership opportunities, and provides short- and long-term funding strategies.

**Chapter 6. Report Preparation and References** identifies Plan contributors and referenced documents.

## VISION FOR AN OUTSTANDING REGIONAL PARK

Concord Hills Regional Park is envisioned as an outstanding Regional Park for the Bay Area, the State and the nation. Through intentional development, stewardship and management of the expansive landscape and cultural resources, Concord Hills Regional Park will:

### CONTRIBUTE TO BALANCED REDEVELOPMENT OF THE CONCORD NAVAL WEAPONS STATION REUSE AREA

The City of Concord’s Reuse Project Area Plan provides a program for “conservation and development that includes new neighborhoods, business districts, community facilities and resource conservation areas.”<sup>1</sup> . Concord Hills Regional Park was envisioned as a key piece within the green space network of the City’s development, and as complementing the more active park spaces within the community. The Regional Park will balance public access and recreation with resource preservation and enhancement. As the designated Conservation Area for the CNWS Reuse Area, the Regional Park will also provide partial mitigation for impacts of the City’s development within the CNWS Reuse Area.

<sup>1</sup> City of Concord, 2012. *Concord Reuse Project Area Plan, Book One*, page 8.

## CREATE A MODEL FOR RESILIENCE

Concord Hills Regional Park is envisioned as a model that exemplifies sustainable park development and management within a rich historic and ecological landscape. Reaching beyond the protection of natural resources, it offers opportunities to create new habitat and to model strategies for resilience. The Regional Park will be a living demonstration area for grazing as a tool for restoration, strategic tree planting, sustainable design, and construction practices. In addition, the Regional Park will address social equity through a dynamic interpretive program and by reducing barriers to park access by focusing on transit and trail connections.

## ESTABLISH A CRITICAL LINKAGE FOR REGIONAL OPEN SPACE AND TRAILS

Concord Hills Regional Park is also envisioned as closing gaps in the regional open space and regional trail networks. Key regional trail connections include the Contra Costa Canal to Delta de Anza Regional Trail, which connect to several other regional trails including the Juan Bautista de Anza National Historic Trail; and the potential connection to Black Diamond Mines Regional Park and Mount Diablo State Park that would allow for the only Bay-to-peak trail connection in the eastern Bay Area. In addition to the potential for trails, there is potential for new acquisitions along these trail corridors to establish a substantial contiguous open space system that provides sustainable habitat as well as rich recreational experiences.

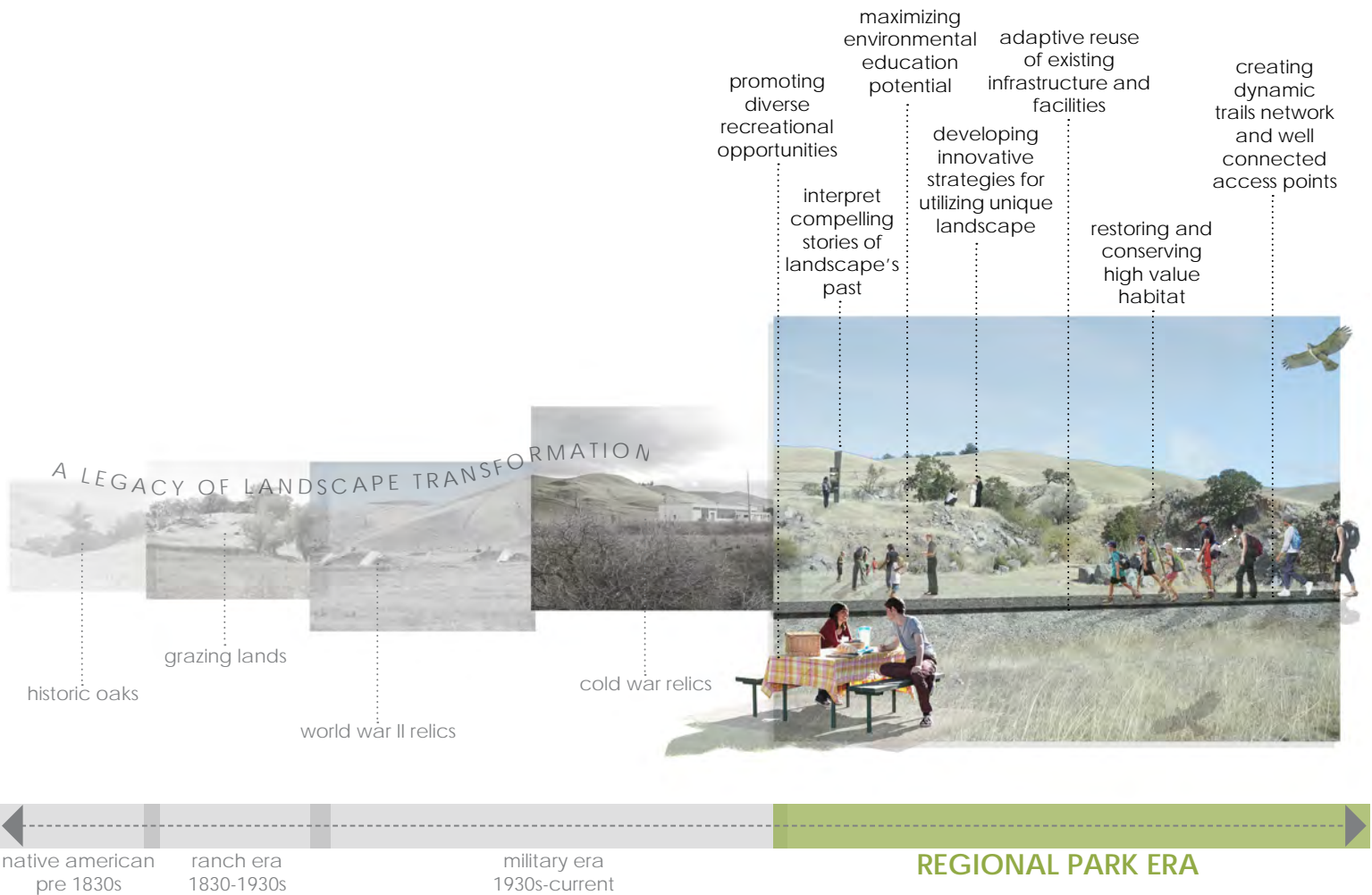


FIGURE 1-1. Conceptual Vision of the Regional Park

## PROVIDE A PLATFORM FOR CONSTRUCTIVE AND CREATIVE REUSE

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The marked landscape of the former CNWS provides a unique setting to use on-site infrastructure and adapt it to meet recreational and cultural interpretation needs, as well as operational needs. Existing features and resources will be fully integrated into planned uses through reuse, interpretation, or simply by providing unique recreational and educational settings.

## SHARE THE SITE'S HISTORIC AND ECOLOGICAL STORIES

---

Concord Hills Regional Park will engage contemporary users with the site's rich cultural and ecological history by highlighting the unique features and through interpretive programming. These on-site resources range from watershed-scale views to perennial creeks and from monumental buildings to fading remnants. One off-site feature, the site of the 1944 explosion at Port Chicago, is critical to the story of the CNWS. The Port Chicago Naval Magazine National Memorial is located three miles from the Regional Park, yet public access must be restricted to the Memorial due to its location within the active area of MOTCO, managed by the U.S. Army. Central to the vision for the Regional Park is a visitor center that would expand access to the Port Chicago Naval Magazine National Memorial story, while interpreting the Regional Park's other resources, and the area's cultural and native histories.

## LAND USE PLAN GOALS

The vision for Concord Hills Regional Park is supported by the five goals below. These goals guided the development of the Land Use Plan, and will guide the ongoing development and management of the Regional Park.

- » **Biological Resources.** Develop and manage the Regional Park for the protection, enhancement, and restoration of natural resources and reduced risk of wildfire.
- » **Cultural and Historic Resources.** Develop and manage the Regional Park to benefit the overall landscape character of the parklands and specific cultural and historic resources.
- » **Circulation and Trails.** Develop and manage the Regional Park to complete gaps in regional trails networks, provide a range of recreational trails throughout the Regional Park, and facilitate and encourage multi-modal access to the site (e.g. bike, pedestrian, vehicular, public transit).
- » **Recreation and Education Facilities.** Develop and manage recreational and educational facilities that offer a range of opportunities to experience the unique natural, cultural, social, and military history of the CNWS to the central Contra Costa County region.
- » **Interpretive Facilities.** Establish a historical interpretation program and visitor center in partnership with the National Park Service, with support from and in collaboration with the Friends of Port Chicago and others, to honor the veterans who served at the CNWS, convey the significance of the events at Port Chicago, and provide displays on the history of Concord and the Diablo Valley region, and facilitates access to the National Park Service's Port Chicago Naval Magazine National Memorial.

## PLANNING PROCESS

The Concord Hills Land Use Plan was developed in tandem with planning efforts for the greater CNWS Reuse Area. The resulting plan reflects the recreational and resource protection goals of the Park District, while responding to unique site conditions, regional adjacencies, and public interests. The phases of the planning process are described below.

## EXISTING CONDITIONS ASSESSMENT AND PROJECT VISIONING

The Land Use Plan began with the preparation of the review of background information and assessment of existing site conditions. During this phase, an Existing Conditions Report was prepared to summarize site characteristics, resources, and history, as well as concurrent planning conducted as part of the CNWS reuse process. The Existing Conditions Report culminated in a summary of key opportunities and constraints for future Regional Park use. This Report was presented to the general public and stakeholders to facilitate visioning discussions for the future Regional Park. All meetings were conducted at the Concord Senior Center. The dates and topics for each meeting are listed below.

- » **Public Meeting 1:** Vision. July 23, 2015
- » **Public Meeting 2:** Design Concepts Review. November 19, 2015
- » **Public Meeting 3:** Draft Preferred Alternative Review. March 24, 2016

## ALTERNATIVES DEVELOPMENT AND PREFERRED ALTERNATIVE

In this phase, two Alternatives were developed for the Regional Park based on the existing conditions assessment and the outcomes of public visioning meetings. The alternatives included similar park programming, including mileage of trails and roads; acreage of protected areas with limited access; and public and operational facilities such as picnic sites, campsites, and a Park District corporation yard. The Alternatives were distinct in their distribution and organization of park facilities and key destinations.

The Alternatives were presented to the general public and a core group of project stakeholders during Public Meeting 2. Participants were asked to provide feedback on the two designs and select their preferences. The project team used feedback on the Alternatives to develop a single Preferred Alternative for the regional park. The Preferred Alternative included a schematic concept plan with potential road and trail alignments, locations of key park amenities, and opportunities for park interpretation. The Preferred Alternative also included a conceptual rendering of the Concord Hills Regional Park and Port Chicago Naval Magazine National Memorial Visitor Center (Visitor Center). This plan was presented to the general public at Public Meeting 3 to solicit feedback prior to inclusion in the Land Use Plan.

## LAND USE PLAN DEVELOPMENT

The Preferred Alternative was used as the foundation of the Land Use Plan. The Land Use Plan compiles all of the elements of the planning process into one document and presents a cohesive overview of future park use, including proposed approach for resource management, circulation and access, recreational amenities, operations and maintenance, and interpretive program. The Land Use Plan also includes an implementation and phasing plan to develop and operate the Regional Park, based on current understanding of site conditions.

## ENVIRONMENTAL IMPACT REPORT (EIR)

The Land Use Plan is accompanied by a program-level Environmental Impact Report (EIR) in compliance with the California Environmental Quality Act (CEQA). The public was invited to participate in the public scoping process, to review and comment on the EIR, and to attend public comment meetings, held in June 2017 and October 2019, in Concord.

The Park District's Board of Directors will consider the Land Use Plan and the EIR jointly for approval in 2019 and 2020. Additional environmental review may be needed in the future as specific projects are permitted for construction at the Regional Park.



## PUBLIC INPUT AND INTERAGENCY COORDINATION

The planning process engaged agencies, non-profit stakeholders, and the public in providing feedback on and perspectives on the future Regional Park. The Land Use Planning process also provided information necessary for related planning efforts for the broader Reuse Area (Base Reuse planning efforts), as described in the Interagency Coordination section below.

### STAKEHOLDER COORDINATION

To gain a more robust understanding of visitor needs, cultural history of the site, and ongoing planning efforts in the area, a group of stakeholders, representing public agencies, local non-profits, and private citizens, were invited by the Park District to participate in focused discussions at key stages of the planning process, including project visioning and feedback of project Alternatives. The stakeholder committee included representatives from the following groups:

- » **East Bay Regional Park District Park Advisory Committee (PAC)** is a 21-member community committee that advises the Park District Board of Directors on policy issues, the Park District budget, naming park facilities, and park land use plans.
- » **City of Concord** represented the local municipality for the Regional Park and serves as the manager for the reuse of the CNWS not located with the regional park.
- » **Friends of Port Chicago Naval Magazine National Memorial** is a non-profit and fundraising partner of the National Park Service that was created to support and enhance the Port Chicago Naval Magazine National Memorial.
- » **Concord Naval Weapons Station Neighborhood Alliance** is a volunteer group advocating for the preservation of open space and parkland within CNWS.
- » **Monument Impact** is a non-profit organization which supports immigrants, refugees and low income communities in Concord and the surrounding area with workforce development, health programs and community engagement.
- » **Save Mount Diablo** advocates, protects and provides financial support for projects around Mount Diablo in Contra Costa County.
- » **Mount Diablo Audubon Society** is a local chapter of the Audubon Society promoting the conservation of birds and their habitat and supporting recreational bird watching.
- » **Bike East Bay** advises on bicycle infrastructure and promotes bicycle transit through the East Bay.
- » **Contra Costa County Public Works** represented the County for the Regional Park.
- » **Local Historians** shared their knowledge of the site as before and during its use as a naval weapons station. Historians included representatives from the Concord Historical Society and Bay Point Historical Society.

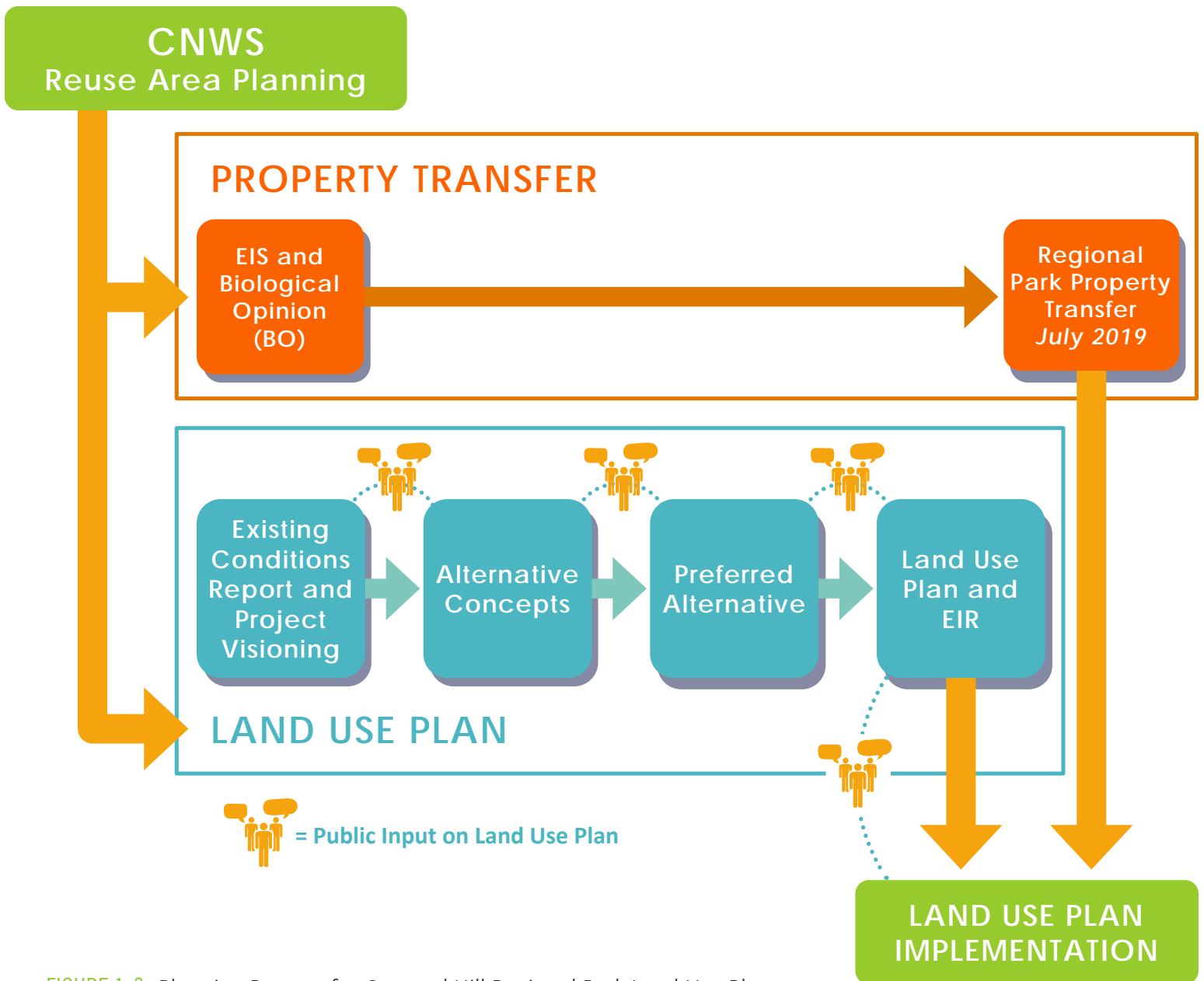


FIGURE 1-2. Planning Process for Concord Hill Regional Park Land Use Plan

## PUBLIC MEETINGS AND WORKSHOPS

Five public meetings were conducted as part of the Land Use Plan and EIR. Summaries of these meetings can be found in Appendix A.

- 1. Project Visioning – July 23, 2015.** Approximately 90 members of the public attended the meeting in Concord to discuss the project. At the meeting, participants were asked to take part in an activity to provide big picture concept for the Regional Park, as well as detail about the proposed visitor center, the trail network, and the future park area south of Bailey Road. Participants also voted on project priorities and provided recommendations for potential park names.
- 2. Design Concepts Review – November 19, 2015.** Approximately 60 members of the public attended the meeting in Concord to discuss the Regional Park Alternatives. Participants were asked to take part in an activity to provide focused feedback on the Alternatives, including selecting one preferred option and outlining their choice. Participants were also voted on potential options for reusing existing weapons magazines and provided additional recommendations for potential park names.
- 3. Draft Preferred Alternative Review – March 24, 2016.** Approximately 35 members of the public attended the meeting in Concord to discuss the Preferred Alternative. Participants were provided drafts of the Preferred Alternative park site plan and asked to identify any changes they would like for the concept. Participants were asked to comment specifically on roads, trails, and staging areas; the Visitor Center; and recreational or educational facilities.
- 4. EIR Scoping Meeting – June 29, 2017.** Members of the public provided questions and comments at the EIR Scoping meeting that was held in the City of Concord, starting the environmental review process.
- 5. Community Workshop: Land Use Plan and EIR – October, 2019.** Following conveyance of the site from the Navy, the Park District held a community workshop in Concord to present and discuss the draft Land Use Plan, and to take comment on the potential impacts and mitigation measures in the EIR.

## INTERAGENCY COORDINATION

In July, 2019, the Navy transferred ownership of the 2,216 acres of the Concord Hills Regional Park site to the Park District under a Public Benefit Conveyance (PBC) through the National Park Service (NPS) Federal Lands to Parks Program. As part of the ongoing



## REGIONAL PARK DEFINITION

The 2013 East Bay Regional Park District Master Plan defines a Regional Park as “a spacious land area with outstanding natural features including rare species of flora and fauna” and with “sufficient land area to support many outdoor recreational opportunities for enjoyment and education of the public.”

The Master Plan provides the following planning guideline: “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.”

coordination with Navy and City as part of the Base Reuse Planning efforts, the Park District and its partners consulted with the U.S. Fish and Wildlife Service in regards to the Navy’s Environmental Impact Statement (EIS) for the Disposal and Reuse of the Former Naval Weapons Station. The consultation resulted in the preparation of a Biological Opinion by U.S. Fish and Wildlife Service. The Biological Opinion established a baseline for conservation and habitat protection, as well as permitted public access and recreational facilities with the Reuse Area, and directly informed the preparation of the Land Use Plan. The Land Use Plan is consistent with requirements and guidelines set forth in the Biological Opinion.

## PARKLAND CLASSIFICATION AND LAND USE POLICY CONSISTENCY

Concord Hills Regional Park is identified as a potential Regional Park in the Park District’s 2013 Master Plan. A Regional Park, as compared to the Park District’s other five categories of parkland classification (Regional Preserve, Regional Recreation Area, Regional Shoreline, and Regional Trail) is distinctive in its character to provide both protection of natural and cultural resources and allow for recreational use. Regional Parks contain “outstanding natural features including rare species of flora and fauna,” and contain “sufficient land area to support many outdoor recreational opportunities for enjoyment and education of the public.”

## PARK AND FEATURE NAMING

The future Regional Park has been referred to as the Concord Hills Regional Park. While this name may change to better reflect the park’s unique history and characteristics, it is referred to as the Concord Hills Regional Park in this document.

This document also identifies names for Regional Park facilities and features including roads and trails, facilities, roads and trails, and use areas to facilitate discussion of proposed improvements. In some cases the feature is an existing named feature, and the existing name is retained. In keeping with the Park District’s Naming Policy (Resolution No. 2004-04-73), new names draw from the Regional Park’s natural features such as plant and animal life, geographic, topographic or paleontological features, or for cultural features such as archaeological and historic artifacts, historic persons, families, or events. Existing historically related names are respected. Feature names may be changed in the future, yet must continue to comply with the Park District’s policies on naming.

# EXISTING CONDITIONS

# 2



This chapter presents existing conditions for the 2,543 acre site that will become Concord Hills Regional Park, including a summary of park setting, site history, and planning context, as well as existing resources and infrastructure. Throughout the chapter, Concord Hills Regional Park is referred to as the future regional park as it is currently not in operation as a regional park.

## REGIONAL PARK SETTING

The planning context in which the Concord Hills Regional Park Land Use Plan was developed is summarized in the Chapter according to the topic areas of location, demographics, regional connectivity, history, Concord Naval Weapons Station (CNWS) Base Reuse Planning, regional planning, and City planning.

### COMMUNITY CONTEXT

Concord Hills Regional Park is a significant new park for the communities of Concord, Pittsburg, Contra Costa County, and the greater Bay Area. The park's location, natural habitat and neighboring population influence the Regional Park's program, as detailed in this Land Use Plan.

#### LOCATION

The future regional park site is located in the eastern portion of the City of Concord, along the Los Medanos Hills. Elevations at the site range from about 100 feet above sea level in the northwestern portion of the site to 1,000 feet above sea level along the ridge. This area is part of the historic Monte del Diablo land grant area, which included a 17,921-acre area from Mount Diablo foothills to the San Francisco Bay deeded to Don Salvio Pacheco in 1834.

Today, as shown in Figure 2-1, the Park sits at the border of the cities of Concord and Pittsburg. The site, along with undeveloped land along this border, forms a greenbelt between the two municipalities. The development of the Regional Park would formalize this condition and create a greenway between the two urban areas. The Park is bounded on the north and west by the Concord Reuse Project Area Plan's Economic Development Conveyance (EDC) area, on the southwest by existing residential neighborhoods within the City of Concord, and on the south and east by undeveloped land within the City of Pittsburg and unincorporated Contra Costa County. Primary uses adjacent to the Park include residential properties within the City of Concord and agricultural land in the City of Pittsburg and in unincorporated areas. The eastern edge is predominately used for agricultural grazing. It is privately owned and located within the City of Pittsburg's Sphere of Influence.

As shown in Figure 2-2, the future regional park site is located west of the Keller Canyon Landfill to the north, which has been in operation since 1992 and is currently negotiating an agreement with the County to expand capacity from 3,500 to 4,900 tons per day. The eastern and southern edges, located within the City of Concord, are primarily developed with single family residential properties. Concord Pavilion, an amphitheater and a regional cultural destination, is located to the south of the site.

The regional park site is bisected into two segments north and south of Bailey Road. The northern section (Primary Area), located between Bailey Road and Highway 4, is significantly larger, totaling approximately 1,653 acres, and contains most of the existing structures and a more complex road and rail network. Willow Pass Road crosses the Primary Area along an overpass at the northwestern edge. The southern section, south of Bailey Road (Southern Area), totaling approximately 890 acres, is less developed with a small network of magazines along a loop road and the remnants of a former orchard.

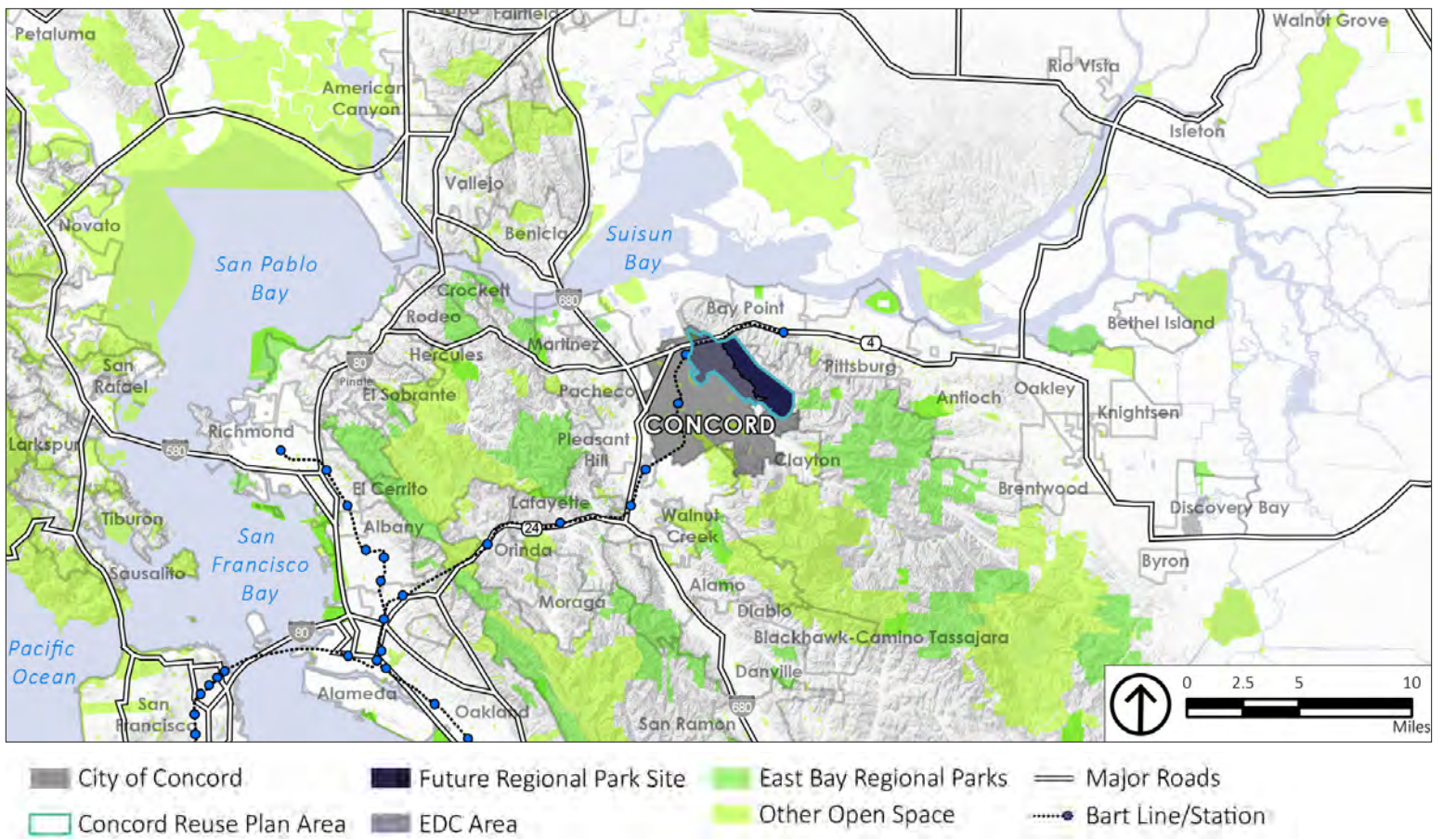


FIGURE 2-1. Regional and Local Setting

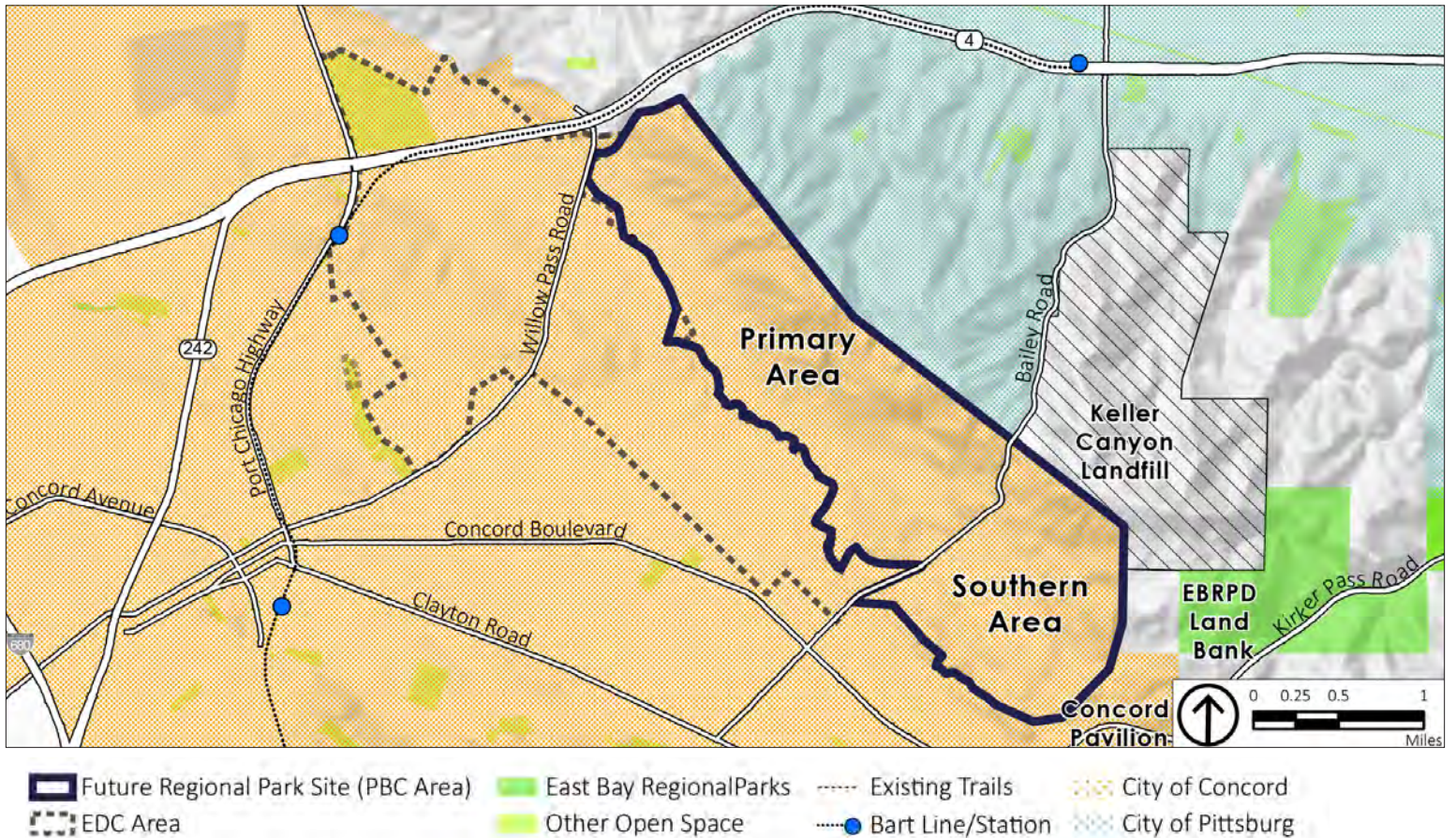


FIGURE 2-2. Site Context

## DEMOGRAPHICS

Although Concord Hills Regional Park will be a regional asset to the entire Bay Area, residents in the nearby cities and communities, including the City of Concord, the City of Pittsburg, and the unincorporated community of Bay Point are likely to be the most frequent visitors. Existing populations of these communities are described below; however, the population and demographics of communities throughout the region are likely to reflect statewide demographic changes, which includes a rapidly increasing Latino population.<sup>1</sup>

In 2019, the estimated population of the City of Concord was 129,889.<sup>2</sup> In 2017, the median age was 38.2 years, while 23.7 percent of the population was under 19-years old<sup>3</sup>. Nearly half the population (49.6 percent) is White, 30.6 percent is Hispanic or Latino, and 11.1 percent is Asian with other ethnicities making up smaller percentages of the population.<sup>4</sup> The population and demographics of Concord are likely to change with the development of the EDC area, which is expected to bring approximately 13,000 new housing units to the area. These units can be expected to attract young families and young professionals looking for housing near transit, significantly growing the population of Concord.

In 2018, the estimated population of the City of Pittsburg was 72,437. In 2017, the median age was 35 years, while 27.1 percent of the population was under 19 years-old. Approximately 41.1 percent of the population is Hispanic or Latino, 18.7 percent is White, 16 percent is African American, and 16.2 percent is Asian, with other ethnicities making up smaller percentages of the population.

In 2017, the estimated population of Bay Point was 23,708; the median age was 30.6 years, while 33.5 percent of the population was under 19 years-old. Over half of the population is Hispanic or Latino (60.8 percent), 15.4 percent is White, and 10.1 percent is African American, with other ethnicities making up smaller percentages of the population.

## OPEN SPACE AND TRAIL CONNECTIONS

The future regional park site is located in close proximity to other East Bay Regional Park District (Park District or District) properties and other open space areas, with a nearly continuous area of protected lands extending from the future regional park site to Black Diamond Mines Regional Preserve, Mount Diablo State Park, Morgan Territory Regional Preserve, Los Vaqueros Watershed (protected by Contra Costa Water District) and Marsh Creek State Park, as shown in Figure 2-3.

There are a number of existing and planned regional trails with proximity to the future regional park site, including:

- » **Juan Bautista de Anza National Historic Trail Gap Closure.** The Juan Bautista de Anza National Historic Trail follows the route in 1776 of Lt. Colonel Juan Bautista de Anza and early settlers from Nogales, Arizona to the San Francisco Bay. The trail is envisioned to include 1,200 continuous miles with historical interpretation of this journey across the west. Although the National Historic Trail is administered by the National Park Service (NPS), the trail utilizes right-of-ways from other administrative bodies, including the Park District. The Delta de Anza Regional Trail, the Bay Area Ridge Trail, Iron Horse Regional Trail, Marsh Creek Trail, and Ohlone Wilderness Trail are among the regional trails that comprise this National Historic Trail. The vision for the Juan Bautista de Anza National Historic Trail is continuous; however, it is still segmented in many areas, including eastern Contra Costa County. The proposed route for the Juan Bautista de Anza National Historic Trail connects through the EDC area from the Delta de Anza Regional Trail segment on the east to a proposed alignment through the City of Concord to the Iron Horse Trail and to a future trail along Pacheco Creek and out to the Bay Trail.

<sup>1</sup> California State Parks. 2005. Parks and Recreation Trends in California.

<sup>2</sup> State of California, Department of Finance. *E-5 Population and Housing Estimates for Cities, Counties and the State- January 1, 2011-2019*. Sacramento, California. May 2019.

<sup>3</sup> United States Census Bureau. 2019. American Community Survey Demographic and Housing Estimates. 2013-2017 American Community Survey 5-Year Estimates.

<sup>4</sup> The ethnicity categories used in this document (i.e. African American, Asian, Latino, White, and Other) are derived from the 2010 US Census.



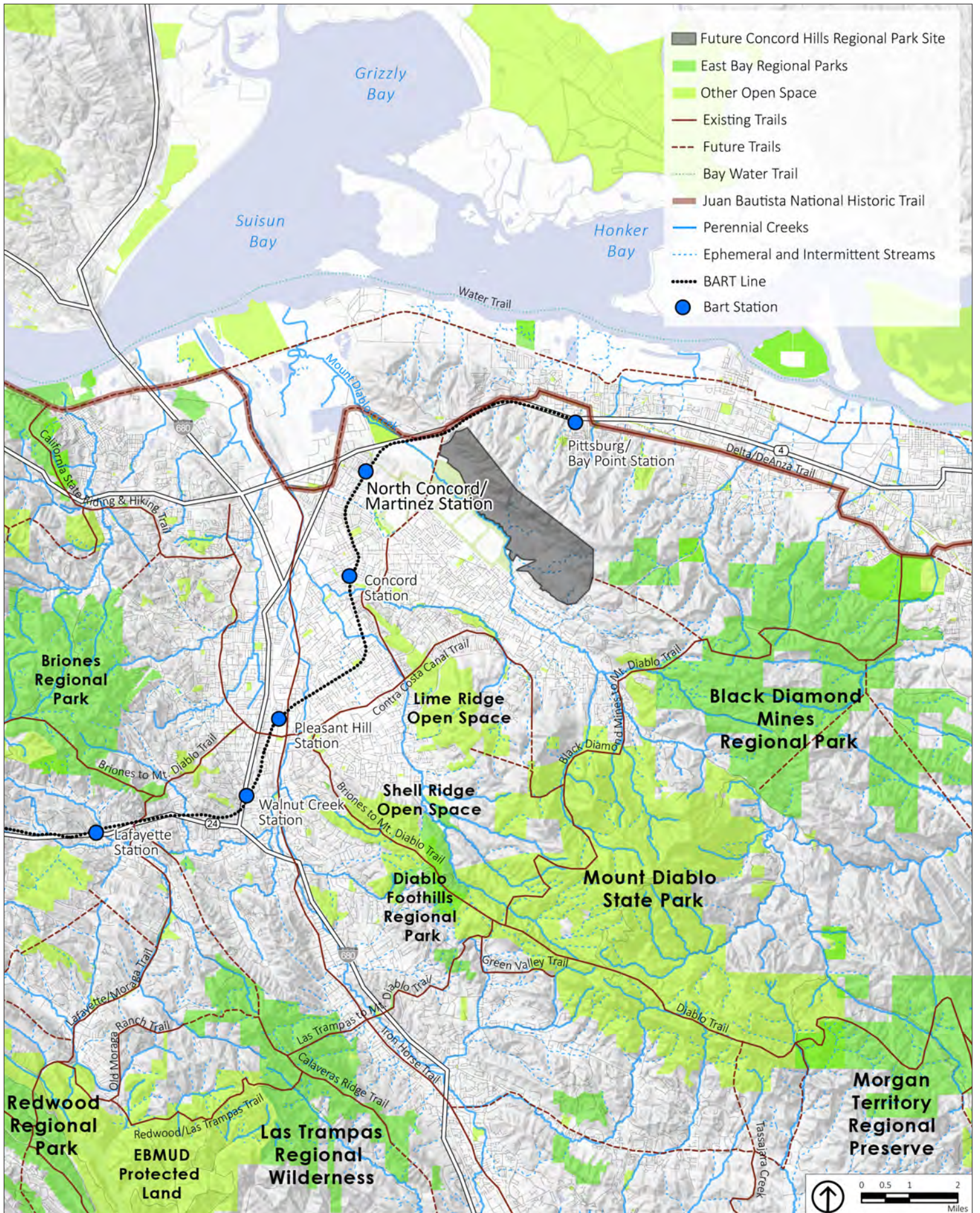


FIGURE 2-3. Regional Open Space and Trail Connections

- » **Contra Costa Canal and Delta de Anza Regional Trails.** The multi-use trail Contra Costa Canal currently terminates in the City of Concord west of the future regional park site with a planned extension to the western edge of the Concord Naval Weapons Station (CNWS). The Delta de Anza Regional Trail terminates at the eastern edge of the CNWS in the City of Pittsburg. Connection through Concord Hills Regional Park will link these two regional trails and create a multi-modal connection between Concord and Pittsburg, and to the Delta for East Bay residents. This gap closure will connect the site to other regional trails, including the Iron Horse Trail, the California Riding and Hiking Trail, and the San Francisco Bay Trail.
- » **Mount Diablo Creek Trail.** The planned trail along Mount Diablo Creek will increase regional trail connectivity and create a pedestrian or non-vehicular access point into the Park. The proposed Mount Diablo Creek Trail will connect the Contra Costa Canal Trail with Bailey Road. The City of Concord Trails Master Plan, shown in Figure 2-4, includes the Mount Diablo Creek Trail and illustrates existing and planned connections to this corridor.

## REGIONAL TRANSPORTATION<sup>5</sup>

Since World War II, there has been limited public access to the site due to the active military operations of weapons storage and shipment at CNWS until 2005, and the Navy's continued ownership of the land through June, 2019. As the area transitions from its former military uses, regional transportation opportunities are expected to expand. Following is a discussion of the existing transportation opportunities, as well as anticipated changes associated with future development.

### External Road Network

There are three highways in proximity to the northwest boundary of Concord Hills Regional Park, including Highways 4 and 242, and Interstate 680. Willow Pass Road crosses the site in a northeasterly direction and provides access to Highway 4 just north of the site. Bailey Road crosses the southeast portion of the site in a northeasterly direction and then joins Highway 4 in western Pittsburg. Access to northern and southern sections of the future regional park site was limited to monitored entry points along Bailey Road during operation as CNWS and continues to be very limited. The primary entrance point to the future regional park site is through the Military Ocean Terminal of Concord off of Port Chicago Highway to the north of the Highway 4, from which several roads connect south into the Park.

Based on current traffic levels and not considering new impacts from future developments, most of the roadways and intersections around Concord Hills Regional Park are within the acceptable Level of Service (LOS) standard for Contra Costa County and the City of Concord. For a detailed description of these LOS standards, see Appendix B-1. Exceptions to acceptable service levels are Willow Pass Road (north of Landana Drive) and Bailey Road (east of Concord Boulevard), both of which operate at below the local standard during morning and evening peak traffic hours: Willow Pass Road and the Highway 4 westbound ramps, Willow Pass Road and the Highway 4 eastbound ramps, and Bailey Road and the Highway 4 eastbound ramps.

While several of the local and regional roadways in the project vicinity are at or near capacity during weekday AM and PM peak hours, it is worth noting that park developments typically do not generate many new trips during weekday peak hours. Conversely, roadway traffic conditions on weekends, when park developments typically generate most of their new trips, are typically better (less traffic) than during weekday peak hours. As such, roadway performance is not anticipated to be a major planning constraint for park development.

<sup>5</sup> Information included in this section was compiled from the Transportation and Circulation Study prepared by Environmental Science Associates (ESA) and included in Appendix B-1.



### **Transit**

The North Concord/Martinez Bay Area Rapid Transit (BART) Station is located to the west of the site, off Port Chicago Highway. The Park is also located in proximity to the Concord BART Station off Oakland Avenue south of downtown Concord, and the Pittsburg/Bay Point BART Station off Bailey Road. The Park is close to several public transit facilities, in particular, it is adjacent to the North Concord/Martinez BART station. With these connections, the future Park is well-suited to become an important gateway into the greater open space network of Contra Costa County

The Central Contra Costa Transit Authority, or County Connection, provides fixed-route and paratransit bus service in Concord and has several routes that provide service near Concord Hills Regional Park, including routes 10, 15, 17, 28/627, 310, 315, and 93X; and several lines that connect to the three BART stations.

Tri Delta Transit provides bus service in east Contra Costa County with routes that connect Concord with the cities of Bay Point, Pittsburg, Antioch, Oakley, Brentwood, and Discovery Bay. Route 201 provides service between the Concord Station and the Pittsburg/Bay Point Station, where transfers can be made to eleven other Tri Delta Transit bus routes.

The City of Concord General Plan indicates additional transit service is planned for the CNWS Reuse Project area that would connect to BART stations and other Concord neighborhoods.

### **Bicycle and Pedestrian Facilities**

The Concord General Plan proposes a network of Class I and II bicycle facilities for the redevelopment of the CNWS Reuse Project area. Contra Costa County identifies several Class I trails in Concord Hills Regional Park, including the Contra Costa Canal Trail and the Iron Horse Trail, as well as Class II Bicycle Lanes and Class III Bicycle Route facilities. The City of Concord Trails Master Plan, shown in Figure 2-4, identifies trail opportunities within Concord Hills Regional Park, including trails along the ridge, Mount Diablo Creek, the Clayton Canal and the Contra Costa Canal, as well as a network of internal trails with undetermined alignments. The Trails Master Plan also identifies trail connections into the CNWS along Bailey Road and Treat Boulevard (from Galindo Creek Trail), and proposed “Panoramic Way Trail,” connecting Willow Pass Road to the North Concord BART station. The numbers identified in red in Figure 2-4 correspond to trails characterized in the City of Concord Trails Master Plan.

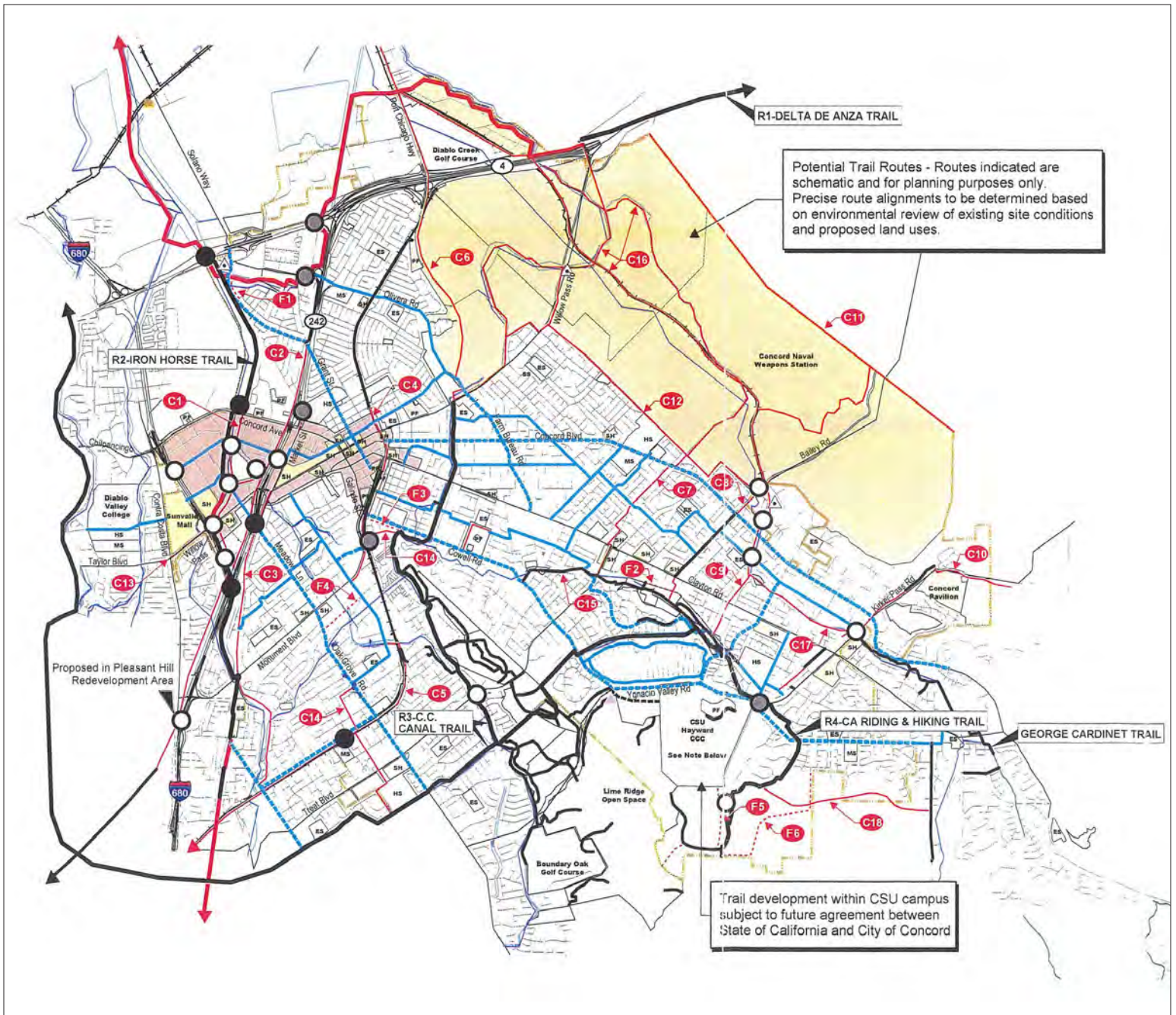


FIGURE 2-4. City of Concord Trails Master Plan

source: Wilbur Smith Associates

- Existing Class 1 trails - Regional
- Existing Class 1 trails - Collector
- Planned Class 1 trails under construction
- Planned Class 1 trails - Regional
- Proposed Class 1 trails - Collector
- Proposed Class 1 trails - Feeder
- Proposed Class 3A bike routes on residential street
- Proposed Class 3B bike routes with edge line
- Schools
- Public facilities
- Parks
- Shopping
- Existing Over/Undercrossings
- Available Over/Undercrossings
- Proposed Over/Undercrossings

0 2,000 4,000 Feet



## HISTORICAL CONTEXT<sup>6</sup>

In addition to recreational and environmental benefits, the Park offers unique opportunities for interpreting aspects of local, regional, tribal and national history reflected in the landscape and human-made features of the area. This section provides a brief summary of the Park site's history from Native American and Mission Periods to the closure of the Inland Area of the CNWS in 2005.

### **NATIVE AMERICAN PERIOD (4000 BCE TO 1821 CE)**

As early as 4000 BCE, Native American groups are known to have inhabited the East Bay region. Marshlands along the edge of San Francisco Bay and inland waterways served as important geographic features for Native Americans who hunted waterfowl, fished, and harvested shellfish along their banks. A group now known as the Bay Miwok lived in the general vicinity of the project area in terrain that extended from East Contra Costa County to the Sacramento-San Joaquin Delta. The Bay Miwok were part of the Utian language-based group along with Ohlone peoples who lived throughout the San Francisco Bay Area.<sup>7</sup>

A 300 to 400-member subgroup, known as the Chupcan, inhabited the lower Diablo Valley, including the project area and what are now the nearby town sites of Concord, Walnut Creek, and Clayton. Many California Native Americans like the Chupcans saw themselves not as part of larger groups tied by region or language, but as "members of specific villages, perhaps related to others by marriage or kinship ties, but viewing the village as the primary identifier of their origins."<sup>8</sup>

The Chupcan lived along fresh-water streams that flowed northward to the tule marshes on the Bay.<sup>9</sup> Their villages would have been made up of numerous dome-shaped structures made of willow branches and tule reeds. These buildings housed sweat lodges and residences, which ranged in size from six to twenty feet wide and could house several generations of a family.<sup>10</sup> In the colder season, families lived in subterranean pit houses.<sup>11</sup> Men hunted deer, elk, and antelope with spears, and bows and arrows. They used nets, spears, and basket traps to fish on creeks, rivers, and in the bay, sometimes from tule boats. Women were basket makers and gathered most of the village plant food including roots, bulbs, mushrooms, leaves, nuts, and berries.. In early autumn, entire villages would journey to the slopes of Mount Diablo to gather acorns from oak trees, one of their most important foods. Bay Miwok peoples managed the land around them through cultivation, prescribed burning, and pruning to enhance the health of plants and animals they hunted that fed on them.<sup>12</sup>

The earliest European presence in the present-day Concord area was a 1772 visit to the East Bay by Spanish explorers Captain Pedro Fages and Father Juan Crespi. On March 31st, Crespi described an encounter with Native American residents in the San Ramon Valley, south of the project area. The Spanish came upon "three villages with some little grass houses. As soon as the heathen caught sight of us they ran away, shouting and panic-stricken."<sup>13</sup>

<sup>6</sup> This section was prepared primarily by Donna Graves, Public History Advisor for the PlaceWorks team, in 2015.

<sup>7</sup> The Bay Miwok are not included among the 109 federally recognized tribes of California. Beverly R. Ortiz, "Ohlone Curriculum: Bay Miwok Content," (East Bay Regional Park District, 2015) 48.

<sup>8</sup> ESA, Cultural Resource Study. See Appendix B-2.

<sup>9</sup> Contra Costa County Office of Education, "The Bay Miwok of Contra Costa County," <<http://www.ccooe.net/miwokproject/Lesson1.html>>

<sup>10</sup> Contra Costa County Office of Education, "The Bay Miwok of Contra Costa County," <http://www.ccooe.net/miwokproject/Lesson2.html>.

<sup>11</sup> ESA, Cultural Resource Study. See Appendix B-2.

<sup>12</sup> Beverly R. Ortiz, "Ohlone Curriculum: Bay Miwok Content," 2015. (18-19).

<sup>13</sup> San Ramon Valley Historical Society, "They Came First: The Indians of the San Ramon Valley," (updated 2014) 3.

According to one account, Spanish soldiers later captured a group of Chupcan in 1805. The Chupcan escaped, and the astonished Spanish named the area monte del diablo (devil) in response. A nearby Miwok sub-group, the Saclans, reportedly fought the Spanish for nearly ten years to keep their villages and lives intact.<sup>14</sup>

Early Spanish expeditions led to occupation and new settlements. In 1776, Mission San Francisco de Asis, or “Mission Dolores,” was founded across the bay in what is now the City of San Francisco. Missions ringing the bay followed in the next few years: Mission Santa Clara de Asis in 1777 (in present-day San Jose), Mission San Jose in 1797 (in present-day Fremont), Mission San Rafael (in present-day San Rafael), and finally Mission San Francisco de Solano in 1823 (in present-day Sonoma). Catholic missionaries enforced a program of indoctrination to mission life and religious conversion of the local peoples. The Chupcan people were conscripted into the Catholic mission system at Mission Dolores, where various native peoples were intermingled, eventually resulting in the dissolution of distinct tribal entities.<sup>15</sup>

The spread of diseases for which the Native Americans had no immunity accompanied Europeans to California and decimated the native population.<sup>16</sup> Over seventy-five per cent of the region’s native peoples are estimated to have perished by 1815. Those that survived under the auspices of the missions lived in conditions of poverty and near starvation. Some historians believe that the impact of Spanish colonization and the mission system drove the Chupcan to disappear as a distinct tribal entity.<sup>17</sup> Others argue that despite the fact that “comparatively little cultural information about Bay Miwok peoples has survived in written records,” new knowledge and ways of tracing lineage refute these claims and that descendants of the Chupcan and other people native to Northern Contra Costa County are still present.<sup>18</sup>

## **MEXICAN AND EARLY AMERICAN PERIOD (1821 TO 1895)**

After Mexico gained independence from Spain in 1821, the new government took over what is now California and disbanded, or secularized, the Spanish missions. In a program intended to encourage colonization and make land more accessible to the average Californio (as Mexican citizens in California were then called), church land and property were redistributed through land grants. The large land grants known as Rancho Los Medanos (8,860 acres) and Rancho Monte del Diablo (17,920 acres covering most of present-day Concord and the project area) were given in the 1830s and encompassed mountains, plains, and coastal areas between the current communities of Walnut Creek and Concord to Antioch and Pittsburgh.<sup>19, 20</sup> The ranchos were primarily used as cattle operations, many of which relied on Bay Miwok laborers.<sup>21</sup>

<sup>14</sup> San Ramon Valley Historical Society, “They Came First: The Indians of the San Ramon Valley,” (updated 2014) 2, 4.

<sup>15</sup> “Bay Miwok.” Wikipedia, The Free Encyclopedia. Wikimedia Foundation, [http://en.wikipedia.org/wiki/Bay\\_Miwok](http://en.wikipedia.org/wiki/Bay_Miwok), accessed xx.

<sup>16</sup> “Milestone for S.F. Mission,” *San Francisco Chronicle*, January 12, 2004.

<sup>17</sup> ESA, Cultural Resource Study. See Appendix B-2.

<sup>18</sup> Ortiz “Ohlone Curriculum: Introduction” 2015. (ii). Communication between Donna Graves and Beverly Ortiz, anthropologist and East Bay Regional Park District Cultural Services Coordinator, 17 February 2016.

<sup>19</sup> John A. Keibel, *Behind the Barbed Wire: History of Naval Weapons Station Concord* 2009. (193).

<sup>20</sup> ESA, Cultural Resource Study. See Appendix B-2.

<sup>21</sup> Ortiz, 2015. (44).



photo credit: Stephen Joseph Fine Art Photography

The American period in California began in 1848 when California was ceded to the United States after the Mexican-American War. Numerous Americans had already settled in the region, often as squatters, which contributed to the tension between Mexicans and Americans in California. With California officially under American control, land grants, deeds, and titles to property became even more clouded—it generally took nearly 50 years to resolve the situation and led to slow development of land. Rancho Los Medanos was sold by its original owners, Jose Antonio Mesa and Jose Miguel Garcia, in two separate parcels. The community of Pacheco was named for patriarch Salvio Pacheco. The Pacheco family was successful in defending their claim to Rancho Monte del Diablo under the US court system.<sup>22 23</sup> Although few Californios retained their property, Bay Miwok, like all California Indians, lost even more rights as the new state, which joined the union in 1850, passed laws that marginalized Native peoples including an “apprenticeship act” that allowed non-Indian miners, farmers and ranchers to “own” young Bay Miwok individuals as unpaid laborers until they were adults.<sup>24</sup>

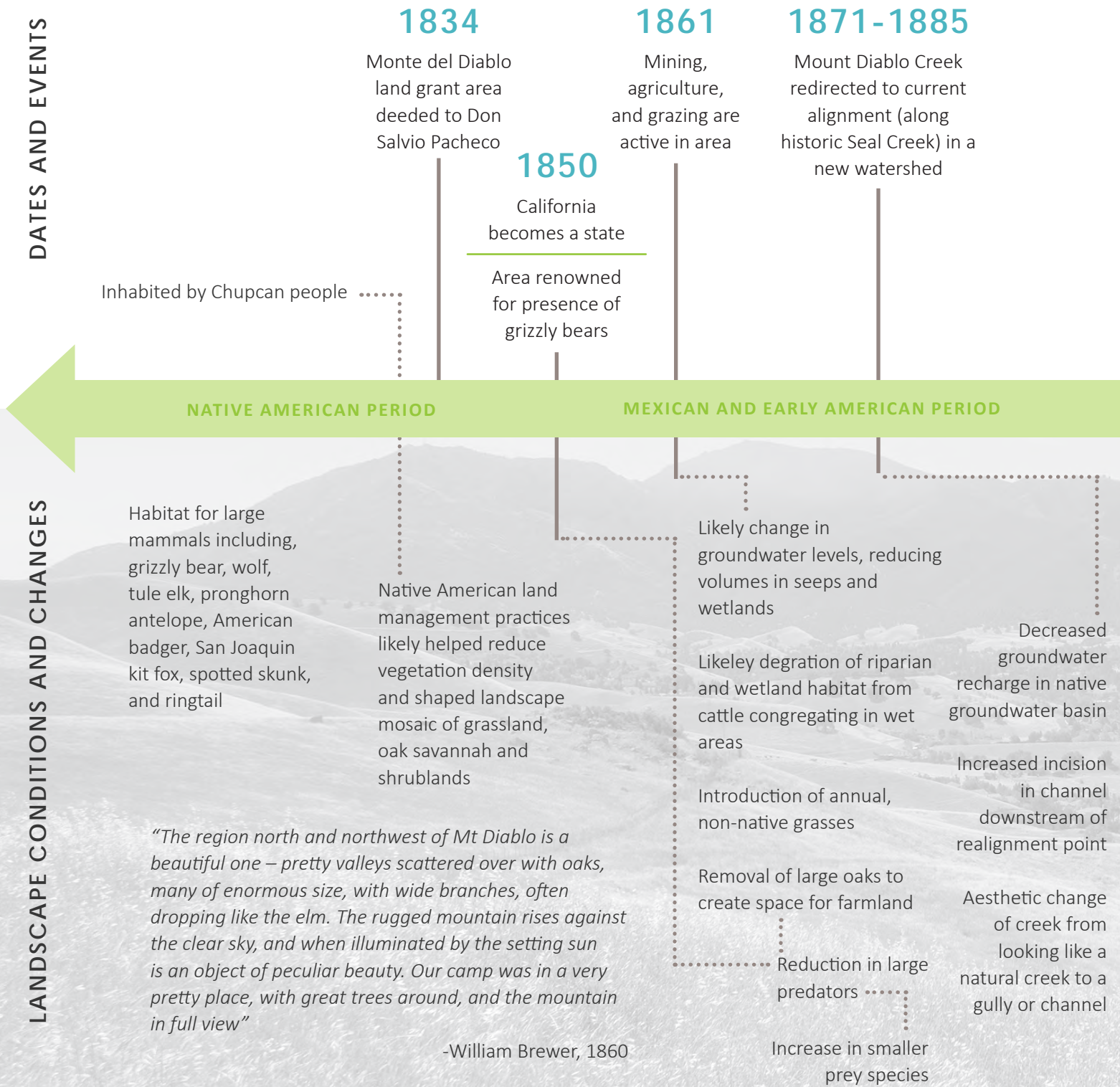
<sup>22</sup> “Rancho Los Medanos.” Wikipedia, The Free Encyclopedia. Wikimedia Foundation, [http://en.wikipedia.org/wiki/Rancho\\_Los\\_Medanos](http://en.wikipedia.org/wiki/Rancho_Los_Medanos), accessed 2016.

<sup>23</sup> “Rancho Monte del Diablo.” Wikipedia, The Free Encyclopedia. Wikimedia Foundation, [http://en.wikipedia.org/wiki/Rancho\\_Monte\\_del\\_Diablo](http://en.wikipedia.org/wiki/Rancho_Monte_del_Diablo), accessed 2016.

<sup>24</sup> Ortiz, “Ohlone Curriculum: Teacher Resources,” p. 54 and “Bay Miwok Content,” 2015. (46).

FIGURE 2-5. Timeline of Human Landscape Modification at the Future Regional Park Site (and Adjacent Areas)

source: Mount Diablo Creek Watershed Inventory Final Report





## 1942-1945

World War II



1942

CNWS Established

July 17, 1944

Port Chicago Explosion

Navy purchases Inland Area of CNWS in response to growing demands of WWII

1930s

Contra Costa Canal Constructed

## 1946-1999

CNWS used for munitions storage



1975

CNWS designated a wildlife preserve for deer, tule elk, golden eagles, quail, pheasants and foxes by the State of California Department of Fish and Game

2005

CNWS approved for closure by BRAC

1994

Port Chicago Naval Magazine National Memorial dedicated

2012

City of Concord adopts Area Plan

1964

US Forest Service plants experimental groves of eucalyptus and pine species

1999

CNWS mothballed

2,216 acres of land conveyed to the Park District

1947-1948

Clayton Canal Constructed

EARLY 20TH CENTURY DEVELOPMENTS

MILITARY PERIOD



*"Aerial photographs from the 1930's show an intensively farmed landscape with relatively few large trees."*

- Mount Diablo Creek Watershed Inventory

Stands of non-native species

Extensive construction of rail and roadway network and drainage ditches

- » Altered drainage patterns
- » Reduced soil moisture

Development of magazines and administrative buildings

Use of pesticides and herbicides to manage weeds on magazines and along railways

Contamination from artillery fire and weapons storage

site remediation



The California Gold Rush of 1848 transformed the state and initiated California's multiple cycles of economic dependence on extraction industries. Cattle ranching, orchards, and sheep grazing dominated use of the landscape until discovery of coal on the slopes of Mount Diablo led to an influx of population as mining took hold. A growing network of railroad lines aided the region's increase in population and industry.<sup>25</sup> The mining boom reportedly ended in the 1880s and agricultural use of much of the project area resumed its prominence with establishment of new dairy farms, walnut orchards, and grain fields.<sup>26</sup>

At the same time, wharves and warehouses were erected along the waterfront in what is now known as the Tidal Area of the CNWS. The area, then known as Seal Bluff, was found to be ideal for transshipment as new rail lines could reach ships using the deep-water passage of the Carquinez Strait. From the 1890s to the early 1900's, the Copper

King Smelting Company operated from Seal Bluff Landing. Its employees helped to support a new post office, a general store, and a saloon. The failed copper smelting business was replaced in 1908 by the C.A. Smith Lumber Company, a large lumber processing plant that employed over 2,000 workers. C.A. Smith established the company town community of Bay Point, which was later renamed Port Chicago.<sup>27 28</sup>

## EARLY 20TH CENTURY DEVELOPMENTS

The new Bay Point & Clayton Railroad, and the Oakland, Antioch and Eastern Railway were incorporated in the early 20th century; these rail lines allowed for new developments in the area and for the waterfront along Suisun Bay to become an important transshipment location. Another major transformation of the area began in 1917 when shipbuilding for the US War Department began at Bay Point. As the area boomed with activity, the town of Clyde, located between the Inland Area and the Tidal Area of the CNWS, was established to provide housing and businesses to serve employees. Although production closed down at the end of the war, the surrounding towns' populations reportedly remained stable.<sup>29</sup>

Other additions to the landscape were the Contra Costa Canal and Clayton Canals, portions of the enormous and innovative water distribution project implemented by the US Bureau of Reclamation's Central Valley Project. The increasing demand for freshwater from California's growing agricultural, industrial, and urban sectors pointed out the need for a comprehensive approach, which included a system of reservoirs and canals and transfer components throughout the State. By 1935, the Central Valley Project began construction as a federal reclamation effort. The Contra Costa Canal was designed to bring water to residences, farms, and industries in northern Contra Costa County and of the Sacramento-San Joaquin Delta.<sup>30</sup> The Clayton Canal and its smaller branches were constructed between 1947 and 1948 to bring additional water to the CNWS. Both of these canals have left a series of bridges and culverts that facilitated crossing roadways and railroad lines in the project area.<sup>31</sup>

<sup>25</sup> JRP Historical Consulting Services, "Historic Building Inventory and Evaluation: Inland Area, Concord Naval Weapons Station." 2009. (13).

<sup>26</sup> Keibel. 2009. (193).

<sup>27</sup> Keibel. 2009. (8, 190).

<sup>28</sup> JRP Historical Consulting Services. 2009. (13-14).

<sup>29</sup> JRP Historical Consulting Services. 2009. (14).

<sup>30</sup> JRP Historical Consulting Services. 2009. (15).

<sup>31</sup> JRP Historical Consulting Services. 2009. (16).

## DEVELOPMENT OF PORT CHICAGO, 1944 EXPLOSION, AND MUTINY TRIAL

The Navy began contemplating the establishment of an ammunition-shipping facility somewhere in the Bay Area during 1927, but it was not until two days after the December 7, 1941 bombing of Pearl Harbor that a site on Suisun Bay was recommended for this purpose. Within the month, Congress had approved the purchase and/or condemnation of over 576 acres for terminal facilities at Port Chicago.<sup>32</sup> By February 1942, the Navy had established Naval Magazine Port Chicago (NMPC), the “first new naval depot designed to specialize in ammunition transshipment for use in overseas combat. It was planned as a permanent addition to the Navy’s shore establishment, rather than simply a temporary wartime facility.” In its early years, the NMPC operated as a subordinate facility to the nearby Mare Island Depot, which was established in 1854.<sup>33</sup>

On December 13, 1942, the SS Brewer set sail with the first shipload of ammunition from the NMPC. The original facilities included an ammunition pier, a barge pier, barricaded railroad sidings, storage buildings, guard buildings, and administrative building, and housing for officers and enlisted men.<sup>34</sup> By July 1944, over 1,400 African American enlisted personnel worked under 71 white officers, while 106 white Marines guarded the base. In addition, 231 white civilians were employed in skilled trades such as carpenters, locomotive engineers, and crane operators.

The loading of ammunition was a 24-hour a day process divided into three shifts.<sup>35</sup> Over eight days, the African American workers would have “six days of ammunition loading, a duty day, and one day of liberty.”<sup>36</sup> They were handling a wide variety of ammunition from small arms to “artillery projectiles, charges, incendiary bombs, fragmentation bombs, and huge blockbusters weighing as much as two thousand pounds each.” Ammunition was transferred from railroad cars on the pier into ships in a busy setting filled with “boxcars, locomotives, tons of bombs and high explosives and men scrambling about everywhere.”<sup>37</sup>

As WWII wartime mobilization ramped up, speed was prized and safety procedures were not properly instructed or enforced. Prior to D-Day, home front casualties exceeded those on the battlefield. At Port Chicago, workers received minimal education and training about the ammunition they were handling and were pushed to work more and more quickly. Some enlisted men brought up the dangers of explosion to officers and other workers, but their concerns were discounted. Supervisors repeatedly told the men that the ammunition did not have detonators and therefore would never explode.<sup>38</sup>

On July 17, 1944 these fears came true when the SS Quinalt Victory and the SS E. A. Bryant erupted in an enormous explosion that created the largest home front disaster of the war. Over 320 men, primarily African American sailors, were loading ammunition that included 40-millimeter shells, fragmentation cluster bombs, and enormous 1000-pound bombs. Incendiary bombs, which had their fuses installed,



photo source: flickr user TradingCardsNPS



photo source: flickr user TradingCardsNPS

<sup>32</sup> Keibel. 2009. (9).

<sup>33</sup> JRP Historical Consulting Services. 2009. (18).

<sup>34</sup> JRP Historical Consulting Services. 2009. (18).

<sup>35</sup> Allen, Robert F. *The Port Chicago Mutiny: The Story of the Largest Mass Mutiny Trial in U.S. Naval History*. 1993. Heyday Books. Berkeley: (46).

<sup>36</sup> Allen. 1993. (47).

<sup>37</sup> Allen. 1993. (47).

<sup>38</sup> Allen. 1993. (50).

were also being loaded very carefully, one at a time.<sup>39</sup> At 10:15 PM, an explosion of 5,000 tons of ammunition created a tremor that measured 3.4 on UC Berkeley's seismograph and was felt as far away as Boulder City, Nevada.<sup>40</sup> A large group of 320 men, primarily African American sailors, perished in the disaster.

White officers who lived through the explosion were granted survivors' leave to overcome the trauma, while African American workers were sent to nearby Camp Shoemaker and naval barracks in Vallejo and immediately assigned shore side duties. Some were sent back to Port Chicago to assist with cleanup and rebuilding of the base. Their state of shock and anxiety was compounded when on August 9, just three weeks after the explosion, survivors assigned to work on Mare Island were ordered to begin unloading ammunition from a ship. The men balked and were met with efforts to shame them into returning to work by "appealing to race pride and patriotism." Of the 328 men, 25 refused and were imprisoned on a nearby barge for three days. After the Admiral Commandant of the 12th Naval District told the men that "mutinous conduct in time of war carries the death sentence, and the hazards of facing a firing squad are far greater than the hazards of handling ammunition;" 50 men continued to refuse the assignment.<sup>41</sup>

The explosion and its aftermath led to the largest Naval mutiny in US history, and the subsequent trial became a major catalyst for the US Navy to desegregate following the war and an important event on the ongoing campaign for African Americans civil rights. The trial took place in September-October 1944 at the Naval Installation on Treasure Island in the center of the San Francisco Bay. Proceedings drew national

press attention and the support of luminaries, such as attorney Thurgood Marshall, whose counsel was requested by the San Francisco branch of the NAACP. After only eight minutes of deliberation, every one of the 50 defendants was found guilty of mutiny and sentenced to 15 years in prison. Summary court-martials, bad conduct discharges, and three months forfeiture of pay were meted out to the other 208 men who initially joined the work stoppage.<sup>42</sup> An appeals campaign led by Marshall that lasted into 1945 was unsuccessful, though it drew widespread support from black leaders and newspapers across the country and even from Eleanor Roosevelt. It was not until after the war ended and the need to hand down heavy punitive examples diminished that the sentences were reduced to two and three years. In January 1946, 47 of the Port Chicago men were released from prison under orders of the Secretary of the Navy. One continued to be held for a bad conduct record, and two remained in the prison hospital for a time.<sup>43</sup>

On February 27, 1946, without fanfare, the Bureau of Naval Personnel issued Circular Letter 48-46 which prohibited all segregation in assignments, ratings, ranks, ships, facilities, and housing. Not until 1948 were the rest of the armed forces completely integrated. While the Navy had been the most segregated service before the war, it became the first integrated service. The events surrounding the Port Chicago Explosion played a significant role in these landmark changes.

Port Chicago resumed operation in late 1944. By the end of the year, six deep-water births ran along a new ammunition pier and a second new pier soon followed.<sup>44</sup>

Plans to expand the operations with an additional 6,300-acre purchase in the Inland Area had been authorized as early as June 1944. After the explosion, much of the property was secured by the Navy through condemnation letters sent to 118 private owners, many of whom had operated farms and ranches on the land for generations. The forced sales offered Depression-era prices to property owners, \$75 dollars per acre for hilly terrain and \$400 for flat land.<sup>45</sup>

<sup>39</sup> Allen. 1993. (57).

<sup>40</sup> Electronic communication with Raphael Allen, NPS Park Ranger, April 9, 2015.

<sup>41</sup> Allen. 1993. (72, 75, 82, 85-86).

<sup>42</sup> Allen. 1993. (116, 127).

<sup>43</sup> Allen. 1993. (132-133, 135).

<sup>44</sup> JRP Historical Consulting Services, 2009. (19).

<sup>45</sup> Keibel. 2009. (9, 30).



photo source: flickr user TradingCardsNPS

## COLD WAR ERA

By the end of World War II, the Inland Area of US Naval Magazine Port Chicago (NMPC) included “75 high-explosives magazines located in the hills, a group of 93 gun-ammunition magazines on the flat land, and 30 barricaded railroad sidings.”<sup>46</sup> The facility was described by the Bureau of Ordnance as “the principal ammunition loading port and storage point for ammunition and high explosives on the Pacific Coast.” From 1945 to 1947, NMPC received multiple shiploads of unexploded ammunition returned from conflict. This task required new approaches to receiving, storing, and accounting for the munitions, as well as heightened awareness of the need for safety and quality control.<sup>47,48</sup>



From 1945-1963, NMPC continued to serve as a weapons storage facility, while providing support to the naval fleet. It was the only facility on the West Coast located in a relatively remote, less densely populated area that handled high explosives.<sup>49</sup> Yet the Navy and the facility were mindful that relations with nearby residents were important. Annual open houses began shortly after the war; the 1947 event drew 5,000 people for tours of the base and exhibits that included uranium acetate, atom bomb material, a guided bomb, and a guided missile.<sup>50</sup>

The same year, an article in the Oakland Tribune described operations at the base:

*The ammunition is shipped to Port Chicago from many other depots and production activities in order to that it will be close to West Coast shipping centers and ready for immediate shipment. The ammunition arrives by rail in “palletized” units of approximately one time, each of which is unloaded and stowed in the magazines with specially designed spark-proof forklift trucks.... There are 170 modern, Earth-covered, arch type magazines in which the cells are stowed. The magazines are arranged so as to prevent the spread of damage throughout the entire area in case of fire and explosion in one part of the area.*<sup>51</sup>

During the Cold War, specialized units at the facility were initiated or expanded. A number of new technological systems were located at NWPC, including a Nuclear Weapon Component Division (1958), a Guided Missiles Service Unit (1960), and a linear accelerator (1961). The Quality Evaluation Laboratory (QEL) had begun during World War II to provide inspection and monitoring services. The QEL grew in size and importance and changed names several times to the Weapons Quality Engineering Center (WQEC), then Quality Evaluation and Engineering Laboratory (QEEL), and finally the Weapons Quality Engineering Center in 1974. This division drew prominent professional and scientific experts to seminars and conferences hosted at the facility.<sup>52</sup>

During the Korean War, a Mobile Ammunition Evaluation and Reconditioning Unit which made remote testing and repair of unused ammunition possible, greatly reduced the need for shipments back to testing laboratories elsewhere.<sup>53</sup> During that same conflict, when the facility handled three quarters of all ammunition sent to forces on the Korean Peninsula, the installation became the Naval Ammunition Depot Concord, replacing Mare Island as the Pacific Coast center for ammunition transshipment.<sup>54</sup> In 1963, it was re-designated as the US Naval Weapons Station Concord, or CNWS.

<sup>46</sup> Keibel. 2009. (32).

<sup>47</sup> JRP Historical Consulting Services, 2009. (19).

<sup>48</sup> Keibel. 2009. (34).

<sup>49</sup> ESA, Cultural Resource Study. See Appendix B-2.

<sup>50</sup> Keibel. 2009. (37).

<sup>51</sup> Keibel. 2009. (39).

<sup>52</sup> Keibel. 2009. (51).

<sup>53</sup> Keibel. 2009. (50-51).

<sup>54</sup> ESA, Cultural Resource Study. See Appendix B-2.



Other activities at the facility included participating in Department of Defense program such as the Polaris Fleet Ballistic Missile Program, Air-launched Missile Programs, and the Special Weapons Program. The US Military also developed an Advanced Weapons Division and a Guided Missile Facility at the site. The need to track the facility's complex flow and use of material led to adoption of some of the earliest computer technology. "With primacy in both standard ordnance distribution and increasingly technologically advanced capabilities, the activities of CNWS responded to the spectrum of 20th century military requirements."<sup>55</sup>

## CIVILIAN PROTESTS AT PORT CHICAGO

CNWS was the principal site for transshipment of ordnance and other supplies to US troops in all branches of the military during the Vietnam War. As many as 100,000 tons of ammunition passed through the facility on a monthly basis. The pressure of increasing transshipment needs meant that by 1964, loading activities were increasingly handled by truck-to-ship transfers rather than the usual railcar-to-ship.<sup>56</sup>

The critical role that CNWS played in the war drew the attention of activists in the growing antiwar movement. Concord became a target for antiwar demonstrators from the region and across the United States, and their activities drew national attention. Peace protesters organized a daily vigil at the facility beginning on August 7, 1966. Actions at the site included picket lines at the gates and sit-ins in front of the trucks scheduled to deliver ammunition. Protesters reportedly faced frequent vitriol from CNWS employees and others and were even physically attacked. Yet their efforts drew attention and support from as far away as Sweden, and fundraising events held to support them boasted headliners such as Pete Seeger and Country Joe and the Fish. In 1967, the protest newsletter, *Vigil Voices*, described their purpose at Port Chicago: "We are deeply challenged by the obscenity of the truckloads and trainloads of death entering those narrow gates... Nowhere else in America is the cancer more apparent nor more vulnerable to an aroused people."<sup>57</sup>

After the end of the Vietnam War, CNWS continued to draw outside scrutiny. It was the subject of a 1980 award-winning documentary film, *Broken Arrow*, which aired on public television. Investigative reporter Stephen Talbot claimed that the base had become a storage and transshipment site for nuclear weapons, which the Navy reportedly refused to confirm or deny. During the following decade, the facility drew another wave of protests as antiwar activists demonstrated against the shipment of arms to US-backed regimes in Nicaragua and El Salvador. The protestors saw their efforts as part of an international movement to end racism, American hegemony in what was then called the "Third World," and the Reagan administration's Central America interventions. A *Handbook of Nonviolent Direct Action* published by Pledge of Resistance drew explicit parallels between their work and the 1944 Port Chicago "mutiny" by African American sailors.<sup>58</sup>

Hundreds of protesters were arrested over many months, but the most dramatic event took place on September 1, 1987. On that date, Brian Willson, one of a group of Vietnam veteran protestors, was run over by a Navy train, which severed both of his legs at the knees.<sup>59</sup> An article published the following year by Contra Costa Sheriff Richard K. Rainey pointed out that the previous nearly two years of daily demonstrations had drawn "little more than local attention." After Willson was run over, "national and international media attention immediately focused on the protesters activity at the CNWS, and on the law enforcement response." Four days after the event more than 5,000 demonstrators came to the facility, including the Rev. Jesse Jackson, singer Joan Baez and Rosario Murillo, wife of Nicaraguan President Daniel Ortega.<sup>60</sup>

<sup>55</sup> JRP Historical Consulting Services, 2009. (22).

<sup>56</sup> JRP Historical Consulting Services, 2009. (23).

<sup>57</sup> *Vigil Voices*, (February 1967 and March 1976).

<sup>58</sup> Pledge of Resistance. "A *Handbook of Non-Violent Direct Action*." 1987. (9).

<sup>59</sup> Allen. 1993. (146-47).

<sup>60</sup> Rainey, Richard K.. "The Cost of Protest: A Sheriff's Perspective" *California County*. March 1988. (18).

## TRANSFORMING CNWS INTO PARKLAND

The Inland Area of the CNWS was mothballed in 1999 due to changes in military operations, and the Inland Area was officially approved for closure by the Base Closure and Realignment Commission (BRAC) in November of 2005. The City of Concord's subsequent planning processes set the stage for the development of new regional park, and are described in the following section. It is important to note that the Tidal Area of the former CNWS, which contains the Port Chicago Naval Magazine National Memorial was transferred to the US Army following base closure, and is not within the Area Plan. This area includes the Military Ocean Terminal Concord (MOTCO), and therefore the Port Chicago Naval Magazine National Memorial.



photo credit: Stephen Joseph Fine Art Photography

## CNWS BASE REUSE PLANNING

The mothballing and subsequent closure of the Inland Area of the CNWS led to the development of several studies intended to guide future use of the Inland Area. This section provides a brief timeline of planning efforts focused on the Inland Area, and summarizes key documents as they relate to the development of the Regional Park Land Use Plan.

- » **1994** – Legislation establishing Port Chicago Naval Magazine National Memorial and authorizing the Park District and NPS partnership.
- » **1999** – CNWS mothballed due to changes in military operations; preliminary study of potential joint uses conducted.
- » **2002** – Navy and City of Concord initiate discussions on City's acquisition of property for park development. City prepares draft master plan for 154-acre area, but project shelved following announcement of potential base closure.
- » **2005** – Inland Area of the CNWS approved for closure by the Base Closure and Realignment Commission (BRAC); Concord City Council designated as Local Reuse Authority (LRA).
- » **2007** – Park District submits a Letter of Interest to the City of Concord expressing interest in a Public Benefit Conveyance for a portion of the former Inland Area of the CNWS.
- » **2006-2010** – City develops Concord Community Reuse Plan with significant community input. Community engagement included a 21- member Community Advisory Committee, and public workshops in 2007 and 2008 to provide input on development and refinement of alternative concepts. In winter, 2008, the LRA designated the Clustered Village Alternative as the Preferred Alternative. In winter 2010, the EIR was certified and the Reuse Plan was adopted by the Concord City Council.
- » **2010** – The Draft Concord Reuse Project Area Plan (Area Plan) was issued for community consideration.
- » **2012** – Area Plan adopted by Concord City Council and incorporated into General Plan.
- » **2013** – Park District formally submits an application to the National Park Service Federal Lands to Parks Program for 2,540 acres of surplus property for public park and recreational use.
- » **2015** – NPS approves Federal Lands to Parks Program application and East Bay Regional Park District initiates development of a Park Land Use Plan to further guide regional park development.
- » **2017** – NPS drafts Foundation Document for Port Chicago Naval Magazine National Memorial and Final EIS for transfer and redevelopment of CNWS, including completion of USFWS Section 7 consultation and final Biological Opinion.

- » **2018** – City of Concord issues Notice of Preparation for Concord Reuse Project Specific Plan and Environmental Impact Report.
- » **2019** – Phase 1 Public Benefit Conveyance of park site from the Navy to the National Park Service for 2,216 acres, through the Federal Lands to Parks Program; National Park Service issues “Constructive Possession” letter to the District.

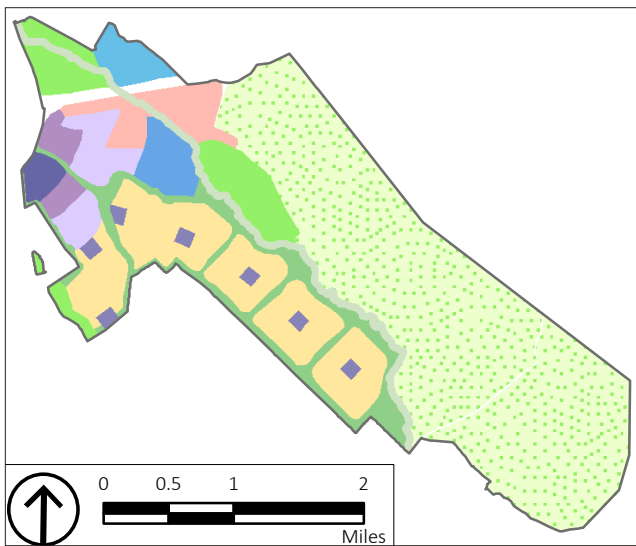
### POTENTIAL JOINT USE STUDY (2000) AND RELATED PLANNING EFFORTS

Congressman George Miller facilitated a joint use study to identify potential uses for the Inland Area of the CNWS in late 1999, after the area was mothballed by the Navy. A list of potential joint use concepts, focusing on recreation and open space use, was generated by the study and provided to the Navy in 2000. While the study was favorably received, the events of September 11, 2001 led to a revision of security operations that reduced potential use areas to a 154-acre area of the CNWS that borders Willow Pass Road and Olivera Road.

This 154-acre area for potential joint use was identified as a potential park site by City of Concord officials. By the end of 2002, the City and Navy had developed a conceptual lease agreement for the development of a City park and the City had initiated development of a draft Master Plan for this area. This process was halted upon announcement by the Department of Defense that a number of bases would be closed.

### CONCORD COMMUNITY REUSE PLAN AND EIR

The City of Concord, acting as the Local Reuse Authority, prepared the Concord Community Reuse Plan (Reuse Plan) to guide the future development of the former CNWS. The planning process was guided by substantial public involvement, including a Community Advisory Committee that consisted of 21 community members representing a broad and balanced cross-section of the community, as well as public workshops in 2007 and 2008.



Key outcomes of the planning process are described below and include the development of a Planning Framework that would guide the development of the Reuse Plan and Area Plan (described below), as well as a preferred alternative concept for the Reuse Area.

#### PLANNING FRAMEWORK

The Planning Framework developed in 2006 by the City Council with input from the community includes the following “overarching goals”:

- » **World-class Project.**
- » **A Balanced Approach.**
- » **Economically Viable and Sustainable Development.**
- » **Quality of Life.**

The goals are supported by a series of goals and guiding principles specific to the following topic areas: planning considerations; community development; parks, recreation, and open space; economic development; and transportation. Goals and principles related to parks, recreation, and open space are relevant to the Park District’s Land Use Plan and are provided below.

FIGURE 2-6. Concord Community Reuse Plan



## **PARKS, RECREATION AND OPEN SPACE (PR) GOALS**

### **PR-A: Resource Conservation**

- » Ensure that natural, cultural and historic resources are preserved for the long-term benefit of the ecosystem and for appreciation and understanding of current residents and future generations.
- » Recognize the value of the natural environment.
- » Promote conservation and education as a community benefit.

### **PR-B: Land Stewardship**

- » Recognize the value of the natural environment and take a leadership role in sustainable land management practices.

### **PR-C: Community Parks and Recreation**

- » Meet the long-term park and recreation needs of the community.

## **GUIDING PRINCIPLES**

### **PR-1: Maximizing Open Space**

- » Provide parks and open space to serve Concord residents and the region. Ensure that there are large, contiguous and usable open space elements in the Community Reuse Project.
- » Protect significant views and viewsheds.

### **PR-2: Watershed Approach**

- » Apply a watershed approach for preserving, restoring and enhancing the natural resources and open space on the Weapons Station.
- » Address water quality, wildlife corridors and buffers, habitat protection, flood control, recreation and open space designation.

### **PR-3: Regional Connectivity**

- » Explore possibilities for connecting to other regional and local parks and trails to provide a comprehensive system of habitat, open space and recreation areas.

### **PR-4: Habitat Management**

- » Provide for the integration of preservation, enhancement and management of identified habitats and related species with other uses.

### **PR-5: Variety of Parks and Recreational Facilities**

- » Provide a variety of parks and recreation elements, including regional and neighborhood parks, trails, and outdoor recreation.
- » Address sports and recreation needs in Concord, including regional-scale, lighted or multi-purpose sports facilities, community centers, and cultural and performing-arts facilities.
- » Ensure that facilities and amenities include opportunities for older adults and people with disabilities.

## **PREFERRED ALTERNATIVE FUTURE SCENARIO**

The goals and principles included in the Planning Framework (2009) guided the development of seven alternatives that described potential future scenarios. All alternatives included preservation of hillsides, a riparian corridor along Mount Diablo Creek, and connections between the community and the regional park, among other features. Variations explored in the alternatives included the distribution and location of residential, commercial, and public facilities, and other uses.

In winter, 2008, the Concord City Council, acting as LRA, designated the alternative referred to as the Clustered Village Alternative as the Preferred Alternative, and the Reuse Plan was prepared based on this alternative. In winter 2010, an EIR assessing potential impacts of the Reuse Plan was certified and the Reuse Plan was adopted by the City Council.

## CONCORD REUSE PROJECT AREA PLAN

The Concord Reuse Project Area Plan (Area Plan) and consistency amendments to the Concord 2030 General Plan were prepared following adoption of the Reuse Plan. The Area Plan is based on the Reuse Plan, but provides specific policies and development standards to ensure realization of the vision identified within the Reuse Plan.

The Area Plan involves development of over 12,200 new housing units, over 6.1 million square feet of commercial floor space, and a variety of community facilities and city parks. As described in Chapter 1, the proposed community development under the Area Plan would primarily be clustered on the western portion of the former base. Highlights of the new community include:

- » A transit-oriented district with the flavor of city life.
- » Neighborhoods of character and convenience.
- » A commercial district offering flexibility and opportunity for investment and job growth.
- » Open spaces that provide for conservation and recreation.
- » Community and regional facilities.
- » Action on climate change.
- » Convenient multi-modal transportation system.

Concord Hills Regional Park will occupy the eastern portion of the Plan Area and is identified for resource conservation and low impact recreation with East Bay Regional Park District as the anticipated long-term owner and manager. Aspects of the Area Plan that are relevant to the Future Regional Park include but are not limited to:

- » Emphasis on habitat conservation, low impact recreation for the regional park, and preservation of hillside views and views of Mount Diablo.
- » Regional trail and open space connections and strong connectivity between the future development and regional park, with convenient access for residents living within the Plan Area and BART riders.
- » Restoration of Mount Diablo Creek and the establishment of conservation buffers on either side of the creek. Conservation measures and features within the regional park and Mount Diablo Creek will be determined based upon permit requirements from State and federal resource management agencies.
- » Circulation system with three through-roads connecting to or through the regional park, including Bailey Road, Willow Pass Road, and the future Delta Road.
- » City parks and greenways are identified for the EDC area, including parkland that will be immediately adjacent to the Future Regional Park.

The development of Concord Hills Regional Park is linked to the phasing and implementation of the encompassing Area Plan. Connections between the development of the EDC area and the PBC area include but are not limited to trail and road connections, utility connections, habitat development, and conservation mitigation.

## PUBLIC BENEFIT CONVEYANCE PROCESS

Federal land that is no longer needed by the federal government, such as the Inland Area of the CNWS, can be conveyed to other government entities for public park and recreation purposes through NPS's Federal Lands to Parks Program which typically results in conveyance of land at no cost to the receiving entity.

In September 2013, the District submitted a Notice of Interest in a Public Benefit Conveyance (PBC) for a future regional park through the Federal Lands to Parks program. In May 2014, the District was informed that the application was approved and a public benefit allowance of 100 percent of the fair market value of the property to be conveyed would be granted. The Navy completed a Finding of Suitability to Transfer

(FOST) in 2017, which determined that a 2,216 acre area of land is suitable to be transferred with consideration to potential contamination. In June, 2019, 2,216 acres were transferred and conveyed to the National Park Service and transferred to the Park District. The remaining 328 acres of the Regional Park will require additional environmental remediation prior to transfer and conveyance, and the Navy's continues to own the property .

CNWS Base Reuse Planning documents that inform the Regional Park Land Use Plan planning process include:

- » Concord Community Reuse Area Plan.
- » Concord Community Reuse Project Final Environmental Impact Report (FEIR), Addendum, Mitigation Monitoring and Reporting Plan, and associated technical reports.
- » Draft and Final Environmental Impact Statement (EIS) for the Disposal and Reuse of Former Naval Weapons Station Seal Beach, Detachment Concord, and associated technical reports.
- » PBC Application.

## **PARTNERSHIP BETWEEN THE PARK DISTRICT AND NATIONAL PARK SERVICE**

NPS was authorized by provisions in H.R. 2647 (2009) to work in partnership with the City of Concord and the District towards a jointly-operated visitor facility that would allow the Port Chicago story to be shared more broadly. This partnership has facilitated the Public Benefit Conveyance process (described above), and will continue to be beneficial and influential to the planning process.

The District and NPS signed a Cooperative Management Agreement that formalizes their partnership and further guides collaboration during the planning, design, and operation of the Future Regional Park. The Agreement identifies specific roles of the District and NPS, including that the District will lead the Land Use Planning process and serve as the lead agency for the joint visitor facility. However, both entities will provide staffing and support for the facility. The Agreement also identifies several areas for collaboration:

- » Collaborate in the development of the Concord Hills Regional Park Land Use Plan, including the preliminary planning and design for a Port Chicago Naval Magazine National Memorial Visitor Center as part of this larger planning process.
- » Collaborate in the design, production, and placement of interpretive displays and materials concerning the Port Chicago Naval Magazine National Memorial.
- » Collaborate in the planning and implementation of the annual Port Chicago Naval Magazine National Memorial event, to be held in July.
- » Work collaboratively with other community groups to advance the planning, design, and interpretation of the Concord Hills Regional Park and Port Chicago Naval Magazine National Memorial.



## REGIONAL PLANNING CONTEXT

### EAST BAY REGIONAL PARK DISTRICT MASTER PLAN - 2013

The 2013 Master Plan defines the vision and the mission of the East Bay Regional Park District and sets priorities for the future. It explains the District's multi-faceted responsibilities and provides policies and guidelines for achieving the highest standards of service in resource conservation, management, interpretation, public access, and recreation. The Master Plan is designed to maintain a careful balance between the need to protect and conserve resources and the recreational use of parklands for all to enjoy now and in the future. The Park District operates 122,000 acres of parkland for passive and active recreational use, as well as habitat for protected species, for which the Park District restricts public access. Parks and facilities vary based on location, amenities, and access. Similarly, the Future Regional Park site provides a unique experience consistent with the District's overall vision for open space in the East Bay. The District's 2013 Master Plan categorizes recreational amenities as described below.

- » **Trails.** Hiking and biking along trails are among of the most popular recreational activities for East Bay Regional Park District users. The current trail network, composed of trails within parks and regional connectors between parklands, spans more than 1,200 miles and is designed to accommodate hikers, joggers, bicyclists, equestrians, and people with dogs. The 2013 Master Plan identifies three types of trails in the District's network: Dedicated and Shared Use Narrow Trails, Unpaved Multi-use Trails, and Paved Multi-use Trails.
- » **Picnic Areas.** The District is the major provider of outdoor gathering and picnic space in the East Bay, and the 2013 Master Plan acknowledges that demand is growing for these facilities. These spaces are general centrally located within the park and accompanied by restrooms and waste receptacles. The Plan identified the following types of space used as picnic areas:
  - Reservable group picnic areas with cooking facilities and tables that can be reserved through the District's reservations program.
  - Meadows and lawns for informal, unreserved picnic and gathering space.



- » **Children’s Play Areas.** In parks that serve large populations of children, the District provides play areas. These are typically associated with group picnic areas or swim facilities and located near the central gathering place of the park. Some play areas incorporate an environmental theme and are utilized as a piece of the interpretive elements of the park. The District will continue to design play facilities with interpretive components consistent with the ecological or cultural setting of its parks.
- » **Aquatics.** Aquatic facilities are located at shoreline parks and parks with large water bodies. There are pools at three East Bay Regional Park District facilities.
- » **Camping.** District parklands are the major source of day and overnight camping facilities in the East Bay. The Master Plan acknowledges the District’s ongoing efforts improve and expand facilities to accommodate varying degrees of accessibility and different user groups. The Master Plan identified the following camping types:
  - Day Camps serve the youth population and provide daytime recreation on-site.
  - Group Camps include sites for overnight tent camping for large groups.
  - Backpack Camps are located along trails and provide space for overnight tent camping to accommodate multi-day trail use.
  - Family Camps provide sites for overnight car-camping, as well as RV use.
  - Residential Camps are large facilities that provide overnight camping and recreational activities for youth or large adult retreat groups. The District currently owns Camp Arroyo in Livermore, which is the only Residential Camp in the District.
  - Hostels are indoor facilities providing minimal accommodations. The District does not currently operate any hostel facilities.
- » **Special Facilities.** Within the District’s parklands, there are numerous special facilities that create an iconic experience for park visitors and amenities that provide a unique recreational opportunity. Within the current park system, this includes: “equestrian centers; a boating center; meeting and conference areas; a botanical garden; golf courses; archery ranges; a hang gliding area; model boat and train areas; a historic merry-go-round; and two historic farms.” Typically, these facilities are remnants from a previous use of the property. The Master Plan points out that while these facilities must be consistent with the District’s overall vision and mission, they can help to provide a distinctive recreational, economic, and cultural destination.

## CONTRA COSTA COUNTY GENERAL PLAN

The Contra Costa County General Plan, adopted in 2005, contains broad goals and policies, and specific implementation measures, to guide decisions on future growth, development, and the conservation of resources through the year 2020 in the unincorporated areas of the County. The General Plan has a number of policies that address the preservation of open space resources, including historic, cultural, natural, and scenic resources. The General Plan also includes policies related to the development of park and recreational facilities, including trails. In early 2019, the County began a public process to produce Envision Contra Costa 2040, a comprehensive review and update of the General Plan. The Future Regional Park site is within the city limit of Concord and does not fall within the jurisdiction of the Contra Costa County General Plan. However, regional trail connections between the Future Regional Park site and Black Diamond Mines Regional Preserve and Mount Diablo State Park to the east, would involve cooperation with Contra Costa County, and any development should conform to these policies.

## **EAST CONTRA COSTA COUNTY HABITAT CONSERVATION PLAN**

The East Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan (HCP/NCCP) provides an effective framework to protect natural resources in eastern Contra Costa County, while improving and streamlining the environmental permitting process for impacts on endangered species. The intent of the HCP is to avoid project-by-project permitting that is generally costly and time consuming for applicants and often results in uncoordinated and biologically ineffective mitigation. Specifically, the Plan aims to protect and enhance ecological diversity and function within the rapidly urbanizing region of eastern Contra Costa County. To that end, the Plan describes how to avoid, minimize, and mitigate, to the maximum extent possible, impacts on covered species and their habitats and wetlands while allowing for the growth of selected regions of the County.

One of the primary goals of the HCP is to acquire land, either through a fee title or through establishment of conservation easements. To develop priorities and identify potential locations for land acquisition, the HCP area was subdivided geographically into six Acquisition Analysis Zones (Zones). Zones were further divided into Subzones to distinguish between important landscape features. Acquisition priorities for each Zone were developed primarily on the basis of the ecological opportunities and constraints for collectively achieving the biological goals and objectives for covered species, natural communities, and landscapes. Zone 2 covers the key habitat linkages between Cowell Ranch/Los Vaqueros in the east and Black Diamond Mines Regional Preserve and the Concord Naval Weapons Station in the west. Although the Future Regional Park site falls outside of the boundaries of the HCP, its geographic relationship to areas that are covered by the HCP are important to consider in development and implementation of the Land Use Plan (LUP) and its connections to other nearby areas.

## **CONTRA COSTA COUNTY BICYCLE AND PEDESTRIAN PLAN**

Contra Costa County has identified a number of proposed multi-use trails in and around the project area, including additional Class I and Class III trails with off-street and on-street facilities. The Contra Costa Countywide Bicycle and Pedestrian Plan (2009) provides policy and infrastructure recommendations to improve bicycle and pedestrian facilities throughout the region.<sup>61</sup> Contra Costa County has several Class I trails in the Future Regional Park site, including the Contra Costa Canal Trail and the Iron Horse Trail, and Class II Bicycle Lane and Class III Bicycle Route facilities.

## **CITY OF CONCORD 2030 GENERAL PLAN**

The Parks, Open Space, and Conservation Element of the City of Concord 2030 General Plan is intended to provide guidance for preservation of the City's open spaces and other natural resources, and identifies park and recreation facilities available to local residents. The General Plan contains a list of 22 neighborhood and community parks and specialized recreation facilities and identifies approximately 12,743 acres of open space within the General Plan Area. Significant open spaces within the Planning Area include: Lime Ridge Open Space, the Mount Diablo Foothills, and the area north of Mallard Reservoir that is designated Wetlands/Resource Conservation.

<sup>61</sup> Contra Costa County, 2009.

The General Plan identifies the Future Regional Park site- part of what the General Plan refers to as the Concord Reuse Project (CRP) site- as a significant open space resource. Because the Future Regional Park site falls within the open space areas regulated by the City of Concord 2030 General Plan, the Park District's LUP must comply with all principles, policies, and implementation measures that are applicable to the LUP and its implementation. These policies relate not only to the recreational uses of the future Regional Park site but also to the protection of its biological resources and cultural resources (historic structures and archaeological sites). Some of the most directly relevant policies are listed below<sup>62</sup>:

**Policy POS-1.2.1:** Implement strategies and actions associated with the design, development, and operation of multi-purpose trails as contained in the Trails Master Plan.

**Policy POS-1.2.2:** Work with proposed development projects to provide new linkages to existing trails and create new trails where feasible.

**Policy POS-2.1.1:** Acquire, preserve, and maintain open space for future generations.

**Policy POS-2.1.4:** Incorporate portions of the Concord Reuse Project site into the regional open space network, and provide trail and greenway connections between this area and developed Concord neighborhoods.

**Policy POS-2.2.1:** Design structures and facilities located within parks and open space areas to complement the natural setting and values of each site and adjacent lands.

**Policy POS-2.2.5:** Require degraded open space areas to be restored to an environmentally sustainable condition as part of development approval where these lands are proposed as permanent open space in new development.

**Policy POS-2.3.1:** Increase the regional trail, ridgeline, and hillside open space system in the City's Planning Area through joint efforts with East Bay Regional Park District, Contra Costa County, the U.S. Government, and nonprofit trustee agencies.

**Policy POS-3.1.2:** Preserve and restore native riparian vegetation and wildlife, and establish riparian corridors along all creeks.

**Policy POS-3.2.3:** For wetlands that are not adjacent to Suisun Bay, follow management and protection measures that are consistent with State and federal requirements.

A number of small wetland areas exist on the Concord Reuse Project (CRP) site. The CRP Area Plan generally conserves these areas as open space, although conservation may not be feasible in all instances. In such cases, mitigation measures have been prescribed to establish replacement wetlands elsewhere.

**Policy POS-3.4.1:** Conserve wildlife habitat and wildlife corridors, including seasonal migration routes, and require appropriate mitigation in the event such areas are impacted by development.



<sup>62</sup> City of Concord, 2030 General Plan, Chapter 6, 2007

**Policy POS-3.4.2:** Protect rare, threatened, or endangered species and their habitats through the environmental review process and in accordance with State and Federal law.

**Policy POS-3.6.2:** Require that future design and construction on the Concord Reuse Project Site incorporates sustainable development principles, including green building, green infrastructure, site planning which maximizes solar access opportunities, and a land use and transportation plan which maximizes opportunities for non-automobile travel.

**Policy POS-4.1.1:** Preserve all City, State, and federally designated historic sites and structures to the maximum extent feasible.

## **CITY OF CONCORD TRAILS MASTER PLAN**

The Concord Trails Master Plan provides a framework for planning trails in Concord with the purpose of promoting the use of trails for recreation as well as an alternative mode of transportation.<sup>63</sup> The Trails Master Plan includes recommended trail alignments and design guidelines, and identifies several potential trail routes, including a connection to the Delta De Anza Regional Trail and Class I collector trails that follow either rail lines or creeks that run through the site. The Concord 2030 General Plan includes an Implementation Action to “[r]eview, update, and implement [the] Trails Master Plan.”

<sup>63</sup> City of Concord, 2002.





## PARK ENVIRONMENT

The expanse of the 2,543 acre future Regional Park site contains a wealth of resources that will inform the development of Concord Hills Regional Park. This section focuses on hydrologic, biological, and cultural resources.

### TOPOGRAPHY, GEOLOGY, AND SOILS

Site topography consists primarily of gently sloping lowlands along a valley plain with the steeper south-facing Los Medanos Hills along the eastern boundary. Elevations at the Park site range from about 100 feet above sea level in the northwestern portion of the site to 1,000 feet above sea level along the ridgeline. Mount Diablo Creek runs just outside of the western boundary of Concord Hills Regional Park and has a low point of 14 feet above sea level. The Clayton section of the Greenville Fault Zone runs northwest to southeast through the eastern portion of Concord Hills Regional Park.

The Park's dramatic topography directly influenced previous development patterns on the site. The hillside areas have remained less developed due to the challenges inherent in hillside development, and extensive networks of roads and building sites were developed in the flatter areas, as shown in Figure 2-8.

In addition to the natural topography of the Park, munitions storage on-site led to significant modification to the landscape. Manufactured topography in the form of buried magazines and rail line embankments are also key topographical references on-site. Magazines were constructed in the flat areas and included concrete walls completely covered with soil and planted with grass, resulting in large berms along the valley floor reaching approximately 15 feet in height. Magazines were served by rail lines which typically built up on rock above the native ground to achieve a gentle slope, creating a network of embankments around the magazine areas.

There are seventeen soil series found within Concord Hills Regional Park. Soils on the site are primarily Clay to Clay loams. Soils along the upper slopes of the hills are derived from weathered sandstone and shale; while soils along the valley bottom are derived from older alluvial sediments. For additional information on soils, including soils maps, refer to Appendix B-3.

### CLIMATE

The Park experiences a Mediterranean climate, characterized by warm dry summers and mild wet winters. Average temperatures in summer months (June, July, August, and September) typically range from the mid 50's to the mid 80's (°F), while winter months (December, January, and February) typically range from the low 40's to the 60 (°F).<sup>64</sup> Temperatures rarely drop below freezing. Approximately 85 percent of the rainfall occurs between November and April.<sup>65</sup> On average, the project vicinity receives approximately 17 inches per year of precipitation).



<sup>64</sup> U.S. Climate Data, 2019. Climate Concord – California, <http://www.usclimatedata.com/climate/concord/california/united-states/usca2033>, accessed July 29, 2019.

<sup>65</sup> WRCC (Western Regional Climate Center), 2015. 1971-2000 Monthly Climate Summary for Port Chicago Naval D, California (047070), <http://www.wrcc.dri.edu/cgi-bin/cliMAIN.pl?ca7070>, accessed March 10, 2015.

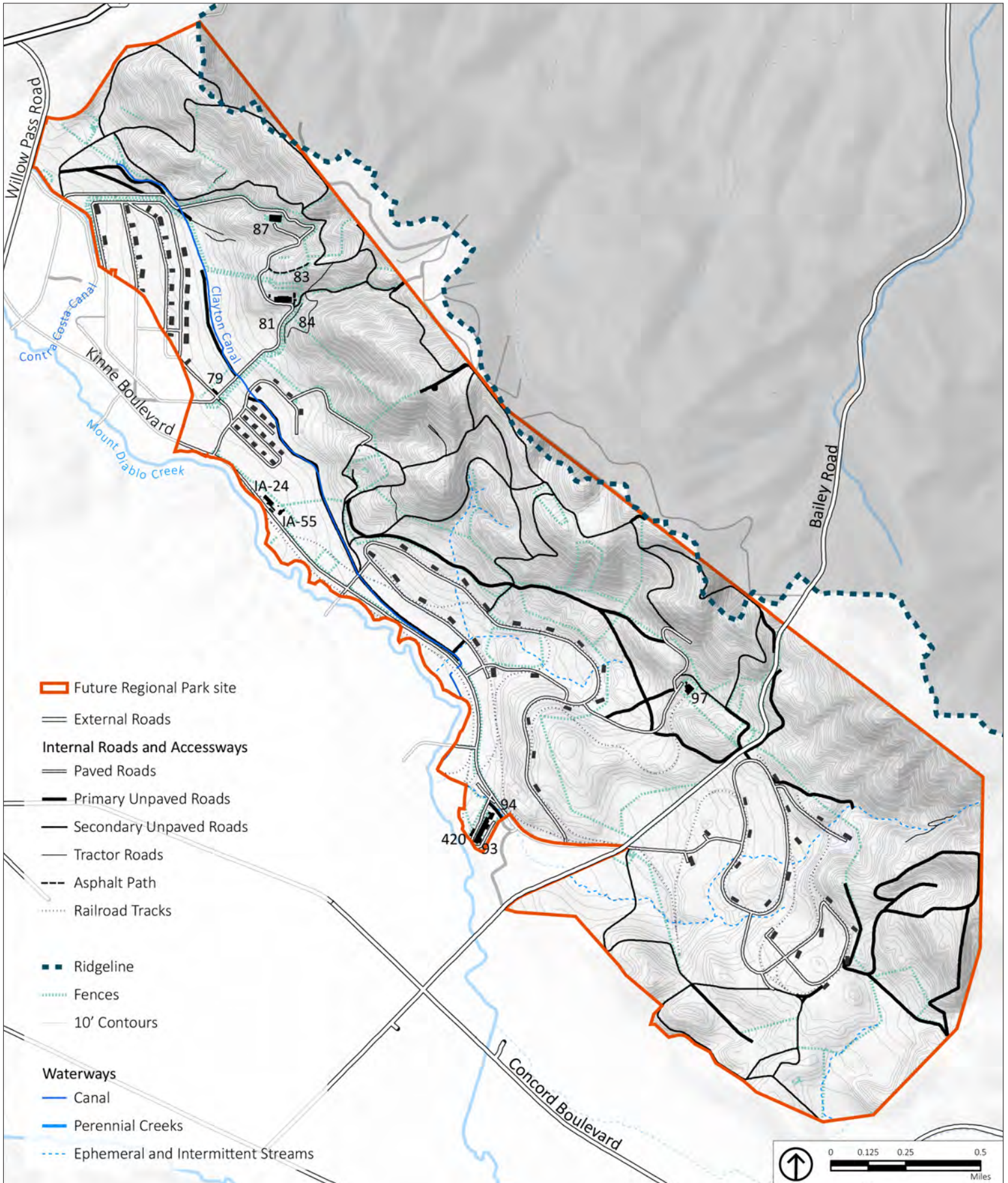


FIGURE 2-8. Existing Topography and Site Features

## WATER RESOURCES<sup>66</sup>

The Park is within the 23,800-acre Mount Diablo Creek Watershed, although a small portion of the eastern boundary of the site drains east to the Willow Creek watershed, towards the City of Pittsburg. The headwaters of Mount Diablo Creek watershed are located on the northern face of Mount Diablo, and from there water flows north-northwest through the watershed to wetlands on the south border of Suisun Bay. The majority of the watershed area (54 percent), mostly located upstream of the Park, is land managed as open space or agriculture.



## HISTORIC ECOLOGY OF MOUNT DIABLO WATERSHED

By the mid-nineteenth century mining and agriculture activities were significantly impacting ecological processes and tapping natural resources. Historical studies suggest that this was the beginning of the modification of local water systems and the early transformation of Mount Diablo Creek.<sup>67</sup> Historical maps suggest that Mount Diablo Creek changed to its current alignment sometime between 1885 and 1915. Earlier maps show the creek flowing along the edge of present day Concord Naval Weapon Station then heading west to Pacheco Slough while a separate creek, Seal Creek, ran along the east side of the Los Medanos hills.

By 1898, Mount Diablo Creek was likely in its present location, east of its earlier alignment and within the historic watershed of Seal Creek. Today, the Clayton Valley Drain seems to follow more closely the historical alignment of Mount Diablo Creek. The precise reason for the realignment is unknown, but it was likely to divert water for agriculture or quarry use. Aerial photography from 1938 suggests that Mount Diablo Creek was already heavily incised at that time and that the creek, “has not moved or widened substantially” since that time.<sup>68</sup> With a deeply-eroded channel, progressively larger flood flows are confined to the channel instead of spilling out onto the surrounding floodplain. This process leads to further erosion, deepening the channel relative to the surrounding topography and undermining the channel banks. As a result of the deep incision, as much as 25 feet below the top of bank in places, of Mount Diablo Creek, there is very little active floodplain adjacent to the channel.

## EXISTING WATER RESOURCES

While Mount Diablo Creek does not cross the Park, the creek is the closest source of potential flooding and historic modifications to the creek have affected surface hydrology of the Park.

Hydrological resources within Concord Hills Regional Park include a variety of drainages, canals, and ponds, collectively comprising approximately four percent of the site. Surface and groundwater resources include the following:

- » **Creeks.** The Park is crossed by several ephemeral tributaries of Diablo Creek that drain the Los Medanos Hills along the eastern portion of Concord Hills Regional Park. With the exception of Rattlesnake Creek, all of these small steep tributaries are unnamed. Drainage along the northeastern face of Los Medanos Hills is limited to sheet flow during high-intensity storms.
- » **Water Distribution Canals.** Two canals cross the Park, including the Clayton Canal and the Contra Costa Canal, both of which are owned by the US Bureau of Reclamation, although recent federal legislation is transferring the Contra Costa Canal to the Contra Costa Water District. The Clayton Canal was built in 1949 and was used until approximately 20 years ago. The Contra Costa Canal was completed in 1948 and operates spring through fall. Neither of the canals receives significant runoff from the Park.

<sup>66</sup> Information in this section is based on the Hydrology and Water Quality Study written by Environmental Science Associates (ESA), included in Appendix B-4.

<sup>67</sup> Cain, John and Rich Walking. “Mount Diablo Creek Watershed Inventory Final Report: Appendix 1.” Contra Costa Resource Conservation District. Clayton, CA. June 30 2006.

<sup>68</sup> Cain and Walking, 2006.

- » **Other Surface Water.** Several stock ponds, watering holes, and seepage ponds are located in the uphill areas of the Park, including upper and lower Birdbath Springs, Willow Springs Pond, Indian Pestle Pond, several hilltop ponds, and other unnamed ponds.
- » **Groundwater.** The majority of the groundwater under Concord Hills Regional Park has not been mapped as part of groundwater basin; however, it has been encountered by other studies of the site. Additionally, the Park is east of and adjacent to the mapped Clayton Valley groundwater basin, except for a small portion between Clayton and Contra Costa Canals which is within the Clayton Valley groundwater basin. Mount Diablo Creek marks the division between Park's groundwater and the Clayton Valley groundwater basin. Mount Diablo Creek marks the division between Park's groundwater and the Clayton Valley groundwater basin. Historic analysis of Mount Diablo Creek found that realignment of the creek around the turn of the nineteenth century seems to have moved it out of its native groundwater basin (Clayton Valley), which would have diminished groundwater recharge potential in this basin area and reduced the water available in springs and wetland areas.<sup>69</sup>

Groundwater is generally found at depths of 30 to 50 feet below ground surface in thick, unconsolidated alluvium deposits, under semi-confined to confined conditions. The water bearing alluvium in the Clayton Valley groundwater basin is over 700 feet thick. While limited data exist regarding the occurrence and movement of groundwater in this basin, groundwater levels in the Clayton Valley groundwater basin have demonstrated a gradual decline over the past 50 years. Groundwater quality at the site has been characterized by the Navy as fair, with relatively high total dissolved solids, chlorides, hardness, and iron concentrations.

The Park contains one very small area (less than 1 percent of the site) just downstream of Bailey Road that has been delineated as a Special Flood Hazard Area (within the 100-year floodplain). Several areas downstream of the Park are also within the 100-year floodplain, including the majority of the Diablo Creek Golf Course and Port Chicago Highway.

## BIOLOGICAL RESOURCES

This section provides an overview of the Park's existing biological resources based on the Existing Conditions Report prepared by H.T. Harvey and Associates. For more detailed information, please refer to the report included as Appendix B-3.

<sup>69</sup> Cain, John and Rich Walking. "Mount Diablo Creek Watershed Inventory Final Report: Appendix 1." Contra Costa Resource Conservation District. Clayton, CA. June 30 2006.



photo credit: Stephen Joseph Fine Art Photography

Historical agricultural and military uses, including farming, livestock grazing, munitions storage, and associated activities have extensively altered and influenced biological conditions throughout the approximately future Regional Park site. Today, there are nine vegetation communities/land uses were identified on Concord Hills Regional Park: California annual grassland; coastal sage scrub; developed; oak woodland/savannah; plantations; riparian woodland; freshwater marsh; seasonal wetlands; and drainages, canals, and ponds. The general locations of these habitat types are shown in Figure 2-9.

California annual grassland is the most abundant vegetation community on the Park, occupying more than 89 percent of the site. The California annual grassland found here is dominated by non-native annuals. Sensitive plant communities that exist on the site include oak woodland/savannah; riparian woodland,

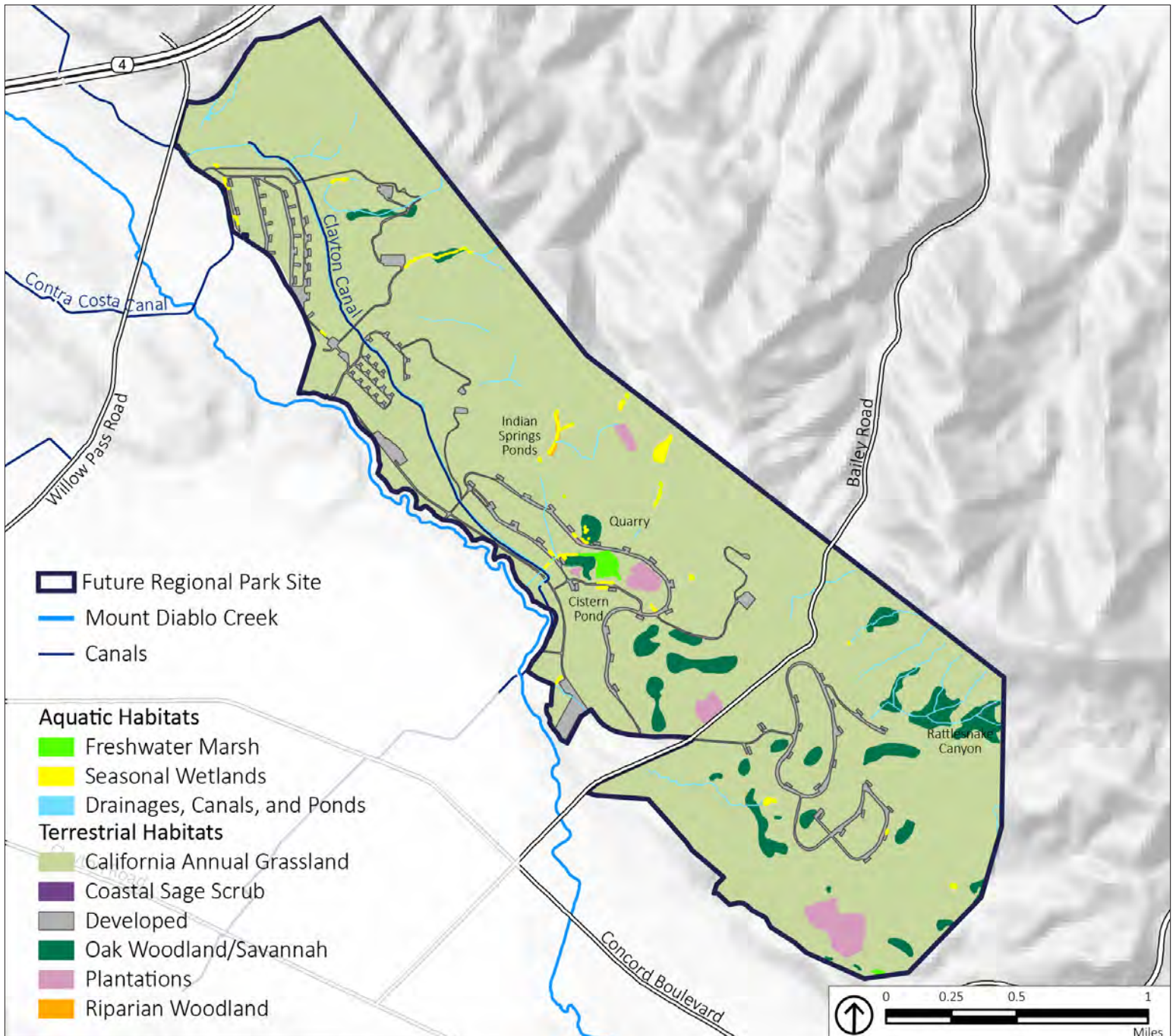


FIGURE 2-9. Water and Biological Resources

freshwater marsh; seasonal wetlands; and drainages, canals, and ponds. Combined, these sensitive communities comprise less than five percent of the acreage of the grasslands. Although of relatively high ecological value, the aquatic habitats on site occur as narrow bands or discrete features amongst an immense landscape of grassland species.

The older eucalyptus groves on the CNWS were planted by homesteaders as windbreaks and shade trees during the late 1800s (Downard et al. 1999). Later, the University of California Cooperative Extension planted test groves of eucalyptus to evaluate the cost of eucalyptus energy production (Sandiford and Ledig 1983). The U.S. Forest Service maintained several plantations at the site that consisted of test plantings of pine, including Coulter pine (*Pinus coulteri*) and other pine species, and blue gum eucalyptus (*Eucalyptus globulus*). Each stand has several hundred trees.

### **SPECIAL STATUS PLANT SPECIES**

Seventy-one special status plant species were identified as having potential to occur on site. However, general plant surveys have failed to detect any special-status plants on the Park, including studies conducted by Vollmar Consulting during the spring and summer of 2008 and by H.T. Harvey and Associates (HTH) in the spring of 2009. As a result of these studies, none of the special-status plants for which suitable habitat was determined to be on the site are considered present at this time, with the possible exception of the big tarplant (*Blepharizonia plumose*) and round-leaved filaree (*California macrophylla*). The germination and growth of these two species may have been negatively affected by the rainfall amount and distribution experienced on the site during the rainfall year of 2007–2008; thus, conclusive statements regarding their absence cannot be made at this time.



photo credit: Stephen Joseph Fine Art Photography

## SPECIAL STATUS ANIMALS

Thirteen special-status wildlife species are known or expected to occur within the habitats present on the Park site and could potentially breed or roost there. These are the California tiger salamander (*Ambystoma californiense*), California red-legged frog (*Rana draytonii*), Alameda whipsnake (*Masticophis lateralis euryxanthus*), western pond turtle (*Actinemys marmorata*), coast horned-lizard (*Phrynosoma coronatum frontale*), burrowing owl (*Athene cunicularia*), golden eagle (*Aquila chrysaetos*), white-tailed kite (*Elanus leucurus*), loggerhead shrike (*Lanius ludovicianus*), San Francisco common yellowthroat (*Geothlypis trichas*), American badger (*Taxidea taxus*), pallid bat (*Antrozous pallidus*), and Townsend’s big-eared bat (*Corynorhinus townsendii*).

Several special status species occur on the Park site as nonbreeding transients, foragers, or migrants, but they do not breed in or very close to the Park and suitable nesting/breeding habitat is absent within the Park. These species are the bald eagle (*Haliaeetus leucocephalus*), American peregrine falcon (*Falco peregrinus*), northern harrier (*Circus cyaneus*), short-eared owl (*Asio flammeus*), long-eared owl (*Asio otus*), Vaux’s swift (*Chaetura vauxi*), olive-sided flycatcher (*Contopus cooperi*), yellow warbler (*Setophaga petechia*), grasshopper sparrow (*Ammodramus savannarum*), Bryant’s savannah sparrow (*Passerculus sandwichensis alaudinus*), tricolored-blackbird (*Agelaius tricolor*), and western red bat (*Lasiurus blossevillii*). Because the short-eared owl, long-eared owl, Vaux’s swift, olive-sided flycatcher, yellow warbler, grasshopper sparrow, and tricolored blackbird are only considered species of special concern when nesting, they are not considered a special-status species when they occur as a nonbreeding visitor to the Park.

## INVASIVE SPECIES

Since the exploration of California by Europeans began, people have brought non-native plants and animals into the Project area. Invasive species can threaten the diversity and abundance of native species through predation, competition for resources, transmission of disease, parasitism, and physical or chemical alteration of the habitat. A floristic survey of the Inland Area of the CNWS by Vollmar Consulting (2008) identified 75 non-native plant species listed on the California Invasive Plant Inventory (Cal-IPC 2015). Many of these species are present on the Park site, including medusahead (*Taeniatherum caput-medusae*), peppergoat (*Lepidium latifolium*), yellow-stem thistle (*Centaurea solstitialis*), and fennel (*Foeniculum vulgare*), which have been rated as having “high” ecological impact and can invade into additional areas.

Introduced animal species are also present on the Park site. A few of the more common introduced/invasive wildlife species present in, or with a high potential to be introduced to, the Park site include the American bullfrog (*Lithobates catesbeianus*), and non-native species such as red foxes (*Vulpes vulpes*) and Norway rats (*Rattus norvegicus*).

## CULTURAL RESOURCES<sup>70</sup>

Known cultural resources within Park include 10 archaeological sites, two isolated finds, and approximately 50 buildings and structures. Of these resources, one built structure, the Contra Costa/Clayton Canal, has been recommended for listing in the National Register of Historic Places (National Register) and California Register of Historical Resources (California Register), as a contributing element to the Central Valley Project, and one archaeological is eligible or considered potentially eligible for listing.



<sup>70</sup> Information included in this section was compiled from a Cultural Resources Study written by Environmental Science Associates (ESA). The Cultural Resource study is included in Appendix B-2.

The remaining historic-era archaeological sites, prehistoric isolated finds, and built environment resources (including magazines; main and auxiliary buildings; bridges; railroads; water storage facilities; tunnels; and a small mine) are not included in or meet the eligibility criteria for listing in the National or California Registers.

Archeological resources previously considered as potentially eligible archaeological resources (a 2014 evaluation determined that they were not eligible) included the remains of a historic-era residence with outbuildings; a series of historic-era concrete foundations and artifacts possibly associated with dairy farming; a historic-era foundation and artifact scatter; and an historic-era stone cistern with an associated artifact scatter and windmill. There is a remnant orchard associated with historic-era concrete foundations in the Southern area, south of Bailey Road. While not considered a historic resource, the orchard is of cultural interest and could be incorporated into or inform future park development with new plantings.

## **VIEWSHEDS AND VISUAL RESOURCES**

The Park site is a striking and unique Bay Area landscape where former military facilities blend into the natural environment, weapons magazines appear sculpted into the site, and where curved rail and arching road routes are subtle accents against the vast grassland landscape and gently rolling Los Medanos Hills. Furthermore, from the site, a visitor can witness the surrounding landscape from Mount Diablo to the Sacramento-San Joaquin Delta. Maintaining these dramatic views into and from the site served as important guide in parkland development. Existing views include the following:

### **VIEWS INTO THE PARK**

The image of grassy hills rising up to meet the ridgeline provides a dramatic and natural backdrop for urban areas to the West and South of the site, as well as for the major roadways (including Highway 4, Willow Pass Road, and Bailey Road), providing visual respite for residents and travelers. The Park will be visible from a distance for residential neighbors, commuters, and site visitors upon arrival.

The undeveloped ridgeline expands the view and reinforces the sense of wilderness in the park space. The contrast between the green or golden hills, depending on the season, and the sky creates a feeling of openness at the edge of the City.



*photo credit: Stephen Joseph Fine Art Photography*

*Internal View of Hills and Oaks*



## VIEWS FROM THE PARK

There are a variety of sweeping vantage points from various places within the future regional park site. Figure 2-10 provides images of some of the key views.

- » **Mount Diablo.** From most of the site, Mount Diablo is visible to the south. From the higher vantage points the undeveloped corridor connecting the park to the mountain can also be viewed, helping to define the corridor and emphasize connectivity between the open spaces.
- » **Sacramento-San Joaquin Delta and Suisun Bay.** From the higher vantage points it is possible to see over the ridge into the Sacramento-San Joaquin Delta to the east, the Suisun Bay and the Sacramento River to the north.
- » **Port Chicago.** The tidal area of the Naval Weapons Station is also visible from higher vantage points to the northeast. This is location of the historic Port Chicago explosion, although the precise location of neither the explosion nor the existing National Monument is visible from the site. The vantage point does provide a sweeping view of the industrial uses along the water, including the US Army's MOTCO site, which could provide reference to historic events.
- » **Adjacent Development.** From higher vantage points, it is possible to see surrounding urban development from neighboring cities and unincorporated areas. As the Concord Reuse Plan area develops, urban development will be in more immediate view.

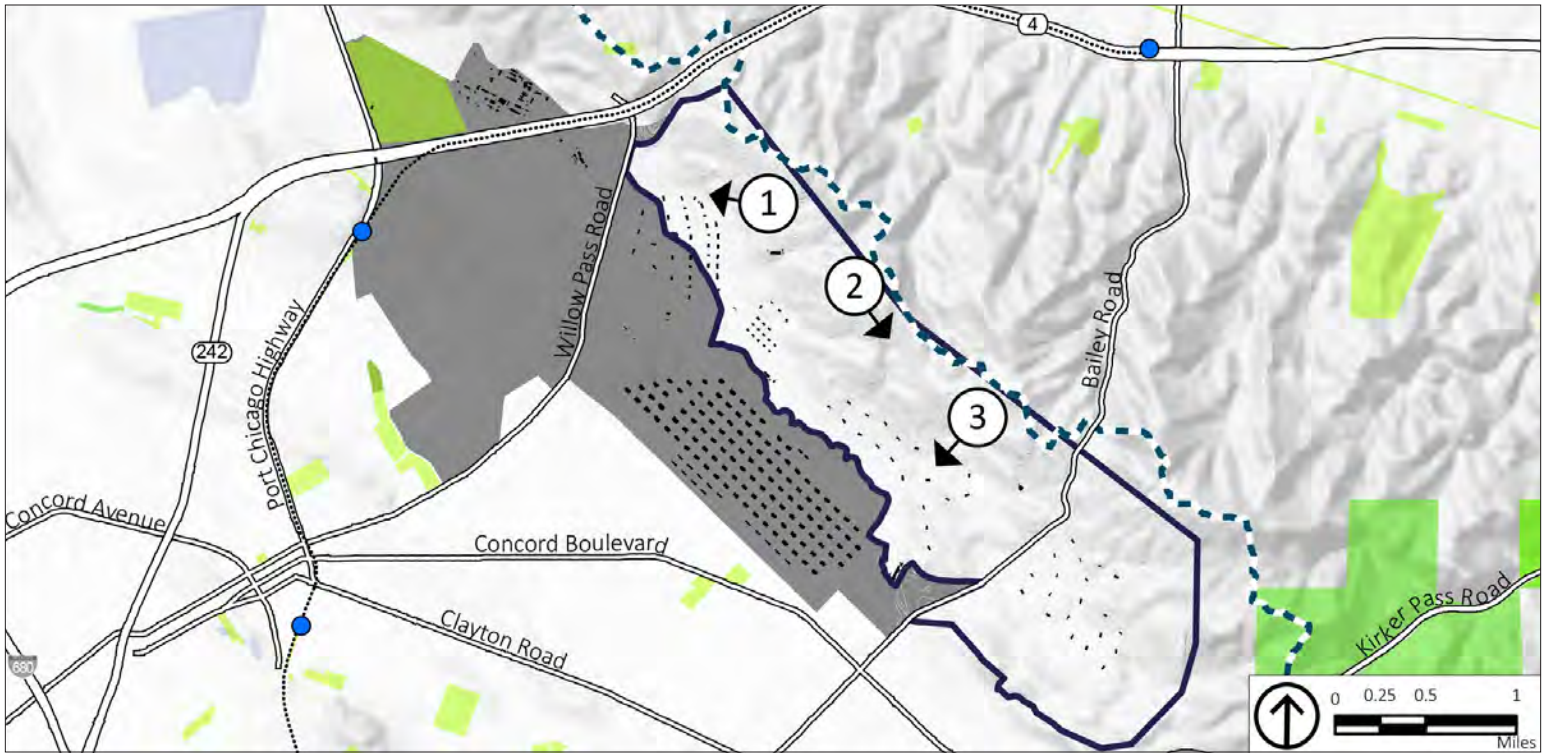


## INTERNAL VIEWSHEDS

The steep south-facing slopes that characterize the upper portion of the property are largely unscarred by roads, and the remnant facilities that punctuate the landscape have the potential to instill a sense of wonder in the viewer, while the natural elements, such as vegetation and geologic patterns along the hills, help provide a picturesque lesson in California ecology, with grasslands and wildflower meadows along the grazed hillsides, historic oaks scattered across the site, and riparian vegetation extending into drainage areas.

In particular, the view from the east side of Building IA-24 provides an interesting microcosm of the park space. The flat grassy space behind the building is interrupted by a steep, sculpted hillside. The northern edge of the view contains historic weapons magazines, while the southern edge contains a corral. In a brief look from this view, both the natural and cultural settings of the site become apparent. Views of the magazine clusters and associated sculpted landscape provide another unique perspective on-site.





- Future Regional Park Site
- East Bay Regional Parks
- Ridgeline
- EDC Area
- Other Open Space

**EXISTING VIEWS FROM FUTURE REGIONAL PARK SITE**



**FIGURE 2-10.** Existing Views

## EXISTING USES AND ACTIVITIES

### GRAZING

Between 1944, when the Navy purchased the site, and 1975, uncontrolled grazing was allowed year-round. After 1975, as leases became eligible for renewal, 5-year leases specifying the maximum number of animal unit months for each allotment were issued.

Grazing is currently used at the Park site to control vegetation in the grassland areas and to reduce fire hazards. Currently, one grazer uses the site, accessing grazing areas through the existing road network. Livestock is managed through a system of fences and cattle gates. There is one corral space near Buildings IA-25 and IA-55. Additionally, connections to the City of Concord water supply have been established to provide water for grazing operations.

It is anticipated that grazing will continue after opening Concord Hills Regional Park for vegetation management and as a fire prevention strategy.

### REMEDIATION

The Navy issued a Finding of Suitability for Transfer for 2,216 acres on August 30, 2017. An additional 327 acres will continue to undergo remediation investigations and cleanup pursuant to the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). There are five major remediation areas for soil and groundwater in the Park site that are not included in the first phase public benefit conveyance between the Navy and the District, as shown in Figure 2-9. These sites contain contamination related to former military activities in these areas. Four sites are located in the section of the Park site north of Bailey Road and are characterized as the area around Building 81, the pistol range site, the eagle's nest site, and the rocket practice area. One site is located in an area south of Bailey Road. These spaces are being evaluated for what level of remediation is necessary and will not be included in the initial conveyance of the regional park, and will be retained by the Navy until deemed suitable for transfer with concurrence from state and federal regulatory agencies pursuant to CERCLA.

### FORESTRY RESEARCH

Researchers from the U.S. Forest Service Institute of Forest Genetics planted approximately 90 acres of experimental stands of various pine and eucalyptus species within the CNWS site. Two areas are within the Park site, both located north of Bailey Road.



## EXISTING INFRASTRUCTURE

This section provides an overview of existing infrastructure and its implications on park development, including access points, the internal road and rail network, existing structures, and utilities and infrastructure. The developed footprint within Concord Hills Regional Park is limited to less than five percent of the site, and most of the existing infrastructure discussed in the section is within that area.

### ACCESS POINTS AND REGIONAL CONNECTIVITY

Access points into the Base Reuse Area are limited and controlled. All vehicular access points to the Park site connect to Kinne Boulevard, the main spine that runs parallel to the Primary area's western boundary from Willow Pass Road to Bailey Road, from where it connects into an internal loop road with the Southern Area. Access points include:

- » **Northern Access (Kinne Boulevard to MOTCO).** Vehicular access to the north is limited to Kinne Boulevard, which continues north from Concord Hills Regional Park boundary, travels under the existing Willow Pass Road overpass, and connects to the MOTCO on Port Chicago Highway. Upon conveyance of Concord Hills Regional Park to the District, it is anticipated that the road connecting to MOTCO will be closed. There is an abandoned road connection from Kinne Boulevard to Willow Pass Road that is not accessible in current conditions.
- » **Western Access Points.** There are two road access points that connect Concord Hills Regional Park to the EDC area of the Reuse Area, as well as two rail connections. Under implementation of the Area Plan, these access points would be removed. However, several greenways would connect from the developed area to the Creek, where creek crossings would be developed to process access into Concord Hills Regional Park. One of these greenways would include a multi-use trail that would connect to the North Concord/Martinez BART station, located approximately 2.5 miles from Concord Hills Regional Park. There are several locations along the western edge of Future Regional Park site's southern area where existing roads abut, but do not formally connect to, residential streets.
- » **Bailey Road.** Kinne Boulevard intersects with Bailey Road, creating access points from Bailey Road that provides access to the Primary area and Southern area. Bailey Road is the only vehicular access point for the southern area of Concord Hills Regional Park. While visibility from the Bailey Road intersection is adequate for the crossing, there are no speed controls or signage to mark the crossing and safety is a current concern.
- » **Eastern Access.** Several unpaved roads connect from the site and into the City of Pittsburg through the Los Medanos Hills.

While there are not any existing access points into the Park site from public trail networks, there are several regional trail connections envisioned to access the site including the Mount Diablo Creek Regional Trail, Contra Costa Canal to Delta DeAnza Trail Gap Closure, and the Los Medanos Hills Ridge Trail.

### INTERNAL ROAD AND RAIL NETWORK

This section summarizes the findings of a reconnaissance-level inventory conducted by Timothy C. Best, engineering geologist, and PlaceWorks. The assessment focused on the unsurfaced roads in the upland areas where slope gradients are steepest.

There are about 60 miles of roads on the property that consist of paved roads, dirt roads and unused railroad lines. These routes come from varied origins and purposes but were mainly used to access the old magazines, buildings, water tanks and other infrastructures, mainly along the lower portion of the property. Though such routes were designed to be serviceable, road design does not emphasize resource protection or recreational opportunities.

As discussed above, Kinne Boulevard runs along the western side of Concord Hills Regional Park. Other paved roads within the site generally connect to this road, and provide short loops accessing magazines and building sites. The network of unpaved roads extends from these roads into the steeper hillsides. The rail lines generally parallel existing roads, and provide access to magazines in the central and Southern area of the site. Table 2-1 details the road classifications and mileage for each type of roadway.

**TABLE 2-1.** Existing Road and Rail Network

Road Classification	Description	Miles
<b>Public Road</b>	Paved roads open to public. Located outside the plan area.	1.5
<b>Paved Road</b>	Paved roads used to access old bunkers, buildings, water tanks, as well as for general property access. Located on the valley bottom.	17.7
<b>Dirt Road – Principal</b>	Unsurfaced dirt roads providing principal access to the open grassland areas, mainly in the upper hillslope portion of the property. Many of these roads were constructed at a steep grades extending at or near the fall line of the hillside making them difficult to drain. Roads are used for on-going livestock operations and general upland property access and patrol.	13.6
<b>Dirt Road – Secondary</b>	Unsurfaced dirt roads providing secondary access to the open grassland areas. Most appear infrequently used and are grassed over.	10.2
<b>Tractor Road</b>	Unsurfaced narrow dirt roads that typically have very steep grades. These roads may have been constructed for a single use, such as utility installation or fire breaks. Presently the roads do not appear to be used, except for infrequent ATV access.	1.4
<b>Railroad</b>	Old railroad grade accessing magazines on flat valley floor.	14.5
<b>Trail</b>	Foot trail. Not all trails mapped.	0.1
<b>TOTAL</b>		<b>58.9</b>

Note: Roads were identified from existing data and updated based on review of aerial photographs, LiDAR bare earth imagery, and field observations. Mileages of roads are approximate.

## CHARACTERISTICS OF EXISTING ROADS

### Road Grade

Road grade is a key determinant of road sustainability and user experience. The grade of existing roads shown in Figure 2-11.<sup>71</sup> Most erosion problems tend to occur where the road and trail gradients exceed 15 percent. Grades steeper than 15 percent are difficult to adequately drain and as a result, runoff tends to concentrate down the road or trail for long distances which can lead to erosion in some soils. Steep gradient trails are also less desirable from a recreational standpoint since trail grades steeper than 10 percent to 15 percent are often difficult for most bicyclists to travel uphill and can result in excessive downhill speeds. Based on GIS analysis and field reconnaissance, over five miles of roads on the property are Moderately Steep (10-15 percent) to Steep (greater than 20 percent) with sustained grades greater than 15 percent. The majority of these steep gradient roads are not suitable for long term trail use.

<sup>71</sup> Road grade was calculated from the County LiDAR DEM with the field verification. The roads were divided into 50 foot long segments and the average road graded determined for each segment.

**Fall Line Roads**

Fall line roads are routes that drop directly down the hillside. These routes follow the same path that water flows, thereby focusing water down their length. These trails are difficult, if not impossible, to drain and often experience ongoing erosion, especially with heavy use. On steep gradient trails with a fall-line orientation, use patterns tend to result in trail widening. This results in greater ground disturbance and higher rates of erosion. Six miles of roads with grades steeper than 10 percent and with a fall-line orientation were identified by the road assessment, as shown on Figure 2-11. Fall line segments on roads with grades less than 10 percent were not identified in this analysis. These road segments may still have drainage problems but are much easier to address due to the lower gradient nature of the ground.

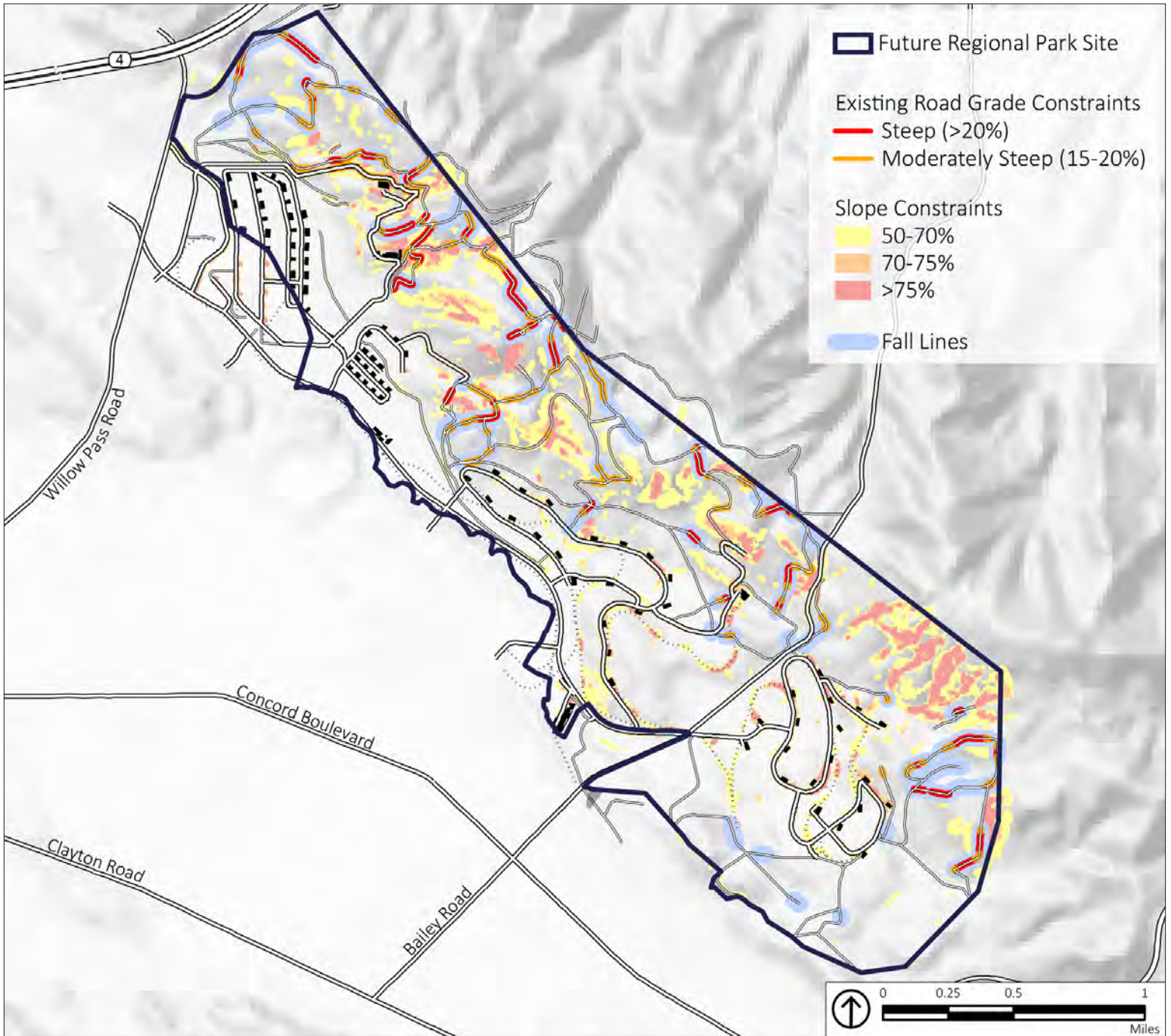


FIGURE 2-11. Trail Constraints Map

**TABLE 2-2.** Existing Buildings and Developed Sites

<b>Developed Site</b>	<b>Buildings</b>	<b>Considerations for incorporation in Future Park programming</b>
<p><b>Central Complex</b></p> <p>Developed Site: ~7 acres</p>	<p>Building IA-24: 11,000 SF</p> <p>Building IA-55: 3,500 SF</p>	<ul style="list-style-type: none"> <li>» Includes IA-24, IA-55, and associated utility sheds</li> <li>» Centrally located along Kinne Boulevard</li> <li>» Located in proximity to Diablo Creek and future development</li> <li>» Grand view of Los Medanos Hills</li> <li>» Building IA-24</li> <li>» Former shop and warehouse building</li> <li>» Generous open room with daylight, open, lofty space and well framed hill views</li> <li>» Contains industrial features that could be interpreted</li> <li>» Character lends itself to adaptation for variety of uses.</li> <li>» Building IA-55: One-story former-office building; Could support office or storage uses; character not well-suited for visitor uses</li> </ul>
<p><b>Building 97 Complex</b></p> <p>Developed Site: ~2.5 acres</p>	<p>Building 97: 15,442 SF</p>	<ul style="list-style-type: none"> <li>» Includes Buildings 97, 98, and 151</li> <li>» Former Warhead Assembly and Testing area</li> <li>» Contains three non-descript industrial buildings and utility structures; few character-defining features</li> <li>» Located on benched hillside area; provides good view of Future Regional Park site</li> <li>» Accessed by a steep road; directly east of the Southeastern Complex.</li> <li>» Buildings have potential for use as warehouse, maintenance yard or similar; would require significant alterations to be suitable for visitor use</li> </ul>
<p><b>Building 87 Complex</b></p> <p>Developed Site: ~1.75 Acres</p>	<p>Building 87: 21,883 SF</p>	<ul style="list-style-type: none"> <li>» Includes Building 87 and associated utility buildings.</li> <li>» Sits on a benched hillside area accessed by a steep road; not in proximity to park access points.</li> <li>» Offers panoramic views that take in Mt Diablo to the southwest, urban areas to the west, and Suisun Bay, with Port Chicago, to the north.</li> <li>» Buildings have very few character defining features.</li> <li>» Buildings have potential for use as warehouse, maintenance yard or similar; would require significant alterations to be suitable for visitor use.</li> </ul>
<p><b>Building 81 Complex</b></p> <p>Developed Site: ~ 2.5 Acres</p>	<p>Building 81: 24,677 SF</p> <p>Other buildings combined: 8,697 SF</p>	<ul style="list-style-type: none"> <li>» Includes Buildings 81, 83, 84, 86 and two accessory buildings.</li> <li>» Offers views typical of hillside locations.</li> <li>» Located within area under remediation and therefore not currently anticipated to be suitable for public use.</li> </ul>
<p><b>Southeastern Complex</b></p> <p>Developed Site: ~10 Acres</p>	<p>Building 420: 5,246 SF</p> <p>Building 93: 36,465 SF</p> <p>Building 94: 3,218 SF</p>	<ul style="list-style-type: none"> <li>» Includes Buildings 93, 94, 420, and small accessory buildings</li> <li>» Accessible from Kinne Boulevard, approximately 0.25 miles north of Bailey Road</li> <li>» Few character-defining features</li> </ul>

**TABLE 2-2.** Existing Buildings and Developed Sites (continued)

<p><b>Magazine Complex</b> (18 magazines in proximity to IA-24)</p>	<p>Enclosed Area: 520 SF (typ)  Footprint: 575 SF (typ)</p>	<ul style="list-style-type: none"> <li>» Former munitions storage</li> <li>» Accessible by paved road only</li> <li>» Complex is in proximity to 1A-24 and main road, on a gentle grade</li> <li>» Shells in fair to good condition</li> <li>» Form is sculptural from landscape perspective</li> <li>» Potential for interpretation or creative re-use</li> </ul>
<p><b>Magazines in Other Areas</b></p>	<p>Typically larger than Magazine Complex in proximity to IA-24</p>	<ul style="list-style-type: none"> <li>» Former munitions storage</li> <li>» Generally accessible by paved road and rail</li> <li>» Shells in fair to good condition, with greater distance between each magazine</li> <li>» Potential for interpretation or creative re-use, or removal</li> </ul>

**Existing Road Drainage and Stream Crossings**

Most of the dirt roads do not have adequate cross drains (dips or culverts) in place, which may allow for runoff to be concentrated for long distance. Concentrated road runoff may have contributed to the formation of a few older gullies that are apparent on the grassland hillsides below roads. Though poorly drained, little erosion of the road tread is apparent. This appears to be due to several factors, including the clayey nature of the underlying soils and the grass cover (a result of little use) that help to protect the tread from erosion. There are a number of stream crossings on the property which consist of culverts and unculverted fords. Preliminary review of the unculverted fords located on the dirt roads suggest that culverts are functional with limited erosion at the crossing outlet. A more in-depth review will be required to determine if the culverts are rusted or degraded and therefore in need of replacement.

**EXISTING STRUCTURES**

Existing structures have the potential to be incorporated into future park programming as interpretive sites, visitor or operational facilities, or other resources; or in other cases may need to be avoided or removed due to sensitivity of the resource or safety considerations.



*Building IA-24*



## OVERVIEW OF EXISTING STRUCTURES

As discussed above in relation to cultural resources, there are approximately 50 buildings and structures within the Park site including naval buildings and structures (magazines, ordnance handling facilities, unused warehouses, administrative buildings, barracks, other military-era buildings), the cistern building, and ranch buildings, none of which appear to be eligible for listing in either the National or California Registers.

Table 2-2 provides an overview of military-era existing buildings and developed sites, as well as preliminary discussion of potential suitability for incorporation into the future park. Pre-military structures are discussed under cultural resources, above. Building identification numbers can be found on the site map in Figure 2-8. Information provided in Table 2-2 is based on review of report the Historic Building Inventory and Evaluation prepared by JRP Historical Consulting Services (2009), the Building Evaluation Summary conducted by Seigel & Strain Architects and Trachtenberg Architects in April, 2015, and input from District staff. Given that there are no buildings that are eligible for their National or California Registers, it is assumed that any building could potentially be removed. As a program for the park is yet to be refined, this table provides preliminary analysis of the building and footprint of the developed area with the understanding that reuse of the existing building, rebuilding on the existing developed area, or restoration of the existing building site are potential future scenarios for all building types. The Building Evaluation Summary is provided in Appendix B-5.

## STRUCTURES AND DEVELOPED SITES WITH HIGH POTENTIAL FOR REUSE

There are several structures and associated sites that have been identified as having high potential for reuse, either of the structure itself or the site. These structures and sites are further discussed below. However, opportunities for reuse are not limited to the areas discussed. Removal of buildings that do not contribute to the park program would not be constrained by historic registries, but other constraints such as perceived value, would need to be considered prior to such decisions.

### Central Complex (Building 1A- 24 and Building iA-55)

The character of IA-24 lends itself to adaptation to a variety of uses. These uses may include offices, park partner programs, conference or event facilities, and the like. The dramatic daylight space and large view windows, combined with the industrial character of the building, would make for a memorable public venue or visitor center and the location within the Park would have good connections to roads and trails. The building is large enough to accommodate a special area devoted to Port Chicago exhibits and programming, and areas supporting interpretation of additional themes beginning with Native American history and cultural expression in the area, through agricultural use of the landscape, to post-WWII years of active military operation and the “swords to ploughshares” story of the Park’s creation. The nearby adjacent building IA-55 was also identified as having high potential to serve as offices for District staff or partners.

### Southwestern Complex (Buildings 93, 94 and 420)

The Southwestern Complex has a relatively large developed footprint of approximately 10-acres, which includes several paved parking areas and existing structures. The buildings have few character defining features; nor are they oriented towards key views. The complex is isolated in a corner area of the park between Kinne Boulevard and Bailey Road and the western boundary of the site. While these characteristics do not lend themselves well to public uses, the site and buildings have the potential to serve as warehouses, maintenance areas, and could potentially be improved to accommodate offices and other non-public uses.





### Building 97 Complex

The buildings would require significant alteration to be used as offices or for visitor functions such as education, conference, or interpretation. Further, the buildings have few character defining features; therefore they would require alteration to provide an appropriate visitor experience for any of these potential uses. However, the buildings within this Complex are currently appropriate for some type of utility use such as warehouse, maintenance yard, garage, and the like. Furthermore, Building 97 is within proximity of the Southeastern Complex and offers good views of the Park.

### Building 87 Complex

The buildings within the Building 87 Complex are similar to those of the Building 97 Complex, but unlike Building 97 Complex it is more difficult to access from Kinne Road or likely park access points. However, the developed site provides extended views of the Future Park Site and lands to the north and west, including a view of Port Chicago. Because of the location and views, this location presents a unique opportunity for programming related to the Port Chicago events.



### Magazines

There are approximately 50 magazines remaining within the future regional park site. They vary in size based on their previous use and some include rail lines that were used to distribute munitions throughout the site. They are area all poured- in-place concrete structures, covered in earth, each with a retained blast deflection area in front of the entry. The magazine is a barrel vault with large double steel doors at one end and no other openings. A gravity ventilator extends above the earthen surface of the roof area.

The single room of each magazine is a simple, vaulted space with striking concrete work. Daylight is only available when the pair of doors is open. The daylight is intense at the one source and creates dramatic lighting. The blast area has tall battered walls that form an enclosed area that is open to the sky above and to the west end.

The overall character is industrial. The form appears sculptural from a landscape perspective, particularly when viewed from a distance within the entire set of identical magazines. Considering future regional park use, if the magazines are left unmonitored, there is the potential for mischief or vandalism. Further, the earth covered roofs may attract off-trail access and put users in proximity of a fall hazard.

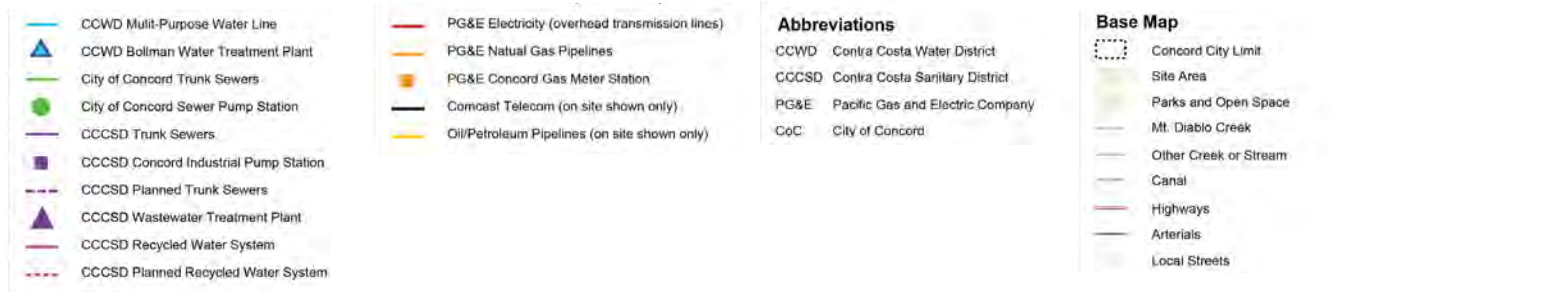
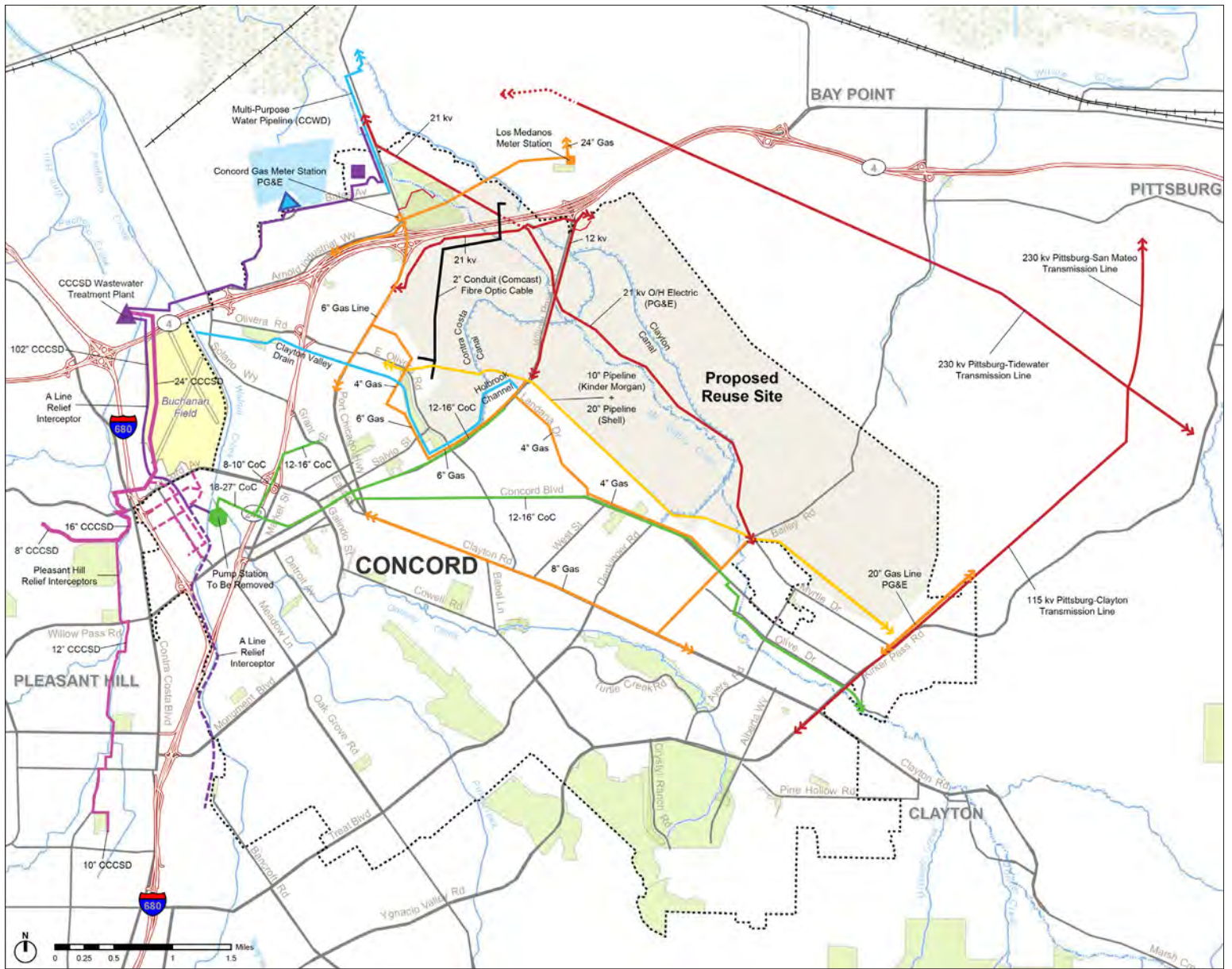
## UTILITIES AND INFRASTRUCTURE

This section describes the water, electrical and gas infrastructure on the site. Figure 2-12 depicts the major utility network from the Community Reuse Plan, and Figure 2-13 shows the water infrastructure for the future regional park.

### Water Infrastructure

Existing water infrastructure at the future regional park site includes the following:

- » **Storage.** The Contra Costa Water District (CCWD) supplies water to existing CNWS facilities. There are existing CCWD trunk lines at the main CNWS gate on Port Chicago Highway and near the existing Coast Guard Housing complex located on Olivera Road. Additionally, there are five water storage tanks within the CNWS with a total capacity for the storage tanks of 1.7 million gallons. The three largest tanks are located north of Bailey Road (one 1 million gallon tank and two 350,000 gallon tanks), while the two south of Bailey Road are smaller (1,500 and 5,000 gallon tanks), gravity tanks. There is one pump station (located in the EDC area) and two wells powered by electricity from PG&E. There



**FIGURE 2-12.** Existing Major Utility Network from Concord Community Reuse Plan

source: City of Concord

are water troughs connected by underground pipes to the storage tanks, throughout Concord Hills Regional Park, to provide drinking water for cattle. There are 13 troughs north of Bailey Road and 13 troughs in the Southern Area. There are 17 other troughs in the EDC Area.

- » **Sanitary.** Central Contra Costa Sanitary District (CCCSD) collects wastewater from existing facilities at CNWS. Sections of the CNWS without sanitary facilities do not have a designated sanitary sewer collection service provider; however services could be provided by CCCSD or the City of Concord.

- » **Stormwater Drainage.** Mount Diablo Creek and the Clayton Canal are the major surface drainage features within Concord Hills Regional Park. Unless mitigated on-site, increased development with the CNWS will potentially increase flow into these drainage features.

**Electricity**

Electricity will likely be supplied to the Park site by PG&E, which is the electricity supplier for the City of Concord. PG&E has a 21-kv overhead line running along the western edge of Concord Hills Regional Park, adjacent to Kinne Boulevard. (Western Area Power Administration has an overhead transmission line along Kinne Boulevard, although it is unlikely that it will provide electricity to the park given that Western Area Power is a wholesale provider). PG&E also operates a 115-kv transmission route along a utility corridor that runs parallel to Kirker Pass Road, south of the Park site.

**Gas**

A PG&E natural gas distribution line provides natural gas to the northern areas within the CNWS. The line terminates near the existing entrance gate north of Highway 4. A 24-inch high-pressure gas main traverses the site north of Highway 4, and a 20-inch high-pressure gas main travels in the utility corridor parallel to Kirker Pass Road.

An underground petroleum pipeline operated by Kinder Morgan is located along the southern boundary of the Reuse Area, including within the area of the Regional Park located South of Bailey Road. Warning markers are located along the alignment of the pipeline, which is 10-inches in diameter with a 20-25 right-of-way.<sup>72</sup>

<sup>72</sup> City of Concord, 2008, Concord Community Reuse Project Draft Environmental Impact Report.

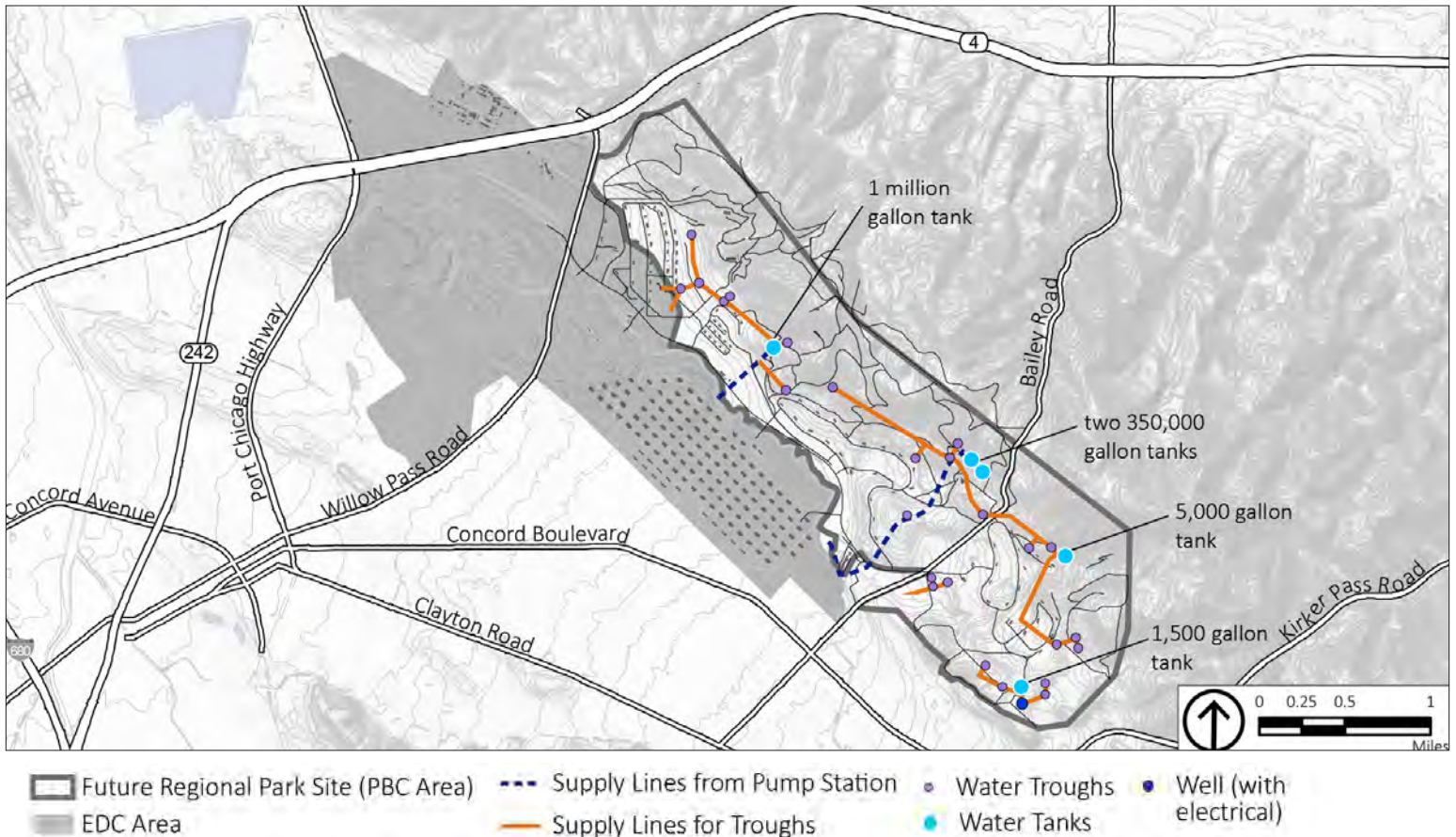


FIGURE 2-13. Water Infrastructure on Future Regional Park Site

# LAND USE PLAN

3



This Land Use Plan describes the conversion of land formerly used for a naval weapons station into a Regional Park. The lands are a unique setting for the East Bay Regional Park District (Park District or District) and the communities which will use the Park. Concord Hills Regional Park (the Regional Park) will be developed to achieve the vision (as stated in Chapter 1) of:

- » Contributing to Balanced Redevelopment of the Concord Naval Weapons Station Reuse Area.
- » Creating a Model for Resilience.
- » Establishing a Critical Linkage for Regional Open Space and Trails.
- » Providing a Platform for Constructive and Creative Reuse.
- » Sharing the Site’s Historic and Ecological Stories.

The Regional Park’s vision is supported by five goals described in Chapter 1 that address biological resources, cultural and historic resources, circulation and trails, recreation and education facilities, and interpretive facilities.

This chapter provides a programmatic overview for the park as a whole, defines planning units, presents programs for resource protection and enhancement, and describes the facilities and features that will be developed as part of the Regional Park. It also focuses on the tangible measures necessary for the development of the Regional Park. Management of the Regional Park is discussed in Chapter 4, Operations, Monitoring and Maintenance.

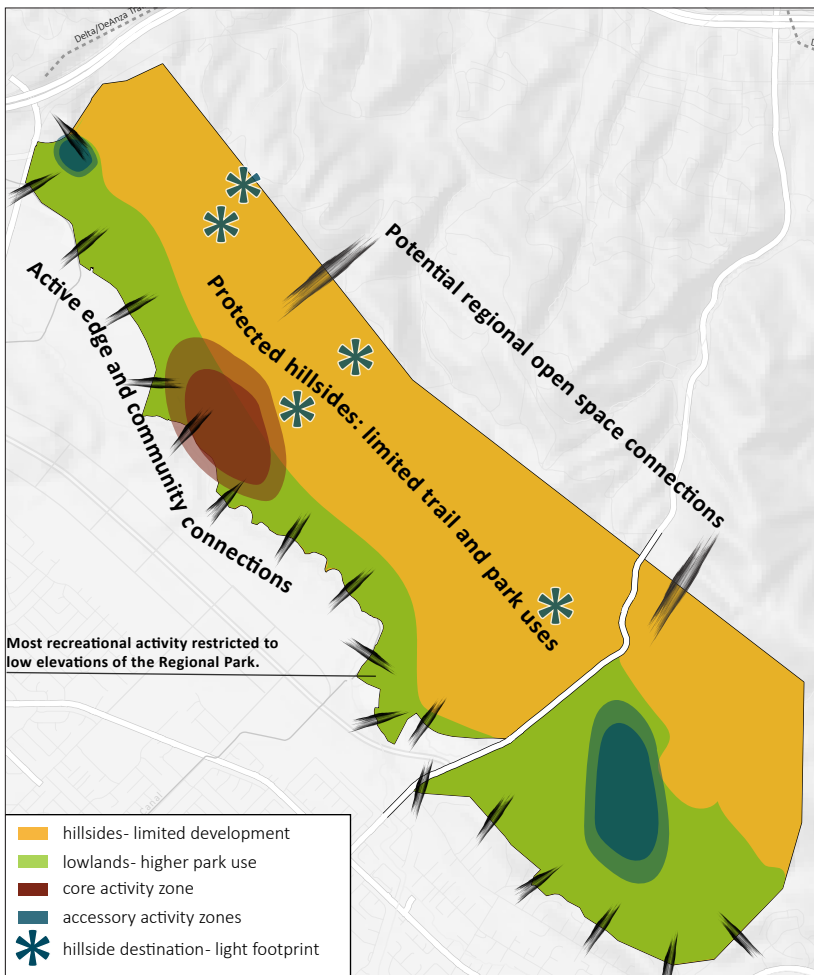


FIGURE 3-1. Parkland Schematic Diagram

Building out the Regional Park in the next decades to achieve the vision requires that features be sited and designed to (1) contribute to the Regional Park’s unique character, (2) protect the Regional Park’s resources, and (3) optimize sustainability of park features and operations. Design inspiration for developing park features as well as specific guidelines for siting and design are highlighted in green boxes throughout this chapter. These guidelines are intended to provide direction for the development of park components, while allowing for flexibility and innovative design solutions to emerge over time.

## PROGRAM OVERVIEW

The Land Use Plan for the Regional Park is organized to ensure resource protection, and to provide a range of recreational and educational opportunities that connect visitors to the landscape and stories of the site and region.

Figure 3-1 illustrates the schematic organization of the Regional Park with park uses concentrated along the lower elevations, limited road and trail development in the hills and along the ridge, and trail connections that knit the Regional Park to the surrounding open spaces and communities. Within the expansive 2,543 acre Regional Park, the footprint of recreational uses will be limited to 86 acres (3.4 percent of the total area).. Regional park elements, including roads and trails, picnic areas, education and event spaces, and campsites, will be concentrated in previously disturbed areas to limit impacts to natural ecosystems.

The “heart of the park” will be the Concord Hills Regional Park and Port Chicago Naval Magazine National Memorial Visitor Center (Visitor Center), jointly operated by the National Park Service (NPS) and Park District. The Visitor Center will serve as the primary gateway point for park activities, and for park visitors to learn about the area’s history. Many recreational and visitor-serving amenities will be located within the immediate area around the Visitor Center building, collectively referred to as the Visitor Center Complex. Staging areas in the north and south areas of the Regional Park will anchor this centralized Visitor Center Complex, distributing recreational use and extending the range of opportunities to experience the Regional Park. An approximately 27-mile trail network will provide a range of trail opportunities for all users, connect key use areas within the Regional Park, and provide numerous connections to regional trails and to the surrounding communities.

### **PARKLAND PLANNING UNITS<sup>1</sup>**

Planning units provide the basic framework for developing the Regional Park as described above, defining the palette of potential uses and management goals for various regions of the Regional Park. Planning units are identified in Figure 3-2, Regional Park Overview, and described below.

The East Bay Regional Park District 2013 Master Plan provides guidelines for parkland planning units, which have been incorporated into the planning for the Regional Park. The planning units within the Regional Park will be managed in a manner consistent with these guidelines.

Natural Units will constitute approximately 95 percent of the Regional Park, and Recreation/Staging Units will constitute approximately 5 percent of the park. There will be up to 620 acres of Special Protection Features (SPF) located within Natural Units where public access will be restricted, and there will be approximately 30 acres of Special Management Features (SMF) within Recreation/Staging Units, which will be managed for specific uses.

### **NATURAL UNITS**

Natural Units are planned and managed to preserve and enhance natural habitat. The Park District’s 2013 Master Plan indicates that Natural Units will “comprise the majority of parkland acreage” within regional parks and will include “natural, open space, or wildland areas with lower intensity recreational uses and facilities (primarily trails).” To the extent possible, Natural Units are intended to provide continuous and cohesive open space to support large and robust ecosystems.

Natural Units within the Concord Hills Regional Park comprise approximately 2,417 acres, including significant terrestrial and aquatic habitat areas and much of the upper elevations of the park. Designated uses within the Natural Units will include on-trail hiking, non-motorized bicycle riding, walking, horseback riding, wildlife observation and photography, and environmental education or interpretation. Maintenance roads and trails will be accessible for fire prevention, police, and maintenance staff. There will be no off-trail access or developed recreational facilities in Natural Units.

<sup>1</sup> The Biological Opinion prepared by the U.S. Fish and Wildlife Service for the Proposed Transfer and Redevelopment of the Former Concord Naval Weapons Station references three classifications for Regional Park use: Conservation Zone 1, Conservation Zone 2, and Resource Protection Zones. Conservation Zone 1 corresponds to the Natural Planning Units for this Plan, Conservation Zone 2 corresponds to Recreation/Staging Planning Units, and Resource Protection Zones correspond to Special Protection Features.

## **CONCORD HILLS REGIONAL PARK CHARACTER**

The character of the Regional Park should reflect the park site’s unique landscape and history, using facility design and landscape management as tools to build a legible identity for the Regional Park.

The manipulated landscape, Concord Naval Weapons Station (CNWS) structures, and other remnants of the Regional Park’s former uses create a unique cultural fabric that will make the Regional Park stand apart from other open spaces. These constructed elements are contrasted by the pastoral grasslands, and accented by discrete pockets of riparian and woodland forest. The preservation, and in many cases reuse, of the Regional Park’s existing resources and features will contribute to the overall character of the Regional Park. This unique character will be further buoyed by enhancing habitat, integration of cultural features into interpretive and recreational programming, and allowing these assets to inform the siting and design of new features.

### Special Protection Features

Areas within regional parkland that have unique resources are distinguished as Special Protection Features (SPF's) and special planning efforts and management strategies are utilized to preserve and enhance their unique features. The Park District's 2013 Master Plan describe SPFs as "areas with unique or fragile natural, cultural, aesthetic or education features, such as biologic, hydrologic, archaeological, historic, or geologic features." For each SPF, the Park District develops specialized management prescriptions for the protected features.

Within the Regional Park, approximately 620 acres will be managed primarily for resource protection and public access will be restricted. These SPFs are identified in Figure 3-3 and include:

- » **Rattlesnake Canyon SPF**- approximately 400 acres with habitat and breeding sites for the California red-legged frog and the California Tiger Salamander.
- » **Hilltop Ponds SPF** – approximately 185 acres with habitat and breeding sites for the California red-legged frog and the California Tiger Salamander, and nesting sites for the golden eagle.
- » **Cistern Pond SPF** – approximately 35 acres with habitat and breeding sites for the California red-legged frog and the California Tiger Salamander. The Cistern Pond SPF also includes an experimental forest planted by the United States Forest Service to measure tree quality for wood production. While these trees are not native to the site, the large trees provide habitat for some species and provide carbon sequestration.























Management prescriptions for the protection and enhancement of SPFs in the Regional Park are included in the management strategies presented in Chapter 4.

### RECREATION/STAGING UNITS

Recreation/Staging Units are areas within the regional parkland dedicated to visitor use. the Park District's 2013 Master Plan describes Recreation/Staging Units as "suitable for more intensive public recreational use and are of sufficient size to support the necessary parking, utilities, and infrastructures needed for such use." To the extent possible, Recreation/Staging Units are intended to be located near access roads, clustered together, near the edges of parks. They are primarily located on relatively flat land to avoid fragmentation within habitat areas and allow for continuous, uninterrupted Natural Units.

Recreation/Staging Units comprise approximately 126 acres of Concord Hills Regional Park. Within these zones, there will be approximately 35 acres of recreation and operations facilities. All facilities, with the

#### LEGEND TO FIGURE 3-2

	Natural Unit		irrigation canal
	Recreation/Staging Unit		10' contour line
	Special Protection Feature		hiking-only trail (narrow natural surface)
	Special Management Feature		multi-use trail (narrow natural surface)
	overlook		paved multi-use trail
	picnic area with parking		rail to multi-use trail conversion
	picnic area with parking at existing magazines		multi-use trail along Mount Diablo Creek and connection to N. Concord BART (rail to trail conversion where appropriate)
	picnic area without parking		existing regional trail
	picnic area at existing magazines without parking		public road
	staging area with parking		maintenance road (hikers, bikers, and equestrians permitted)
	campsite		
	magazine incorporated into park programming		



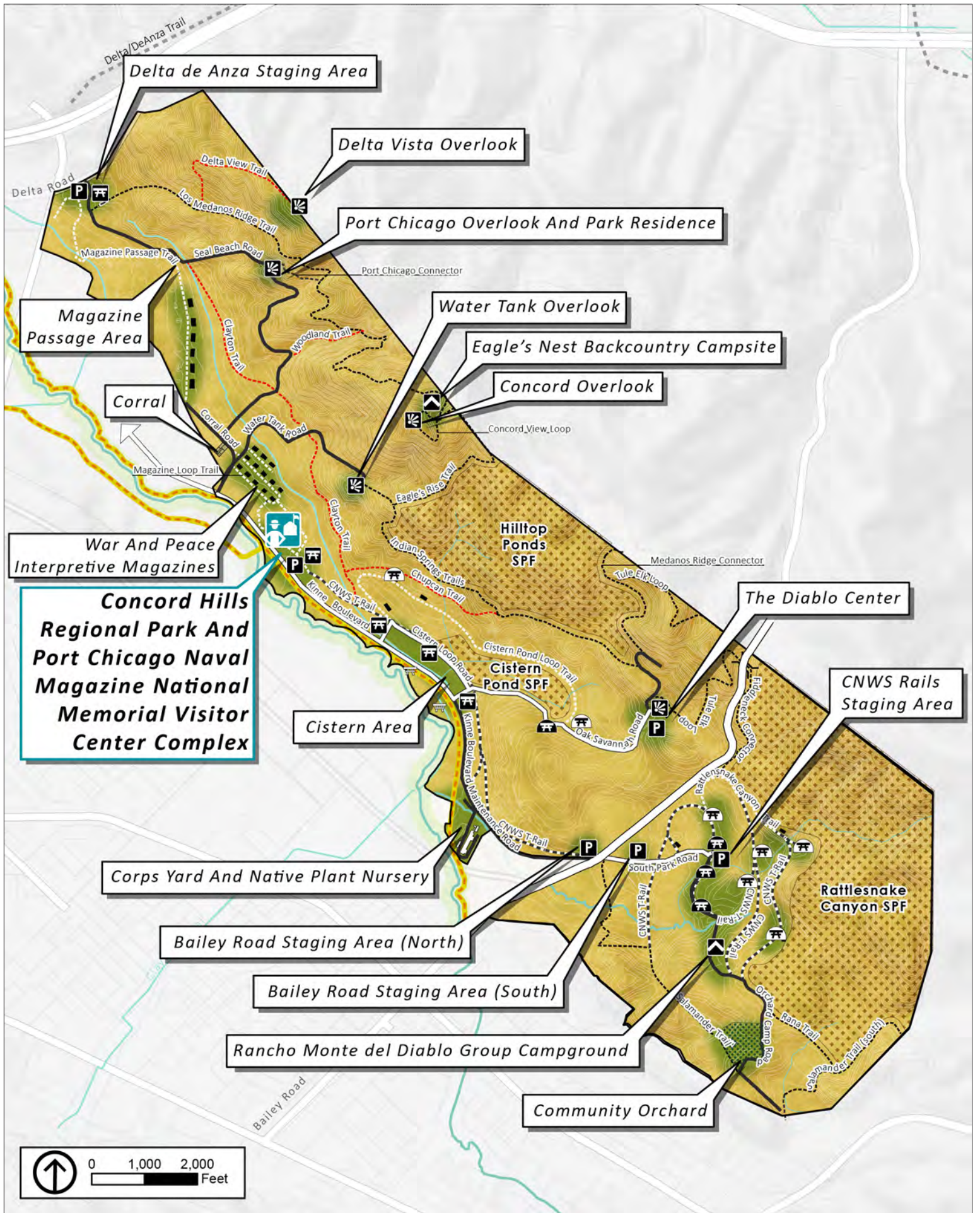


FIGURE 3-2. Concord Hills Regional Park Overview

## SITING AND DESIGN GUIDELINES FOR THE PROTECTION OF BIOLOGICAL RESOURCES

The Regional Park will be developed in accordance with siting and design guidelines developed to protect habitat. These guidelines include maintaining buffers around sensitive habitats, and the siting and design of park features to minimize potential impacts to sensitive habitat and Covered Species.

- » **Siting.** Sites for new facilities will be selected to minimize impacts to Covered Species. Where feasible, new facilities will be sited in already disturbed areas where feasible.
- » **Buffers.** All new trails, roads, and all other recreational facilities will maintain a buffer of at least 500 feet from California red-legged frog and California tiger salamander breeding habitat. Group picnic sites and camping areas will be sited over 1,000 feet from any California red-legged frog or California tiger salamander breeding habitat, and located northeast of Kinne Boulevard. Existing roads used for regional park access should maintain a buffer of at least 500 feet from California red-legged frog and California tiger salamander breeding habitat, wherever possible.
- » **Barriers to Access.** Where buffers are not feasible, fencing, signage, reduced speed limit, and other management barriers to restrict trail users to trails. Fences or other symbolic barrier used to protect aquatic habitats will be placed 75 feet from the aquatic habitat and will include informational and regulatory signage. Informational signage will also be installed near larger rock outcroppings to educate visitors regarding potential Alameda whipsnake habitat.
- » **Landscape.** No irrigated turf or non-native landscaping shall be allowed. Existing oak trees and other native tree species should be preserved wherever feasible.
- » **Waste.** Waste containers will be designed so that animals such as common ravens (*Corvus corax*) and raccoons (*Procyon lotor*), which are predators of special-status species, cannot remove the trash within.
- » **Jurisdictional Waters.** Recreational facilities, roads, and trails will be designed to avoid impacts to jurisdictional waters to the extent feasible. If construction or modification of stream and drainage crossings (e.g., hardened stream crossings, improvements to existing culverts) is required, best management practices will be applied to limit fill within jurisdictional waters and permits will be acquired from the applicable regulatory.

exception of trails will be located within Recreation/Staging Units. These facilities will include a visitor center, event and educational spaces, picnic areas, campsites, overlooks, and interpretive elements.

Operations facilities will include the Corporation Yard, a native plant nursery, a caretaker's residence, and a livestock corral. Access to these facilities will be limited to Park District staff, partner agencies, and contractors (such as the grazer) approved by the Park District.

### Special Management Features (SMF)

Areas with distinctive management within regional parkland are set aside as Special Management Features (SMFs) to direct staff to be aware of the unique conditions within these areas and the need for a different management approach. There will be one SMF within the Regional Park, as shown in Figure 3-3. A community orchard, located south of Bailey Road, will be located in the footprint of a historic homestead and orchard. The community orchard will be planted with fruit trees and managed for productive harvest, community gathering, and education.

## BIOLOGICAL RESOURCES PROGRAM

An important goal of establishing the Regional Park is to protect and enhance the biological resources at the park site. As the Conservation Area for the City of Concord's Reuse Project Area Plan, the Regional Park provides compensatory mitigation for impacts to three federally and State listed species resulting from implementation of the Area Plan's Economic Development Conveyance (EDC) area, as well as for regional park development. These species include the California red-legged frog (*Rana draytonii*), California tiger salamander (*Ambystoma californiense*), and Alameda whipsnake (*Masticophis lateralis euryxanthus*), and are referred to as Covered Species. While the biological resources program is designed to benefit overall biodiversity, the focus of the program is on the protection and enhancement of critical habitat for the Covered Species.

This section describes the planning elements and physical improvements that will be utilized for biological resources protection and enhancement. All existing and restored habitat areas will be managed according to the management prescriptions (also referred to as tasks) identified in Chapter 4. Management prescriptions for the ongoing maintenance, monitoring, and management biological resources are provided for seven program areas, including Amphibian Breeding Ponds, Upland Habitat, Nonnative Invasive Plant

Species, Nonnative Animal Species, California Red-Legged Frog, California Tiger Salamander, and Other Sensitive Wildlife Species.

### **BIOLOGICAL RESOURCE PROTECTION**

The protection of biological resources is a key objective of this Land Use Plan, and therefore the Regional Park's organization and design will reflect this priority. The key components of this Land Use Plan that ensure resource protection are described below. Considerations for siting and design are summarized in the green box on the left and reflected in the guidelines for park features throughout this chapter.

#### **Public Access Limitations**

Allowable uses within each type of planning unit correspond to level of resource sensitivity and resource protection needs within the unit type. Planning units and allowable uses are discussed above, and summarized on the next page as they relate to resource protection.

- » Nearly 95 percent of the Regional Park is within Natural Units. Park development will be limited to trails and roads, and recreational access will be limited to on-trail uses.
- » Within the approximately 620 acres of SPFs located within Natural Units, public access will be restricted. The Regional Park's most sensitive habitat, including most of the habitat for Covered Species, is located within SPFs.

Limitations on allowable uses, including dogs on-leash requirements and limitations on nighttime activities, also support protection of resources. Refer to Chapter 4 for discussion of allowable and restricted uses.

#### **HABITAT IMPROVEMENTS**

Habitat improvements will complement the protection of resources through implementation of this Land Use Plan. Habitat improvements will focus on the removal of existing former military buildings and infrastructure. All restored habitats will be managed as described in Chapter 4.

#### **Removal of Existing Infrastructure**

Previous military uses at the Concord Naval Weapons Station left a network of infrastructure throughout the Regional Park site. Some of this infrastructure will be preserved or converted for park uses. Remnant infrastructure that is not used for park uses (including interpretive programming) will be removed if feasible and as funding becomes available. Remnant infrastructure includes roads, rails, buildings, and magazines. Testing will be conducted prior to removal of infrastructure to determine if contaminants are present, and if contaminants are found they will be disposed of in a manner proscribed by the regulatory agencies.





photo credit: Stephen Joseph Fine Art Photography

Priorities for initial habitat improvements consist of removal of 10.3 miles of rail line and restoration of 5.7 miles of unutilized unpaved roads as described below and shown in Figure 3-3. These habitat improvements may be conducted in phases as further discussed in Chapter 5.

- » Removal of 10.3 miles of rail lines in biologically sensitive areas. Rail ties and associated rock will also be removed along a 5.6-mile portion of these former rail lines, which will be converted to trail.
- » Restoration of up to 5.7 miles of unutilized unpaved roads within Resource Protection Zones to deter public use of areas closed to recreation. This may include the restoration of certain segments of existing roads near sensitive areas such that access for management would still be possible, but any existing unpaved roads that would make attractive hiking loops would be restored to natural habitats to deter use.

In order to minimize unauthorized use of existing roads and railroad tracks that are not designated as Regional Park facilities, entrance points to these features will be mechanically removed and revegetated as feasible and as funding becomes available. These entrance points will be closed using signage or barriers (e.g., fencing or planted vegetation) until they are removed and restored.

### Oak Woodland Enhancement

There is limited oak woodland/savannah habitat within the Regional Park. In addition to preserving existing oak and native trees wherever feasible, new trees will be planted in association with Regional Park development. Target areas for oak tree plantings include along natural drainages, and in areas with high levels of public use such as picnic areas. All plantings at the Regional Park should emphasize the use of native, regionally appropriate plants.

### Habitat Improvements to Balance Development of the Reuse Area

As the Park provides mitigation for impacts resulting from the development of the Reuse Area, the City of Concord will improve habitat within the Park to balance development of the Reuse Area. Improvements will focus on improving breeding, foraging, and dispersal habitat for Covered Species. Initial improvements will include:

- » Enhancement of existing ponds by repairing pond outlets, excavating and compacting soils to increase water retention, repairing and reconfiguring fencing, and allowing livestock to graze to remove excess biomass from areas around ponds.
- » Construction of three to four ponds and provide protection fencing. The new ponds will improve connectivity between existing breeding sites, provide new breeding sites that will allow for populations of California tiger salamanders and California red-legged frogs to increase, and expand the breeding distribution of these species in the Regional Park.
- » Improvement of upland refugial and dispersal habitat for the California red-legged frog and California tiger salamander through site improvements near ponds that encourage burrowing rodents.

Once these enhancements have been completed, they will be managed by the Park District as described in Chapter 4.

### LEGEND TO FIGURE 3-3

-  Special Protection Feature
-  Special Management Feature
-  Restoration Priority- Rail Removal
-  Restoration Priority- Rail Conversion
-  Restoration Priority- Road/Trail Removal
-  Other Existing Road/Trail
-  Other Existing Rail

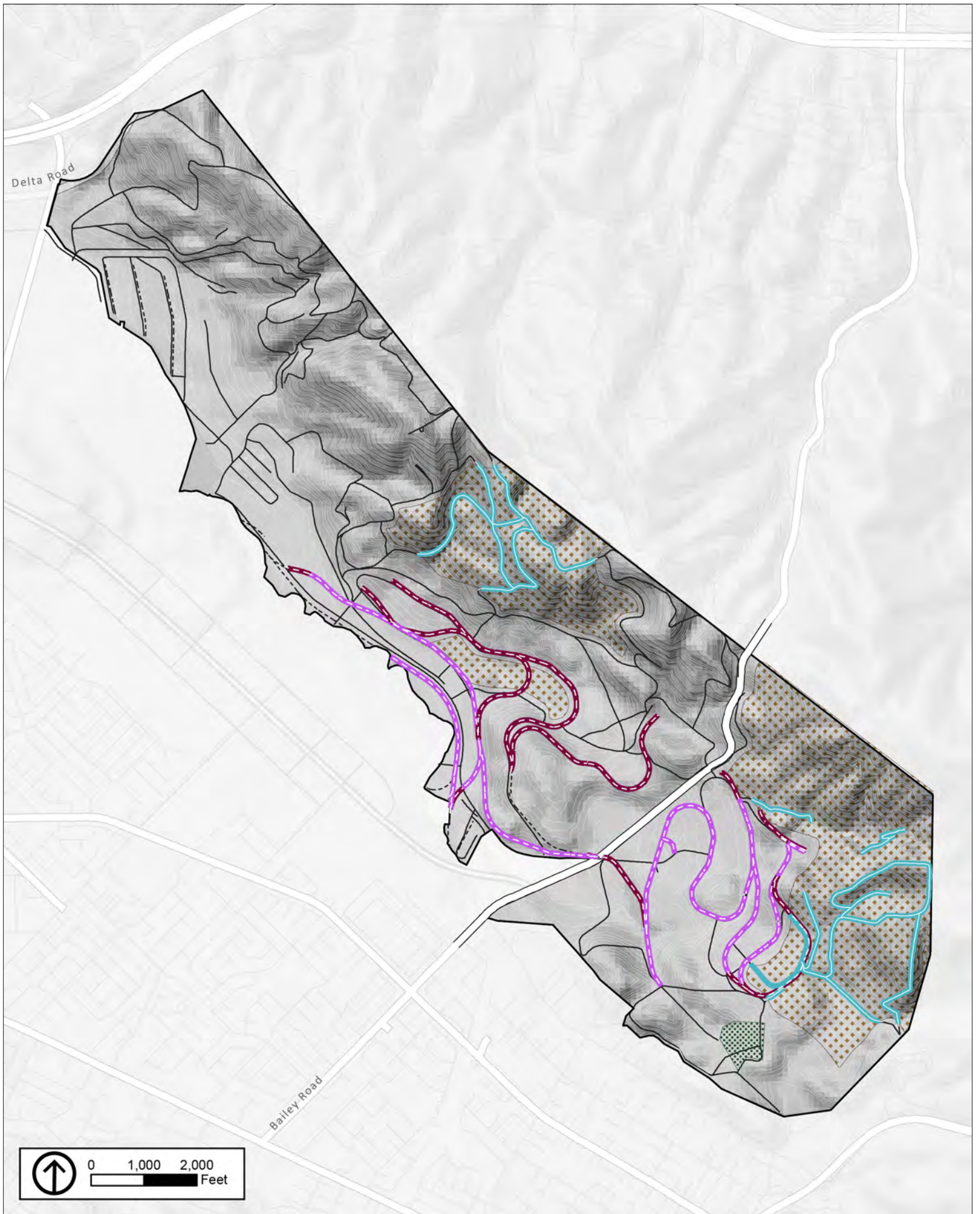


FIGURE 3-3. Restoration Priorities

## CULTURAL RESOURCES ADAPTATION

Remnant site features from CNWS, such as signs and rail cars, should be retained in the Regional Park landscape. Wherever possible, these elements will remain in place or be moved to areas with higher levels of public use. Site materials that need to be removed, such as rail lines and ties, may be relocated for interpretative or other uses. For instance, concrete from magazines identified for removal may contribute to paving or site features.

### WEAPONS MAGAZINES AS REGIONAL PARK FEATURES AND MODERN LANDSCAPE FOLLIES

The “architectural folly” was a popular design feature in pastoral English gardens in the 18th century. These structures typically provided no practical purpose other than to reference historic eras or provide amusement in their unusual design. In contrast, many of the constructed landscape elements, including the magazines and the rail lines that served them, at CNWS were constructed with highly utilitarian purpose of storing military-grade weapons. However, this service is no longer needed as the site transforms to a regional park, leaving them with no practical purpose other than intriguing the curiosity of the regional park visitor and providing interpretation of military history. Magazine reuse should consider the following:

- » Wherever possible, weapons storage magazines should be retained in groups to emphasize the repetitive hill pattern that they create.
- » Park destinations should be oriented to provide views to the magazines, and trails should connect visitors to the magazine areas and allow them to meander through them.
- » The earthen cap of the magazines should continue to have grassland species and may be seeded with native wildflowers for seasonal interest.
- » Landscape materials used around the magazines, including paving, should reflect the industrial style of the magazines, utilizing cooler colors, such as unfinished concrete and raw metal, with brighter elements used minimally for accent.
- » Site furnishing should reflect the scale of the magazines and will be selected to match the utilitarian character of the magazines.

In addition to creating a cultural element to the Regional Park landscape, magazines could potentially be reused as venues for public events, including picnic areas and education/museum use.



*Picnic Magazines. Magazines could be designed to become picnic and gathering spaces. Groups could potentially utilize the flat space at the entry of the magazine and explore the earthen berm during their event. Refer to Picnic Areas for further discussion.*



*Education/Museum Magazines. Some magazines could be made open to the public for cultural event space, such as public art installations, performances or community history exhibits. In particular, the magazines in the War and Peace Magazine complex are well suited to this public use because they are in close proximity to the Visitor Center. Refer to Visitor Center for further discussion.*

## CULTURAL AND HISTORIC RESOURCES PROGRAM

Centuries of use at the Regional Park site, beginning with native peoples, and most recently with the military, has left a legacy of cultural resources which the Park District will protect and interpret. The Regional Park will utilize three major strategies for maintaining cultural resources in the Regional Park:

- » **Protection** of known historic and archaeological resources. Cultural resources from previous eras, including the Contra Costa/Clayton Canal and the five native-heritage archaeological sites that are eligible or considered potentially eligible for listing, will be protected in place.
- » **Adaptation and Integration** of cultural resources that are not considered eligible for listing but will provide value for creating a cultural landscape at the Regional Park.
- » **Interpretation** of eligible historic resources and non-eligible cultural resource features.

Together, these planning strategies, along with the cultural resource management policies presented in Chapter 4, will ensure that the Regional Park effectively protects cultural resources and successfully fulfills the Park District's commitment to preserving the cultural history of the East Bay. These strategies are further described below.

### CULTURAL RESOURCE PROTECTION

Cultural resources that are listed or eligible for listing on the National Register of Historic Places (National Register) and California Register of Historical Resources (California Register) will be protected-in-place during regional park development and use. Methods for protection include siting recreational facilities to avoid these resources and providing interpretive and regulatory signage to educate visitors about the resources and protective regulations.

A new archive building will also be constructed at the Regional Park to preserve artifacts that are consistent with the cultural resource themes of the Regional Park.

### Contra Costa/Clayton Canal

The Contra Costa Canal, and its extension the Clayton Canal, have been previously recommended eligible for listing in the National and California Registers as contributors to the Central Valley Project. Since these resources are owned by the Contra Costa Water District, there will be no alterations to the canal without approval from the Water District. None of the planned regional park facilities will interfere with, destroy, or modify the canal.



### Archeological Resources

Five archaeological sites were identified within the Regional Park, including a prehistoric bedrock milling site. It is important that these sites are not damaged or adversely affected by visitors to the Regional Park through vandalism, destruction, theft, and other actions that would adversely affect the site. In order to protect these archaeological sites, their specific locations will not be made available to the general public. Recreational amenities, including trails, will not be developed in this area and public access will be restricted. Additionally, vegetation will be used to screen the sites from public view along the nearby trail to minimize indirect effects.

### Archive Building

The Regional Park will include an archive building for storing historic artifacts and documents related to the Regional Park site and the surrounding area. The Archive could be located in a reused military building, or in a new building, as shown by example in Figure 3.7. The facility will serve as an institutional asset for the continued protection of cultural resources related to the explosion at Port Chicago Naval Magazine and the creation of Concord Naval Weapons Station, as well as the general history of central and eastern Contra Costa County. The preservation mission and procedures of the archive will be developed jointly by the National Park Service and the Park District.

## CULTURAL RESOURCE ADAPTATION AND INTEGRATION

While the infrastructure developed during operation of the Concord Naval Weapons Station is not eligible for listing in either the National or California Registers and protection of these resources is not required, there are substantial opportunities to integrate these resources into planned facilities to contribute to the Regional Park's character and create unique visitor experiences. Strategies for adaptation and integration are described below according to resource type:

- » **Magazines.** The most distinctive landscape features remaining from the CNWS period are earthen magazines, which create a pattern of uniform hills of grassland and concrete. The Regional Park will retain up to 40 of these munitions magazines, including 13 that will be restored and opened to the public. Ten magazines will be repurposed as picnic areas and six will be maintained in their current condition as relics of the previous era. These magazines will be a distinctive feature of the Regional Park and serve as an attraction or “folly” for regional park visitors, as further described in the green box on page 68.
- » **Buildings.** Existing buildings will be renovated for regional park use, where possible. This will include the adaptive reuse of Building IA-24 as the Visitor Center and Buildings 93, 94, and 420 as structures within the Park Operations and Support Facility (Corporation Yard). The Visitor Center will retain some of its industrial quality, including the large sash windows and open floor plan and will potentially integrate some of the industrial elements, such as the large steel crane that runs the length of the structure or the smaller signs designated for the use areas of the building. Since the buildings in the Corporation Yard will not be open to the public, reuse of the structures will primarily be to reduce costs of new construction and to limit demolition waste rather than to create a historic reference. The new buildings will likely need significant renovation. However, efforts will be made to recycle materials where possible and reduce overall construction waste.
- » **Building Sites.** Other existing buildings are less compatible with future park uses due to their size or configuration associated with previous military use. Many of the building locations, particularly those in the hills, have been identified as locations for future park amenities, such as overlooks, event centers, or a caretaker's residence. While the structures may not be able to be fully renovated, some building materials or foundations may be reused for these new facilities to reduce overall construction waste. Additionally, the existing building footprints provide a flat space for new amenities, reducing the need for extensive grading in these areas.



» **Other CNWS Elements.** Other remnant elements will also be integrated into regional park use. Existing rail lines will be repurposed as trails with Regional Park and follow along alignments that served CNWS. These alignments have smooth even grades, which are excellent for accessible pathways; however, in their current conditions with elevated metal rails, many of the rail lines create barriers to sensitive species living in the Regional Park. By retrofitting the lines to remove barriers, the alignments can serve a new purpose with the Regional Park trail network. Remnant elements, such as rail ties and crossing signs will be utilized along the trails to reflect the historic use of rail within CNWS.



» **Pre-CNWS Resources.** Historic sites that exist from times prior to CNWS will also be integrated into the site. The historic homestead and windmill in the Cistern Area will be retained and serve as a visual folly for people hiking on trails around the area. Also, the foundations and orchard trees of the historic homestead south of Bailey Road will be retained and restored to become a community orchard reflecting the agrarian history of central and eastern Contra Costa County.

### CULTURAL RESOURCE INTERPRETATION

Cultural resources will be a primary focus of interpretation within the Regional Park, with an emphasis on the military history of the site. Interpretive themes and methods associated with the cultural resources at the Regional Park are discussed in greater detail in the Interpretive Program, below.

## VISUAL RESOURCES

The Regional Park will be at the edge of newly constructed urban development. Effective protection of viewsheds will provide a sense of retreat from urban life for its visitors, and a picturesque backdrop for surrounding urban areas and commuters. Important views and strategies for maintaining and emphasizing these views are identified below.

### VIEWS FROM THE REGIONAL PARK

The visual quality of the Regional Park is an important factor in defining visitor experience. Development of the Regional Park will seek to protect and enhance important views of the Regional Park and the surrounding landscape with consideration to the following:

- » **Framing of Regional Views.** The views of surrounding region are important educational opportunities for teaching about landscape features and natural processes, and provide a rich visual experience. This includes sites with views out to the Sacramento-San Joaquin Delta, Port Chicago and the Bay, as well as views into the Regional Park and surrounding open space, such as Black Diamond Mines and Mount Diablo, by framing views to the south. Overlooks will highlight these views and provide destinations for landscape viewing.
- » **Viewshed Enhancement.** Existing views will be enhanced through the removal of unutilized utility lines and infrastructure that obstructs long-range views and/or detracts from the desired character of the Regional Park. In addition, native vegetation and existing topography will be used to frame views and screen undesirable features. For instance, there are areas throughout the Regional Park where topography creates visual refuges with views limited to protected open space.

### VIEWS OF THE REGIONAL PARK

The Land Use Plan also considers views of the Regional Park from the surrounding region. Unscarred hillsides are important visual resource and the development of the Regional Park will reduce the overall road density within the hills, improving the aesthetic quality of the hills. Additionally, focusing the most intense park development in the lower elevations of the Regional Park will both protect hillside views from afar and allow numerous opportunities to frame hillside views from the Regional Park's use areas.

Currently, the boundary the Regional Park only incorporates a portion of the ridgeline. Should the property adjacent to the Regional Park that includes ridgeline be developed, the visual character of the Regional Park would be transformed. As further discussed in Chapter 5, protecting visual character of the Regional Park and hillsides may require partnerships and other strategies for reaching beyond current Regional Park boundaries.

## PARK ACCESS

The Regional Park will be accessible by personal vehicle, as well as by mass transit and non-vehicular trails. These access points are shown in Figure 3-4 and described below.

The Visitor Center Complex will serve as the gateway into the Regional Park and it is anticipated that many visitors will enter the Regional Park at or near this area. The primary non-vehicular access point will be from the Mount Diablo Creek Regional Trail which will connect via a greenway to the North Concord/Martinez Bay Area Rapid Transit (BART) Station. The primary vehicle entrance to the Regional Park will be along Kinne Boulevard, which will provide access to the Regional Park from State Route 4, via Willow Pass Road.

Other park entrances will serve secondary areas of the park. It is anticipated that the entrance identified as a “neighborhood connection” on Figure 3-4 will be used as an entrance for residents living near the Regional Park and will not contain parking.

## VEHICULAR ACCESS

The Regional Park is bisected by Bailey Road, a public road maintained by Contra Costa County. As shown in Figure 3-4, there will be three vehicular park entrance points for the area north of Bailey Road, including the primary entrance near the Visitor Center along Kinne Boulevard and two secondary entrances, one

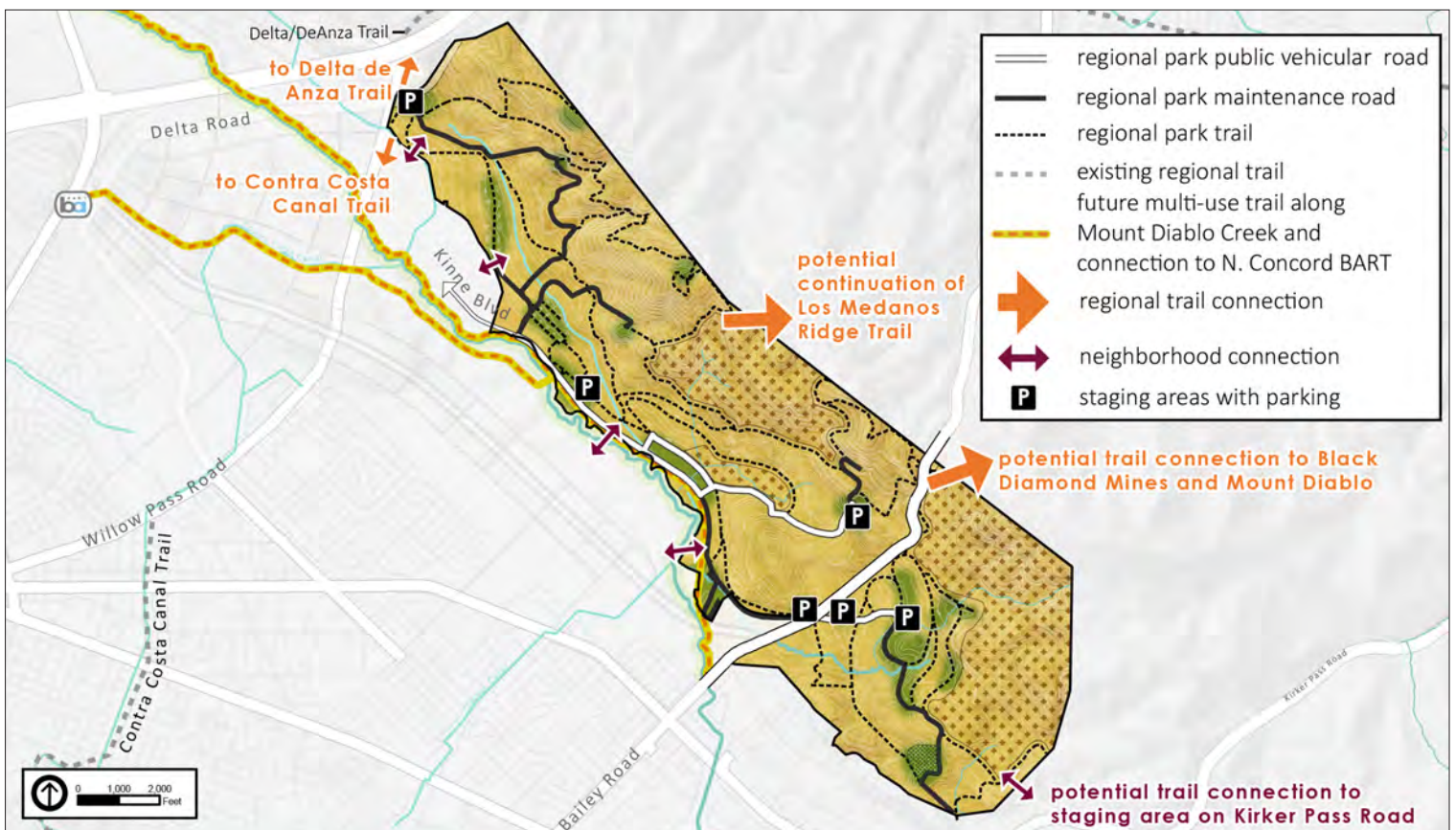


FIGURE 3-4. Regional Park Access and Connections

along Bailey Road and one along Delta Road.<sup>2</sup> Assuming no changes to Kinne Boulevard from the City of Concord's Tournament Sports Complex development, future park users will enter the Regional Park north of the Visitor Center, and the public portion of Kinne Boulevard will terminate at the Visitor Center staging area. The alignment of this road outside of the park will be finalized during development of the City's Specific Plan; however, within the Regional Park, it will follow the current alignment of Kinne Boulevard. The secondary entrances will provide staging for the public, and access to maintenance roads for service vehicles only.

There will be one vehicular entrance point for the area south of Bailey Road that provides access to the recreational facilities located in this southern area of the Regional Park.

There will be no vehicular access between the Delta Road and Bailey Road parking areas and the Visitor Center Complex. All vehicular access to the Visitor Center Complex, the Diablo Center, and recreational facilities along Kinne Boulevard, Cistern Loop Road, and Oak Savannah Road will utilize the vehicular entrance near the Visitor Center.

## STAGING AREAS

In total there will be approximately 4 acres of dedicated staging areas within the Regional Park. In addition to parking space, staging areas should provide bicycle parking, drinking fountains, trash and recycling receptacles, dog courtesy stations, restrooms, benches, and shade structures or shade trees. Staging areas include:

- » **Visitor Center Staging Area** will be the primary parking area for the Regional Park and will accommodate approximately 65 cars and four buses.
- » **The Diablo Center Staging Area** can be used during events at the space. Larger events will likely require the use of the main parking area and shuttling up to the space.
- » **Delta de Anza Staging Area** will be located near Delta Road and will accommodate personal vehicles and equestrian trailers.
- » **Bailey Road Staging Area North** located along the north side of Bailey Road for park users accessing trails in the Primary Area from Bailey Road.
- » **Bailey Road Staging Area South** located along the south side of Bailey Road for park users accessing trails in the area south of Bailey Road.
- » **CNWS Rails Staging Area will be located** south of Bailey Road and serve the group campground and recreational amenities in this area. This staging areas will accommodate personal vehicles, buses, and equestrian trailers.

A staging area along Kirker Pass Road could be considered in future planning efforts.

<sup>2</sup> Delta Road is a planned vehicular road and the alignment was not determined as of the writing of this Land Use Plan, although it was assumed that it will pass along the northern edge of Concord Hills Regional Park. The precise location of the proposed park entrance and parking will be determined once the road alignment is determined.

## STAGING AREAS

Staging areas will comply with the Siting and Design Guidelines for Recreational Facilities and Site Features provided on page 84. Additional design considerations for picnic areas include:

- » All staging areas should be designed for efficient circulation and to maximize permeable surfaces and shade.
- » Signage should include regulatory signage, as well as maps and directional signage to orient visitors.
- » Native shrubs and trees should be planted to provide shade for visitors, reduce heat generation from paved surfaces, and screen the staging areas from hillside views.
- » Surfacing for staging areas should be compatible with anticipated use. Parking areas that receive heavy and regular use should be paved with asphalt or porous paving systems such as open grid paving systems and permeable asphalt. For parking areas that experience lighter use, unpaved surfaces with road base material may be appropriate.
- » Stormwater should be managed on-site using swales and other stormwater features (refer to C.3 requirements below).

## STORMWATER AND C.3 COMPLIANCE

Parking areas and paved areas should all be designed to comply with the October 2009 California Regional Water Quality Control Board San Francisco Bay Region Municipal Regional Stormwater NPDES Permit (C.3 requirements). C.3 requirements promote on-site stormwater treatment and detention and emphasize infiltration, water harvesting, and re-use. In addition to utilizing permeable surfaces that allow for infiltration, the use of swales and other stormwater features should be explored for all parking areas. Swales should have flat bottoms at least 18 inches wide, utilize rock cobble at points of concentrated flow, and be vegetated with native plants where possible. Swales should not be planted with turf.

## PEDESTRIAN/BICYCLE/EQUESTRIAN ACCESS AND CONNECTIONS

The Regional Park will be accessible for hikers, bikers, and equestrians from the future regional trail along Mount Diablo Creek and local neighborhood trails that will connect to the North Concord/Martinez BART Station.<sup>3</sup>

Future regional trail connections will link the Regional Park to the City of Pittsburg and to neighboring open spaces, including Black Diamond Mines Regional Preserve and Mount Diablo State Park. Figure 3-4 identifies potential connection points along the eastern edge of the Regional Park. These connections will allow for long-distance hiking from the Regional Park, including opportunities for overnight backpacking from the urban edge of the East Bay. Important priorities for achieving this vision of regional connectivity outside of the Regional Park are discussed in Chapter 2 and include:

- » Regional trail connections between Concord Hills Regional Park, Black Diamond Mines Regional Park, and Mount Diablo State Park Trail.
- » Juan Bautista de Anza National Historic Trail.
- » Contra Costa Canal to Delta DeAnza Regional Trail Connector.
- » Mount Diablo Creek Regional Trail.

## TRANSIT

As discussed above the Regional Park is located three miles by road to the North Concord/Martinez BART Station. There is potential for transit providers (e.g., Central Contra Costa County Transit Authority and Tri Delta Transit) to provide bus connections to complete the gap between the BART station and the Regional Park.

## PARK SHUTTLE TO PORT CHICAGO NAVAL MAGAZINE MEMORIAL

The Regional Park will also be the staging area for visitors to the Port Chicago Naval Magazine National Memorial and the Visitor Center will serve as a joint facility for the memorial and the Regional Park. Visitors will utilize a park shuttle to travel between the Regional Park and the memorial located along the waterfront.

Space will be provided along Kinne Boulevard in front of the Visitor Center for a bus/shuttle stop that can be utilized for mass transit and private shuttle providers.

## ACCESSIBILITY

All new facilities the Regional Park will comply with the Americans with Disabilities Act (ADA) and the corresponding California State Parks Accessibility Guidelines to ensure that all residents have the opportunity to experience the benefits of a park visit. Additionally, the Regional Park will be a new destination for the Parks Express program, offered by the Regional Parks Foundation and providing low-cost transportation to regional parks for low-income schools, groups serving children for low-income families, seniors, and people with disabilities in Alameda and Contra Costa Counties<sup>4</sup>.

## TRANSIT-ORIENTED OPEN SPACE

Creating alternative transportation options to open space has significant environmental and social benefits, including reductions in greenhouse gas emissions and the need for large parking areas, as well as increased diversity in park users. The multi-use trail and public transit connections from the North Concord/Martinez BART Station to the Regional Park will be an important asset for the regional park and will provide transit users across the region to access open space without a personal vehicle. In the future, visitors will be able to access a multiple day back country experience from the North Concord/Martinez BART station, traveling through the Regional Park, Black Diamond Mines Regional Park, Mount Diablo State Park, and other protected open spaces.

<sup>3</sup> The alignment of the regional trail along Mount Diablo Creek and trails within the EDC will be determined through planning efforts for the EDC. It is assumed that these trails will connect hikers and bikers to Concord Hills Regional Park.

<sup>4</sup> See [https://www.ebparks.org/parks/publictransit/parks\\_express.htm](https://www.ebparks.org/parks/publictransit/parks_express.htm).

## PARK CIRCULATION

Most of the roads and trails within the Regional Park will follow roads, trails, or rail lines used during the site's operation as a naval weapons storage facility. Some new alignments will be necessary to create connections between recreational amenities, to reroute around areas determined to be too steep for trail use, or to avoid sensitive habitat areas. New roads and trails represent only 27 percent of the overall road and trail network, with 73 percent of the network reusing existing alignments. Table 3-1 outlines the types of roads and trails at the Regional Park.

The conversion from road or rail line to a park road or trail may include a reduction in width, potential removal of asphalt, and a restoration of a portion of the right-of-way. Figure 3-5 describes the recommended approach for the reuse, conversion, or removal of existing roads and rail lines, as well as the recommended approach for the creation on new trails.

### PUBLIC VEHICULAR ROADS

The Regional Park will include a small (less than 3 miles) network of paved vehicular roads, primarily to connect park users from the Visitor Center to key destinations. The public vehicular roadway network includes the following public vehicular roads:

- » **Kinne Boulevard (1.1 miles)** along the western edge of the Regional Park along the Visitor Center.<sup>5</sup>
- » **South Park Road (0.4 miles)** from Bailey Road into the southern area of the Regional Park.
- » **Oak Savannah Road (0.9 miles)** from Concord Hills Loop Road to the Diablo Center.
- » **Cistern Loop Road (0.5 miles)** from Oak Savannah Road to the picnic area near the cistern ponds.

<sup>5</sup> A portion of Kinne Boulevard will be used as a maintenance road that will be closed to the public. However, the maintenance road portion may be used during early phases of the park opening before Kinne Boulevard is improved in the EDC Area. Refer to Chapter 5 for a discussion of phasing.



TABLE 3-1. Roads and Trails Types

Type	Surface Material	Width	Permitted Uses	Reuse	New Development	Total Length
Public Road	Asphalt	24 feet	Public Vehicular	2.8 miles	0.1 miles	2.9 miles
Maintenance Road	Asphalt	18 feet	Operational and Emergency Vehicular, Hiking, Biking, Equestrian	4.3 miles	None	4.3 miles
Maintenance Road	Natural	18 feet	Operational and Emergency Vehicular, Hiking, Biking, Equestrian	1.0 miles	0.2 miles	1.2 miles
Multi-use Trail						
Paved Multi-use Trail	Asphalt	14 feet	Hiking, Biking	3.0 miles	1.2 miles	4.2 miles
Unpaved Multi-use Trail (Rail to Trail conversion)	Natural	14 feet	Hiking, Biking, Equestrian	4.8 miles	none	4.8 miles
Mount Diablo Creek Regional Trail (section within the Regional Park)	Asphalt	14 feet	Hiking, Biking, Equestrian	1.3 miles	none	1.3 miles
Narrow Multi-use Trail	Natural	8 feet	Hiking, Biking, Equestrian	6.1 miles	3.3 miles	9.4 miles
Hiking-only Trail	Natural	8 feet maximum	Hiking	1.7 miles	1.2 miles	2.9 miles
<b>TOTAL</b>				<b>25 miles</b>	<b>6 miles</b>	<b>31 miles</b>

LEGEND TO FIGURE 3-5

-  Natural Unit
-  Recreation/Staging Unit
-  Special Protection Feature
-  Special Management Feature
-  overlook
-  picnic area with parking
-  picnic area with parking at existing magazines
-  picnic area without parking
-  picnic area at existing magazines without parking
-  staging area with parking
-  campsite
-  magazine incorporated into park programming
-  irrigation canal
-  10' contour line
-  remove existing road
-  remove existing rail
-  public vehicular road - REUSE existing road
-  maintenance road - REUSE existing road (hikers, bikers, and equestrians permitted)
-  paved multi-use trail - REUSE existing road
-  paved multi-use trail - NEW
-  natural surface multi-use trail - REUSE existing road
-  natural surface multi-use trail - NEW
-  narrow natural surface hiking-only trail - REUSE existing road
-  narrow natural surface hiking-only trail - NEW
-  rail to multi-use trail - REUSE
-  multi-use trail along Mount Diablo Creek and connection to N. Concord BART (rail to trail conversion where appropriate)
-  existing regional trail
-  vehicle speed restricted to 20 miles per hour

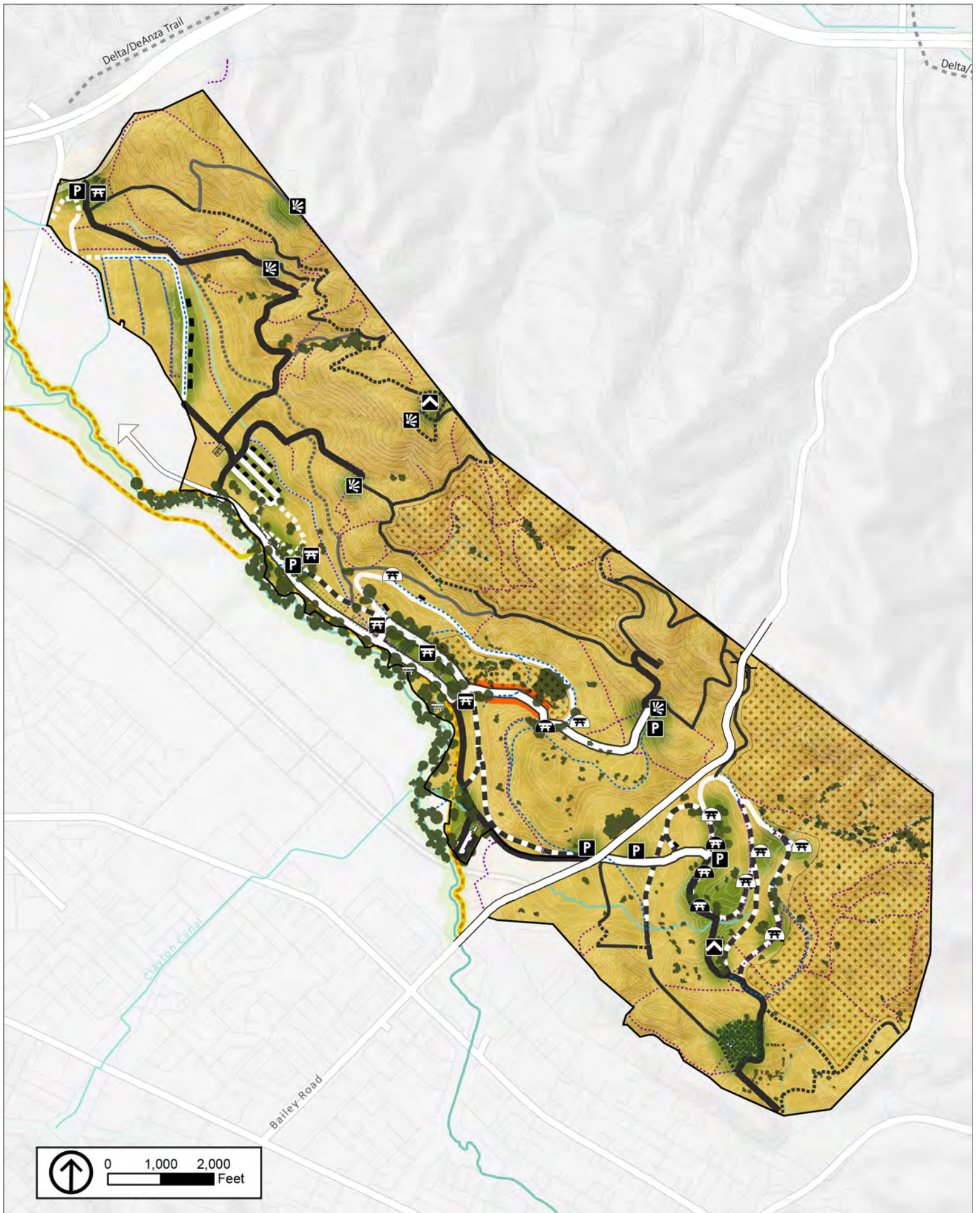


FIGURE 3-5. Road and Trail Development Strategy (Remove, Reuse, or New Development)

## REGIONAL PARK ROADS

All roads will comply with the Siting and Design Guidelines for the Protection of Biological Resources provided on page 68 and constructed to accommodate emergency response vehicles. The network of public vehicular roads at Concord Hills Regional Park will be developed using the following methods:

### OPENING EXISTING ROADS TO PUBLIC VEHICLES

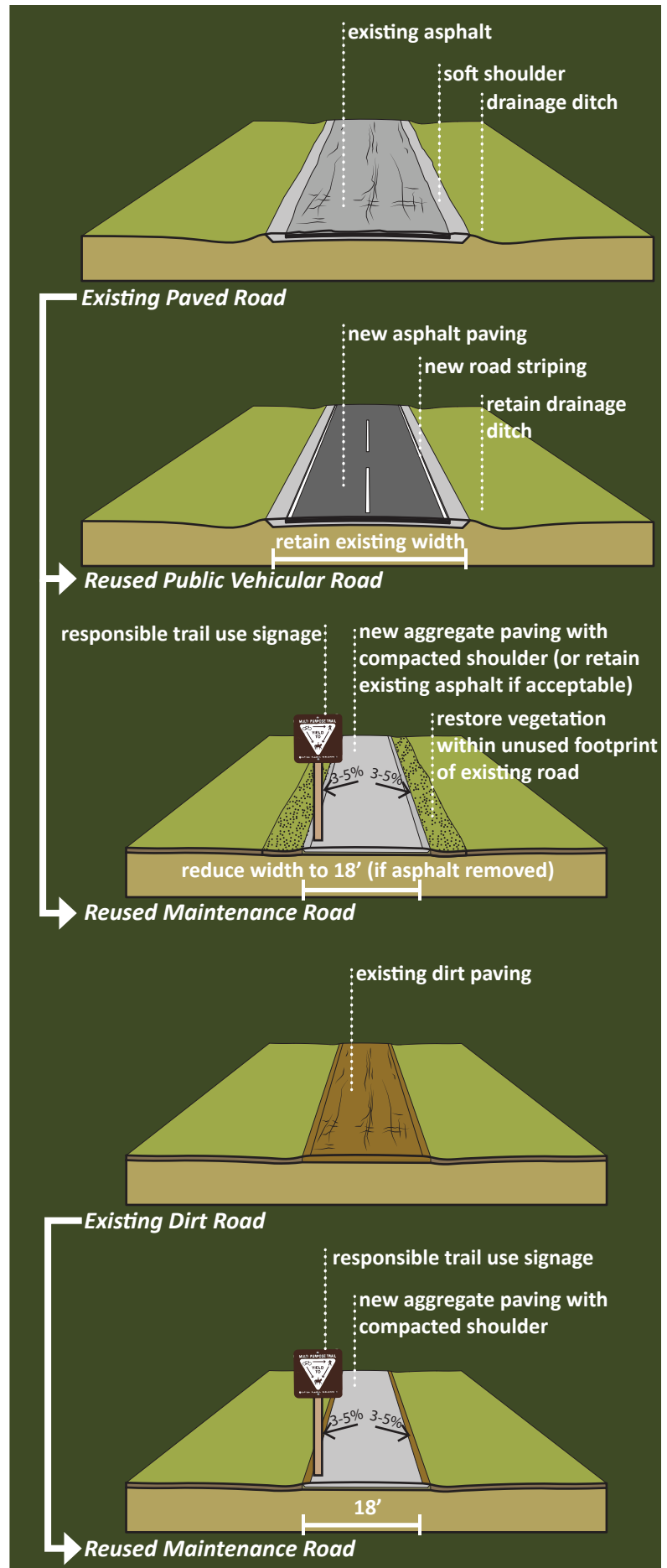
Existing roads to be used as public vehicular roads are currently between 20 and 30 feet wide and paved with asphalt. Roads that will open to public vehicles should retain their existing widths and should be repaved and striped to accommodate one lane of vehicular traffic in both directions and 6-foot shoulders. Bicycle lanes should be included where possible, and prioritized where there is not a multi-use trail parallel to the road.

### NARROWING AND REUSE OF EXISTING ROADS AS MAINTENANCE ROADS

Most of the existing roads planned for reuse as maintenance roads are currently asphalt-paved; one exception is Orchard Camp Road. If the existing asphalt is in good condition, it should be retained for regional park use. If the paving is in disrepair, the asphalt may be replaced or paved with gravel to a width of 18 feet. Maintenance roads should not contain road markings. Since they may be used by hikers, bikers, and equestrians, maintenance roads will include trail signage including signs about trail etiquette.

### NEW MAINTENANCE ROAD CONSTRUCTION

Small segments of maintenance roads will be required to close gaps in the maintenance road network. These newly constructed roads should be constructed to match the surface condition of the road segments that they connect.





## MAINTENANCE ROADS

Approximately 5 miles of existing roads will be converted to maintenance roads for operations, maintenance, and emergency services. These roads will provide vehicular access to higher elevations within the Regional Park and can also be used recreationally by hikers, bikers, and equestrians. Most of the maintenance roads will be paved with the exception of the Orchard Camp Road. Maintenance roads include:

- » **Kinne Maintenance Road (0.9 miles)** running south from the end of Kinne Road North (a public vehicular road) to Bailey Road.
- » **Oak Savannah Maintenance Road (0.4 miles)** from the Diablo Center to the water tank above the center.
- » **Seal Beach Maintenance Road (1.8 miles)** from the staging area along Delta Road to the Visitor Center that travels approximately half the elevation to the ridgeline.
- » **Corral Maintenance Road (0.3 miles)** from Water Tank Road to the park boundary, passing along the cattle corral.
- » **Water Tank Road (0.8 miles)** from the Visitor Center to a vista point located at a water tank approximately halfway to the ridgeline
- » **Orchard Camp Road (1.24 miles)** from the park entrance near Holly Drive to the use area south of Bailey Road near the group campsite.

## TRAILS

The Regional Park will provide a variety of trail experiences for park users. There will be over 22 miles of trails within the Regional Park, as well as over 5 miles of maintenance roads that are open for recreational use. Descriptions of the trails can be found in the Recreation Facilities section on the next page.



## SITING AND DESIGN GUIDELINES FOR RECREATIONAL FACILITIES AND SITE FEATURES

Recreational facilities and site features, including benches, signage, and other elements, should be sited and designed to conform to the Park District’s 2013 Master Plan and all relevant District polices and standards; the Americans with Disabilities Act (ADA) and the corresponding California State Parks Accessibility Guidelines; and siting and design guidelines for the protection of biological resources identified on page 68.























- » The color, scale, style and materials of recreational facilities and site features should be selected to blend with the natural environment, or to reflect the existing structures from former site users.
- » To the extent possible, site features should be constructed with durable materials such as concrete, metal, and wood, with consideration to life-cycle costs and long-term sustainability.
- » Recreational facilities, from use areas to benches, should be located to emphasize and frame views. Trails and any recreational or education feature located in the hillside areas of the Regional Park should be designed to minimize visual impacts.
- » Native plants should be planted to screen facilities that do complement views and regional park character. Such plantings should be located to help blend development with the native landscape, while maintaining prominent internal views.
- » With the exception of crops planted in the Community Orchard, all plantings should be native, regionally appropriate plants. Fire-prone species should be minimized, and should not be planted in proximity to any structures.

## RECREATION FACILITIES

Recreation facilities within the Regional Park will provide opportunities for park users to learn about the Regional Park’s cultural history, to recreate in the open landscape and natural setting, and to socialize in small and large groups. Furthermore, these facilities will help foster the next generation of stewards for the Regional Park. Figure 3-6 illustrates where key recreation facilities will be located. Recreation facilities will have a combined footprint of approximately 86 acres. All recreation facilities will be located in Recreation/Staging Units, with the exception of trails. Trails are located in both Recreation/Staging Units and Natural Units.

Many of the recreational facilities reuse existing infrastructure from the site’s former use as a naval weapons station. In most cases, improvements to existing infrastructure will be necessary to ensure that the facilities are inviting, safe, and consistent with Park District standards.

### LEGEND TO FIGURE 3-6

-  Natural Unit
-  Recreation/Staging Unit
-  Special Protection Feature
-  Special Management Feature
-  overlook
-  picnic area with parking
-  picnic area with parking at existing magazines
-  picnic area without parking
-  picnic area at existing magazines without parking
-  staging area with parking
-  campsite
-  magazine incorporated into park programming
-  irrigation canal
-  10’ contour line
-  hiking-only trail (narrow natural surface)
-  multi-use trail (narrow natural surface)
-  paved multi-use trail
-  rail to multi-use trail conversion
-  multi-use trail along Mount Diablo Creek and connection to N. Concord BART (rail to trail conversion where appropriate)
-  existing regional trail
-  public road
-  maintenance road (hikers, bikers, and equestrians permitted)

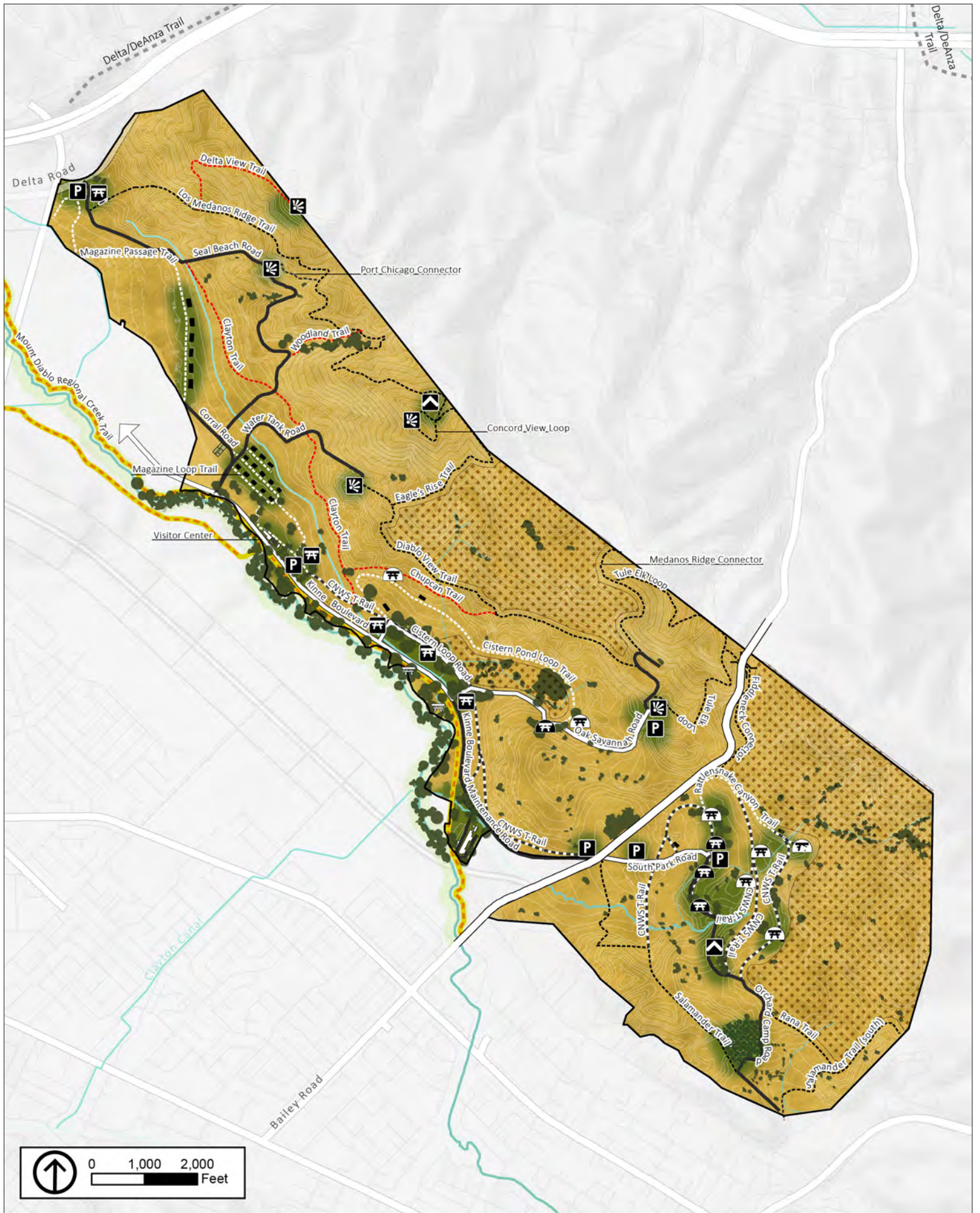


FIGURE 3-6. Recreation Facilities at Concord Hills Regional Park

## VISITOR CENTER COMPLEX

The heart of the Regional Park will be the Visitor Center Complex, which will include the Visitor Center building and adjacent facilities. The Visitor Center will jointly operated by the Park District and NPS, and will serve as a joint facility for the Regional Park and Port Chicago Naval Magazine National Memorial.

The Visitor Center will be a retrofit of Building IA-24, a structure that was previously used as a shop and warehouse building. It will provide a central information kiosk for the public to get recreational information about the park, such as trail routes and picnic space availability, as well as historic information about the Port Chicago Naval Magazine National Memorial. The Visitor Center will additionally contain a café, theater, interpretive museum, and office space for Park District and NPS staff.

In addition to the Visitor Center building, the surrounding complex will include visitor-supporting facilities, as shown in Figure 3-7. These facilities include:

- » **Outdoor exhibit area** in the outdoor courtyard near the Visitor Center.
- » **Multi-purpose room** with standalone restroom for events and community gatherings. The restroom could remain open after Visitor Center hours.
- » **Archive building** for preservation of historic artifacts and documents from the region.
- » **Amphitheater** for outdoor programming that will have views up to the Los Medanos hills.
- » **Reservable group picnic areas and smaller informal picnic space, including space for outdoor classrooms**, will be located around the edge of the complex.
- » **Magazine exhibit space** that will be open to the public for cultural exhibitions. The exhibit space is connected to the Visitor Center with the ADA-accessible War and Peace Interpretive Trail.

The Visitor Center and the multi-purpose room will both be available to the public for events. Both spaces will be designed to accommodate flexible use outside of typical park hours to accommodate a range of events, from public meetings to social occasions. An annual event will take place at the Visitor Center to commemorate the July anniversary of the Port Chicago Naval Magazine explosion, which could bring as many as a thousand visitors to the Regional Park.



*Interior view of Visitor Center, including exhibit space, offices, information center, and café.*

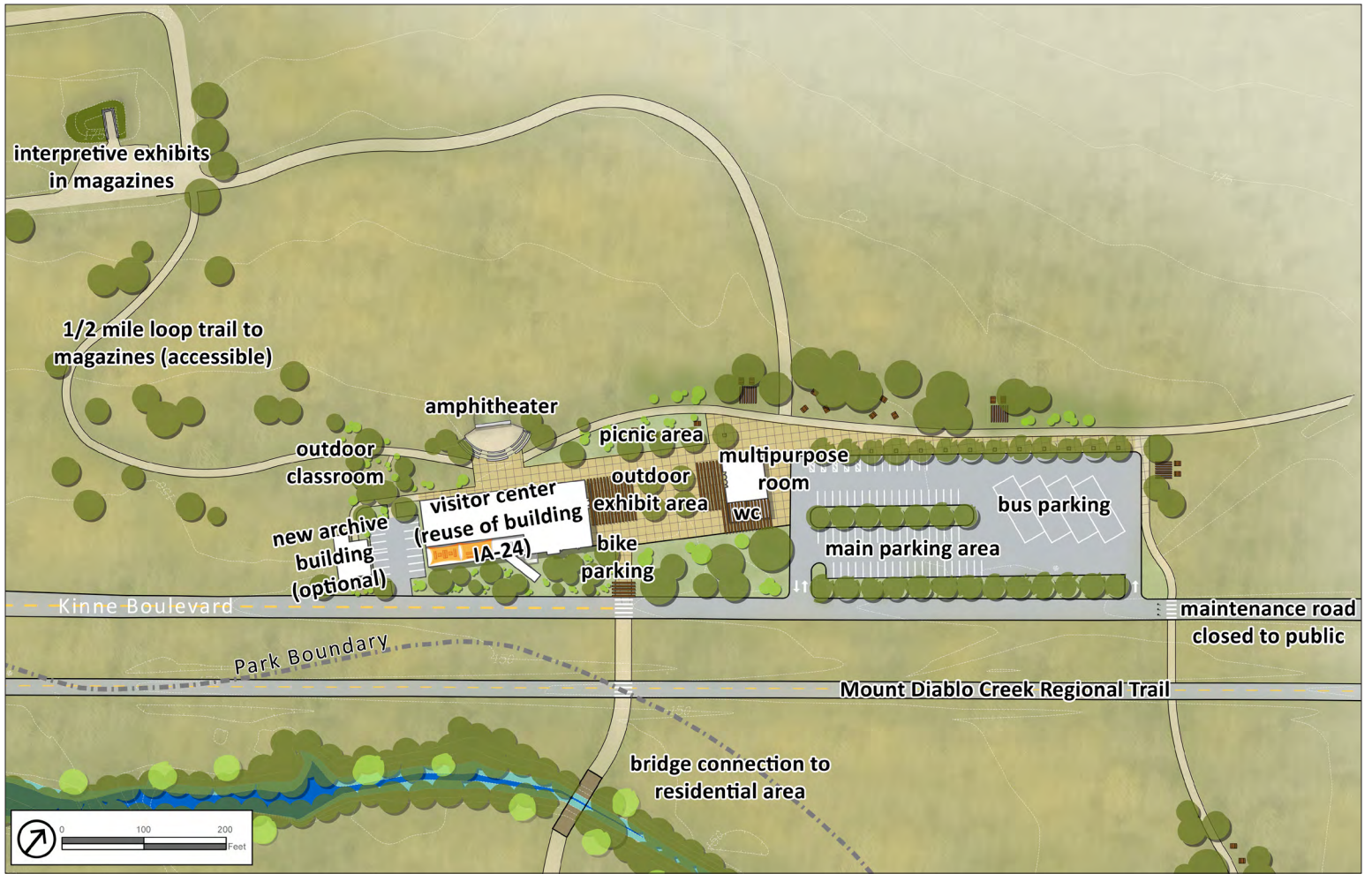


FIGURE 3-7. Visitor Center Complex



Exterior view of Visitor Center Complex, including amphitheater and interpretive loop trail to magazines.

## TRAILS

The trail network in the Regional Park will create a diversity of experiences for visitors. Trails located along the ridge and along steep inclines will be challenging for visitors seeking more intense activity, while mid-ridge trails and loop trails at lower elevations will provide less strenuous opportunities. The trail network includes numerous intersecting routes and loop trails to create flexibility and variety into the trail experience. Trail alignments were selected to bring people to key destinations and view points, while protecting sensitive resources. Rest stops with benches or other recreational amenities, such as shade structures, picnic areas, and interpretive signage, will be strategically located along trails to emphasize scenic views, encourage learning, and provide shade and other pedestrian comforts.

### PARK TRAILS

All trails, including road to trail conversions and new trails, should be constructed and managed in accordance with the Siting and Design Guidelines for Recreational Facilities and Site Features provided on page 82; the District's Trail Construction and Trail Modifications Best Management Practices, included in Appendix C; and the Americans with Disabilities Act (ADA) guidelines for whole access trails.

As shown in Table 3-1, the approximately 28 mile trail network includes the following:

#### PAVED MULTI-USE TRAILS



The paved multi-use trails will have asphalt paving, be a minimum of 14 feet wide, and be open to hikers and cyclists. All of the paved multi-use trails will have a typical grade no greater than 4.9 percent, making them well suited for visitors in wheelchairs or with special mobility needs.

- » **Magazine Passage Trail (1.2 miles)** will be a generally flat trail with passing along naval magazines that remain at the park but are closed to the public. The trail is primarily open with grasses and few trees. It can be used a trail connection between the Delta Road staging area and the Visitor Center.
- » **War and Peace Magazine Interpretive Trail (1.2 miles)** will be a generally flat loop trail from the Visitor Center to the exhibit space in the nearby magazine complex.

- » **Cistern Pond Loop Trail (1.2 miles)** will be a short loop trail with moderate elevation gain that passes near the cistern pond area. The trail passes through grassland areas and picturesque oak stands.
- » **Rattlesnake Canyon Trail (0.5 miles)** will be an out-and-back trail with a steady climb out to the base of Rattlesnake Canyon with views up into the canyon.

#### UNPAVED MULTI-USE TRAILS



The unpaved multi-use trails will have natural paving, be a minimum of 8 feet wide, and be open to hikers, cyclists, and equestrians.

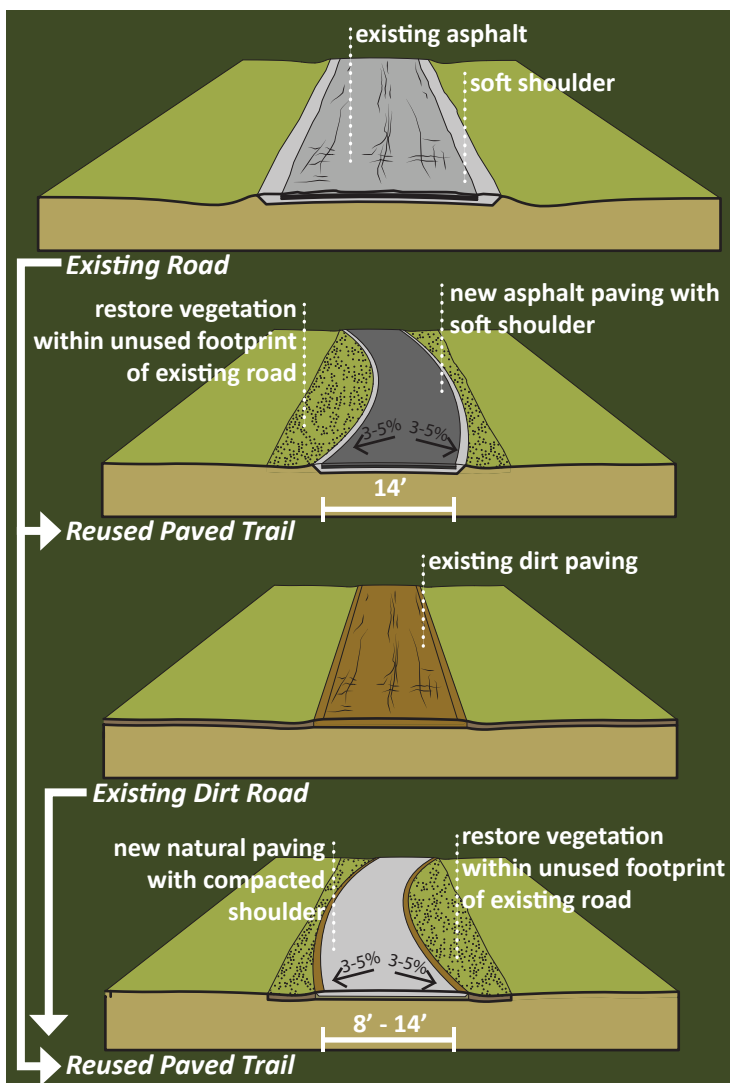
- » **Los Medanos Ridge Trail (2.3 miles)** will climb up from the lower elevations near the northern end of the park and follow the ridge out to the southern boundary. This trail will pass the key vista points within the Regional Park and may extend into neighboring open spaces in the future, potentially extending the full length of the Regional Park in the future.
- » **Port Chicago Connector Trail (0.2 miles)** will connect visitors from the Port Chicago overlook on Seal Beach Maintenance Road to the Los Medanos Ridge Road.
- » **Concord View Loop Trail (0.3 miles)** will loop east from the Los Medanos Ridge out to the Concord Overlook and past the Eagle's Nest backcountry campsite.
- » **Los Medanos Ridge Connector Trail (0.2 miles)** will connect visitors from Tule Elk Loop Trail to the Los Medanos Ridge Trail. These trails, along with Oak Savannah Maintenance Road, create a connection between the Diablo Center and the ridge.

## ROAD TO TRAIL CONVERSION

Many existing roads will be converted to trails. To ensure long-term stability and ease of visitor use, the road should be narrowed and the tread should be improved where necessary to ensure appropriate drainage and maneuverability by trail users. For both paved and unpaved (natural surface) trails, existing right-of-way that is not used for new trails should be ripped to a depth of 8 to 10 inches and seeded with a native grass seed mix.

All planned paved trails follow existing asphalt paved roads. The existing road may be narrowed, involving the removal of existing asphalt and repaving to a width of 10 feet with 2 feet of compacted dirt shoulder on either side.

Where existing unpaved roads will be renovated for trail use, trail width and tread should be improved to have a 3 to 5 percent outslope and should include incorporate frequent cross drains (e.g. dips) installed at 50 to 100 foot spacings as feasible.



## RAIL TO TRAIL CONVERSIONS

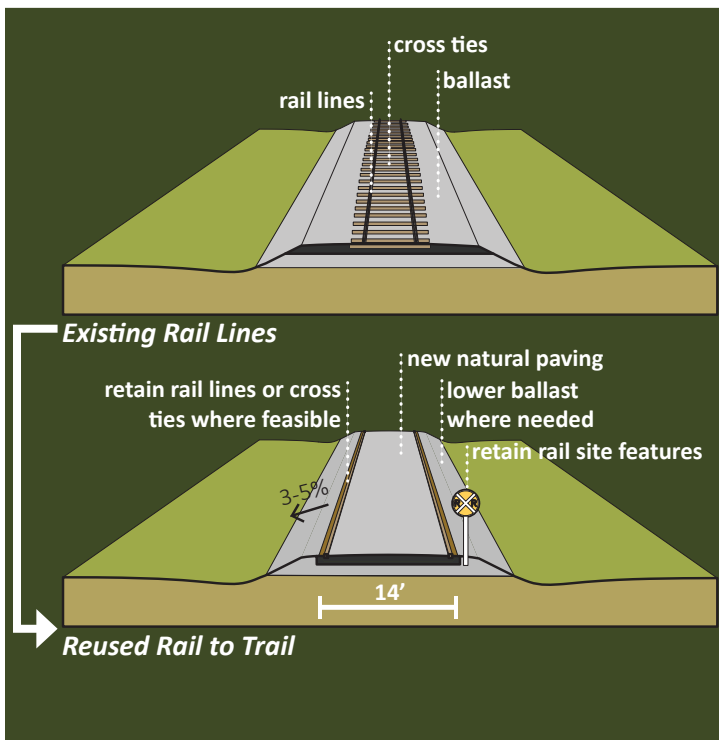
The process for rail to trail conversion at Concord Hills Regional Park will include the removal of rail infrastructure, including metal rail lines and wooden cross-ties. Where existing rail lines are built up above native ground on rock ballast, the rock ballasts may be removed or lowered as needed to provide adequate width for trail construction.

Trails should be constructed with a minimum width of 14 feet, and where feasible can be located on the flat plateau of the ballast. Trails should have a 3 to 5 percent outslope to avoid ponding along the trail and drainage along the lower edge of the ballast.

With the exception of rail to conversions that contribute to the multiuse trail along Mount Diablo Creek, rail to trail conversions should be design as natural surface trails.

Selected rails and cross-ties (if determined to be safe and not contaminated with arsenic), may be incorporated into interpretive elements, trail amenities (such as benches and signage), or the trail construction in order to contribute to interpretive programming and park character.

- » **Diablo View Trail (1.4 miles)** will be a connector trail along a scenic riparian area, shaded in some areas by large oak trees. This trail links the Visitor Center to the Los Medanos Ridge Trail.
- » **Tule Elk Loop Trail (1.7 miles)** will be a loop trail that climbs up the ridge and back down along a steep ascent and descent. This short trail will provide a strenuous alternative to access ridgeline vistas.
- » **Eagle's Rise Trail (0.6 miles)** will be a connector trail from the mid-level elevation trails to the ridge. This steep trail has little shade and passes through grassland.
- » **Salamander Trail (1.1 miles)** is located along lower elevations south of Bailey Road, providing access to the historic homestead and community orchard while offering views of large scenic oaks along the open grassland. This trail can be used with other trails to create an easy to moderate loop south of Bailey Road.
- » **Salamander Trail (south) (0.7 miles)** will be a continuation of the trail to the south. The trail continues as an easy to moderate passage through grasslands and oak savannahs.
- » **Fiddleneck Connector Trail (0.5 miles)** will be a connector trail from the staging areas south of Bailey Road to the ridge. This steep trail provides some views of Rattlesnake Canyon.
- » **Rana Trail (0.4 miles)** will be a connector trail through grassland and oak savannah. This trail can be combined with other trails to create an easy to moderate loop south of Bailey



### Rails to Trails

The Regional Park will include a series of unpaved, multi-use trails that follow historic rail corridors. These trails will be approximately 14 feet wide and distinctive in character to reference their previous use as a rail line. Throughout the Regional Park, these trails are called **CNWS T-Rails**. All of the CNWS T-rails have a typical grade no greater than 4.9 percent and while they will be unpaved, the surface material will utilize best practices for accommodating visitors with physical impairments. Throughout the Regional Park, there will be approximately 4.8 miles of CNWS T-Rails segments. Most of the segments are located south of Bailey Road and will be accessed from the CNWS Rails Staging Area. This area has high potential for rail interpretation, and site features associated with rail lines such as the train or rail crossing signs, will be distributed along the CNWS T-Rails circuit.



### Mount Diablo Creek Trail



Mount Diablo Creek Trail will be a future trail along Mount Diablo Creek through the area north of Bailey Road. Approximately 1.3 miles of the regional trail will be located within the Regional Park. Within the Regional Park, Mount Diablo Creek Regional Trail will utilize the alignment of existing rail lines. Unlike the CNWS T-Rails, Mount Diablo Creek Regional Trail will be paved due to the higher anticipated levels of trail use.

### HIKING TRAILS



Several trails will be limited to use by hikers due to steep grades and other conditions that are not conducive to safe, sustainable, multi-use trails. Hiking trails will have natural paving, and be a minimum of 8 feet wide.

- » **Delta View Trail (0.6 miles)** will be a steep out and back trail from the Los Medanos Ridge Trail that will bring hikers to an overlook with 360 degree views spanning the Delta, Suisun Bay, and Mount Diablo.
- » **Clayton Trail (1.4 miles)** will be a moderate hike along mid-level elevations passing along grasslands with views down to the lower elevations and up to the ridge.
- » **Chupcan Trail (0.7 miles)** will be a moderate to steep connector trail to bring hikers higher into the hills. This trail can be combined with other trails to create a link between the Visitor Center and the Los Medanos Ridge Trail.
- » **Woodland Trail (0.3 miles)** will be a steep but shaded climb along an intermittent drainage channel. This trail can be combined with other trails to create a link between the Visitor Center and the Los Medanos Ridge Trail.

### MAINTENANCE ROADS FOR TRAIL USE



Hikers, bikers, and equestrians will also be able to use over 5 miles of maintenance roads described above in the Park Circulation. These maintenance roads are envisioned primarily as access routes to connect visitors to destinations within the Regional Park and will have less recreational appeal for trail users beyond connecting to park facilities. Nearly all of the maintenance roads are paved and wider than other trails in the Regional Park with less tree cover. Additionally, visitors will share the road with operational vehicles. For these reasons, it is assumed that maintenance roads will primarily be used by cyclists and equestrians, although hiking will be allowed.

### ACCESSIBLE TRAILS

The diversity of trails at the Regional Park will allow visitors of all abilities to have a trail experience. In particular, the paved multi-use trails and CNWS T-rails will be universally accessible routes within the Regional Park. Information on trail length, elevation change, typical grade, typical width, and typical surface for all trails will be made available at the Visitor Center and on the Park District's website. Wherever possible, this information will also be made available on trailhead signs.

## DEVELOPING NEW TRAILS

New trails should be constructed only where needed to avoid steep or highly eroded areas of existing roads, to avoid sensitive habitat, or to connect areas of the Regional Park that are not currently connected by the existing road network.

In general, new trails should be constructed at a maximum of 8 to 12 percent sustained grade with an outslope of 3 to 5 percent. Short segments of up to 15 percent gradient may be allowed when an alternative alignment is not available. New trails should be laid out to conform to natural terrain to create an aesthetically pleasing alignment, avoid long straight reaches and uniform grades, and avoid areas where public access is restricted. In addition, multi-use trails that allow biking should be set back from the top edge of hillsides to reduce the potential for unauthorized trails connecting from the ridge line to lower elevation areas.

Wherever possible, new trails should avoid creating new visual impacts to south facing slopes. Trails constructed across the steep south facing slopes of the Regional Park may be visible from long distances and would change the visual character of the setting, while trails along the flat valley bottom have few offsite visibility impacts.

## PICNIC AREAS

All picnic areas will comply with the Siting and Design Guidelines for Recreational Facilities and Site Features provided on page 82. Additional design considerations for picnic areas include:

- » Where possible, picnic areas should be sited and grouped to allow flexibility of programming use for different group sizes.
- » Native oak trees should be planted where appropriate to provide shade for visitors and to visually connect picnic areas with the native landscape. These plantings will also screen picnic areas from hillside views.
- » Shade structures may also be provided, especially for group picnic areas. The architectural style and materials should contribute to the Regional Park character, and should be located to avoid blocking key views from the picnic area or other nearby areas (such as the Visitor Center).
- » Picnic areas should be oriented to frame views of hillsides and other features.
- » Surfacing for picnic areas may include natural surface, mulch, or paved surfaces where needed to provide ADA-compliant access. Surfacing should be selected to blend with or provide a subtle complement to the surrounding landscape.
- » Magazines that will be used for small picnic areas should be secured to ensure visitor safety and prevent access to the interior space. Shade structures may be integrated into the magazine.
- » Group picnic areas greater than 10,000 square feet should comply with the C.3 requirements discussed under Staging Areas on page 77.

## PICNIC AREAS

The Regional Park will contain a variety of options for visitors to picnic or eat in the Regional Park, including reservable group picnic spaces, smaller picnic areas, and a café in the Visitor Center with outdoor seating. To minimize litter and food waste, all picnic areas will include regulatory signage and provide animal-resistant trash/recycling receptacles.

### GROUP PICNIC SITES

Concord Hills Regional Park includes five group picnic sites. All of the group picnic sites will be located near higher use areas at lower elevations, and northeast of Kinne Boulevard. At least three of the group picnic sites will be located near the Visitor Center. Planned picnic areas were selected to minimize impacts to listed species.

Group picnic sites may include up to ten picnic tables, and should also include shade structures, outdoor cooking amenities, animal resistant trash/recycling receptacles, and a potable water supply. With the exception of group picnic sites located near the visitor center, group sites should include dedicated parking areas.

### SMALL PICNIC SITES

There will be 13 small picnic areas located within the Regional Park. These areas will contain one or two picnic tables and a small cooking grill. It is assumed that not all small picnic areas will have their own supply of potable water but that potable water will be available for park users in staging areas, at the Visitor Center, and at locations throughout the Regional Park identified at a future planning phase.

Eight of the small picnic sites will be located within or near naval magazines previously used to store munitions. The magazines will remain in place, but visitors will not have access to the inside of the facilities. These picnic areas will be located within the paved entryway of the existing naval magazines. Some of these magazine picnic sites will include parking and some will be for walk-in use only.

Other small picnic sites will be located along trails in areas shaded by trees or at interesting vista points. These picnic areas will be used primarily by day-use visitors using the Regional Park trails and it is not anticipated that large groups would utilize these spaces for long periods of time. These small picnic sites do not include barbecues and outdoor cooking will not be permitted in these areas.

## CAMPING

The Regional Park will include one large reservable group campsite and one reservable backcountry campsite.

### GROUP CAMP

The Rancho Monte del Diablo group campground will accommodate up to 100 overnight tent campers. The group campsite is located in the South of Bailey Road area of the Regional Park, less than a half-mile from the CNWS Rails Staging Area and is easily accessed by foot or bicycle using Orchard Camp Road. Recreational vehicles and mobile campers will not be permitted within the group campsite.

The group campsite will include a potable water supply, outdoor cooking amenities, animal-resistant food storage lockers, and a vault toilet. The group campsite may also contain a gathering area with seating for evening programs.

### BACKCOUNTRY CAMP

The Eagle's Nest Backcountry Campsite will be located along Los Medanos Ridge Trail near the upper elevation of the Regional Park, in a flat area that is protected from wind. The campsite will be sited at least 1,000 feet from any known listed species breeding habitats and will only be accessible by trail. The backcountry campsite will accommodate up to twenty-five people and will include a picnic table, animal-resistant trash/recycling receptacles, animal-resistant food storage lockers, a vault toilet, and potable water. The backcountry campsite will include a designated area for use of personal camping stoves; the area will include wind protection and will be clear of vegetation. Since grazing will be permitted near this area, the backcountry campsite will be fenced to prevent livestock from entering the campsite.

## CAMPGROUNDS

All campgrounds will comply with the Siting and Design Guidelines for Recreational Facilities and Site Features provided on page 82. Additional design considerations for picnic areas include:

- » Campgrounds should be sited in areas where the natural topography provides screening from other use areas, to the extent possible.
- » Screening should be used where necessary to provide privacy and sense of "remoteness" for campers.
- » Campground facilities and amenities should be oriented to frame views of the Regional Park and regional landscape features. Facilities should not to block views from the campgrounds.
- » Campgrounds should be set back from roads and trails to the extent feasible.



## OVERLOOKS

Overlooks will allow a visitor to witness the Regional Park's sculpted magazines, neatly carved rail lines, and vast grassland landscape as well as regional features including Mount Diablo, the Suisun Bay, Sacramento-San Joaquin Delta, and the City of Concord. Figure 3-6 identifies key locations for overlooks along proposed trails in the upper elevations of the Regional Park. These overlooks will be flat areas with space and seating for up to 20 people. The Regional Park will include the following overlooks:

- » **Delta Vista Overlook** will be located near the top of the Los Medanos ridge allowing for expansive views to east and north to the Sacramento-San Joaquin Delta and Suisun Bay.
- » **Port Chicago Overlook** will be located at a point along the hillside that allows a view to Port Chicago, which is obscured at other destinations within the Regional Park. This overlook is located along Seal Beach Maintenance Road, a maintenance road that does not allow public vehicles. Visitors could be shuttled to this overlook for special events, such as the anniversary of the Port Chicago Naval Magazine explosion.
- » **Concord Overlook** will sit just below the ridgeline above the Visitor Center and offer expansive views to the west of the Regional Park and the City of Concord, to the north to Suisun Bay, and to the south of nearby open space, including Mount Diablo.
- » **Water Tank Overlook** will be located at a mid-level elevation and offers views of the Visitor Center Complex.
- » **The Diablo Center Overlook** will be a viewing deck on the Diablo Center, an education and event center. This overlook is the only overlook in the Regional Park that can be accessed by public vehicle.



## THE DIABLO CENTER

The Diablo Center will be a new building located in the hills at the end of Oak Savannah Road at the current location of Building 97. The new facility will provide an opportunity for events away from the central activity areas of the Regional Park. It is assumed that it will only be open for planned programs and during events, although park visitors can use the viewing deck as an overlook during regular park hours. While the Diablo Center will be a new building, it will be constructed to fit in with the aesthetic of other structures at the Regional Park.

The facility will allow for catered events, and a small parking lot will accommodate some parking and allow for the unloading of equipment. Large events may require that event attendees park vehicles near the Visitor Center and shuttle them to the Diablo Center.

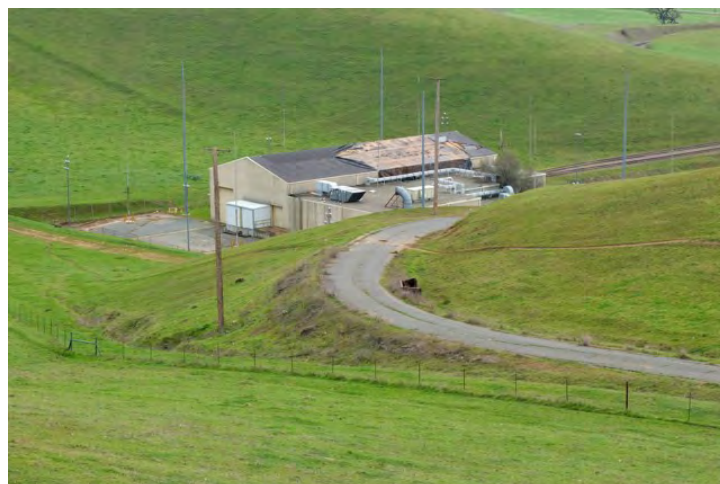
## COMMUNITY ORCHARD

The Community Orchard will be located in the location of the historic homestead and orchard south of Bailey Road. The orchard can be accessed from Orchard Camp Road (maintenance road) or Salamander Trail (unpaved narrow natural trail).

The orchard will be planted with fruit trees in a grid pattern, and managed by a partner organization for fruit production and education as further discussed in Chapter 4.

## BUILDING REUSE AND INDUSTRIAL ARCHITECTURAL STYLE

The Regional Park will include a variety of public buildings and some operational structures. The Visitor Center and the corporation yard will be located in existing buildings, and all other structures will entirely or partially utilize the footprint of existing buildings. To ensure a consistent style and to reference the Regional Park's former use, all structures, including renovations and new construction, will utilize an architectural style that is consistent with the industrial style of CNWS, such as concrete and steel construction, large windows for daylighting, and open floor plans. In addition, all renovations and new construction should employ sustainable, green design and technologies such as natural lighting, passive heating and cooling, and the selection of sustainable materials. All buildings will be considered as opportunities for roof-top solar power collection.



*View of Building 97 from above.*

## INTERPRETIVE PROGRAM

Interpretation offers orientation, information, and inspiration to help visitors discover meaning and significance in the landscape and historic remnants that comprise the Regional Park. Interpretation at the Regional Park will reflect the many layers of this complex landscape by integrating natural, cultural and historic topics through multiple perspectives. Interpretation at the Regional Park will be foster intellectual, emotional and kinesthetic experiences that engage visitors by connecting artifacts, collections and natural resources of this site to the larger concepts they represent.

Key interpretive themes to be explored at the Regional Park are identified below, followed by a description of the recommended framework and methods for interpretation.

### INTERPRETIVE THEMES

Interpretive themes emerged during the land use planning process through consultation with stakeholders and from research on the natural and cultural history of the site. An overview of the key stories to be explored under each of the themes is provided below.

#### WAR AND PEACE

The U.S. military began shipbuilding at the nearby waterfront during World War I. During World War II, the Port Chicago Naval Magazine became the most important location for shipping munitions to be used in overseas combat. The tragedy of the 1944 Port Chicago explosion led directly to the expansion of the facility toward the inland area, which makes up the site of the Regional Park. The site continued to serve as a munitions storage and shipment facility in the post-World War II decades, as well as a site for Cold War-era research. From the 1960s to the 1980s, CNWS was the site of civilian protests against U.S. foreign policy and military practices, resulting in high profile acts of civil disobedience.

The Regional Park will be a place to interpret the specific history of Port Chicago Naval Magazine disaster; the civil integration of the armed services and other civil rights victories for African Americans that followed; the broader history of the American military; and the resistance to military activities overseas.

## SIGNAGE

Signage will include regulatory, wayfinding, and interpretive signs. All signage should be constructed with durable materials that reflect materials utilized in existing structures from former site uses, or materials that reflect the natural landscape. Park District standards and branding, as well as Concord Hills Regional Park branding, should be included on all signage.

Signs with park maps and general park information, such as hours of operation and park regulations, should be posted at all staging areas and at non-vehicular entrances. Regulatory signage should also be used to identify areas where public access is restricted, including sensitive habitat areas and former roads that are closed to public access. Wayfinding signs should be provided at key trail intersections. Interpretive signage should be provided in proximity to public use areas, along interpretive trails, and at key interpretive opportunity sites.

#### INHABITING AND USING THE LAND

Prior to becoming a naval weapons storage facility, the Regional Park site experienced a long arc of habitation and employment of this land by many different peoples, beginning with Native Americans and including the Mexican Rancho period and subsequent agriculture, cattle grazing, and mining operations once California became a state. Within the twentieth century, the area around the Regional Park has experienced the growth and development of local towns such as Bay Point, Port Chicago, Clyde, and the City of Concord; the development of rail lines to facilitate transport of people, materials, and goods; and the construction of canals as part of a major regional water distribution system implemented by the U.S. Bureau of Reclamation. During military operation, humans continued to shape the land by sculpting the soil for numerous magazines, constructing roads and rail lines, and the planting test plots of trees for the U.S. Forest Service's tree research project.

Many of these stories are reflected directly in the landscape of the Regional Park and in adjacent areas. The Regional Park will offer the opportunity to reflect on humans and their relationship to land.

### **NATURAL HISTORY AND STEWARDSHIP**

While human behavior has changed the native landscape, the Regional Park is also uniquely Californian and reflective of the regional ecology and Mediterranean climate that exists in Contra Costa County. Prior to and during Native American habitation, the area was likely a landscape mosaic of perennial grassland, oak savannah, and limited shrubs. Historic accounts describe the beauty of enormous oaks creating a dramatic effect on the hillsides and valleys, suggesting that the area was mostly clear with some scatterings of large trees. While some oaks still survive, most of the natural vegetation on the lower hills and flatland of the site was altered by farming practices between the late 1800s through the 1940s. Hay production likely altered or removed much of the native grasslands and natural plant communities in the lowlands. Today, the annual grassland creates the same aesthetic backdrop for the oaks; however, it is generally dominated by non-native species.

The development of the Park will offer the opportunity to enhance the native landscape and monitor the transformation of the landscape both due to the development and management of the Regional Park, as well as to external factors such as climate change. Climate change is transforming ecosystems across the planet and requiring humans to confront how their behaviors affect the world around them. The Regional Park will offer the opportunity to reflect on historic ecology of the region and how stewardship of open spaces can help the region adapt to the changing planet.

### **CIVIL RIGHTS AND HUMAN RIGHTS**

The 1944 Port Chicago explosion killed over 320 men, most of which were African American sailors who had received minimal training, and has been acknowledged as nationally significant. The explosion and its aftermath led to the largest Naval mutiny trial in US history; which became a major catalyst for the Navy to desegregate following the war and an important event on the ongoing campaign for African American civil rights.

The displacement and hardship for populations within the areas around the present day Regional Park site also includes treatment of the Chupcan people by Spanish, Mexican and U.S. governments, as well as the use of eminent domain in the 1940s through 1960's to remove ranchers, farmers and residents from the town of Port Chicago in order to store munitions more safely.

The Regional Park will offer space to contemplate these histories and will give the visiting public opportunities to consider how past choices shaped human lives and the civil rights movement.

### **PROGRAM FRAMEWORK**

The framework for organizing interpretive programming and ensuring that key themes are connected to specific locations and opportunities is illustrated in Figure 3-8 and described below. The framework includes two organizational strategies: Interpretive Zones and Interpretive Nodes. Interpretive Zones are regions of the Regional Park where a central theme will inform interpretive programming as well as the type and design of park facilities such as signage, interpretive markers, and other features. While the zones are intended to be inclusive and multiple topics may be explored, messaging should connect back to the central theme. Interpretive nodes represent individual sites that are well suited for interpretation of one or more interpretive theme.



**TABLE 3-2.** Interpretive Themes Associated with Sites

Sites	Themes			
	War and Peace	Inhabiting and Using the Land	Natural History and Stewardship	Civil Rights and Human Rights
1. Delta Vista Overlook		●	●	●
2. Magazine Passage Area	●	●		
3. Contra Costa Canal	●	●		
4. War and Peace Interpretive Magazines	●	●		●
5. Cattle Corral		●	●	
6. Clayton Canal		●	●	
7. Rest stop along Eagle's Rise Trail overlooking Hilltop Ponds SPF		●	●	
8. Cistern Area and Demonstration Forest		●	●	
9. The Diablo Center Overlook		●	●	
10. CNWS T-Rail	●	●	●	●
11. Rest stop along Rattlesnake Canyon Trail overlooking Rattlesnake Canyon SPF		●	●	
12. Community Orchard		●	●	

**INTERPRETIVE ZONES**

Two areas in the Regional Park offer opportunities to cluster interpretation around important topics:

- » **Port Chicago, Military, and Diablo Valley History** will be the focus of interpretation in and around the joint-use Visitors Center and the group of magazines preserved nearby.
- » **Restoration and Transformation** will be the focus for an interpretive zone in the southern area of the Regional Park. This area of the Regional Park offers significant opportunities to witness how human activities have, and continue to, transform the landscape. Habitat restoration, rail corridors, and the community orchard are key features that will be interpreted.




















Interpretive elements within these zones will work together to tell a more comprehensive story related to the topics above.

**INTERPRETIVE NODES**

There are numerous sites within the Regional Park that offer interpretive value. Many of these sites will serve as nodes where multiple themes converge; others will be experienced as singular features that convey a particular aspect of the site's history.

Twelve specific nodes have been identified as providing important opportunities for interpretation. These nodes are identified in Figure 3-8 and the themes with high potential to explore at these nodes are identified in Table 3-2.

**LEGEND TO FIGURE 3-8**

-  interpretive site
-  overlook
-  picnic area with parking
-  picnic area with parking at existing magazines
-  picnic area without parking
-  picnic area at existing magazines without parking
-  staging area with parking
-  campsite
-  magazine incorporated into park programming
-  irrigation canal
-  10' contour line
-  hiking-only trail (narrow natural surface)
-  multi-use trail (narrow natural surface)
-  paved multi-use trail
-  rail to multi-use trail conversion
-  multi-use trail along Mount Diablo Creek and connection to N. Concord BART (rail to trail conversion where appropriate)
-  existing regional trail
-  public road
-  maintenance road (hikers, bikers, and equestrians permitted)



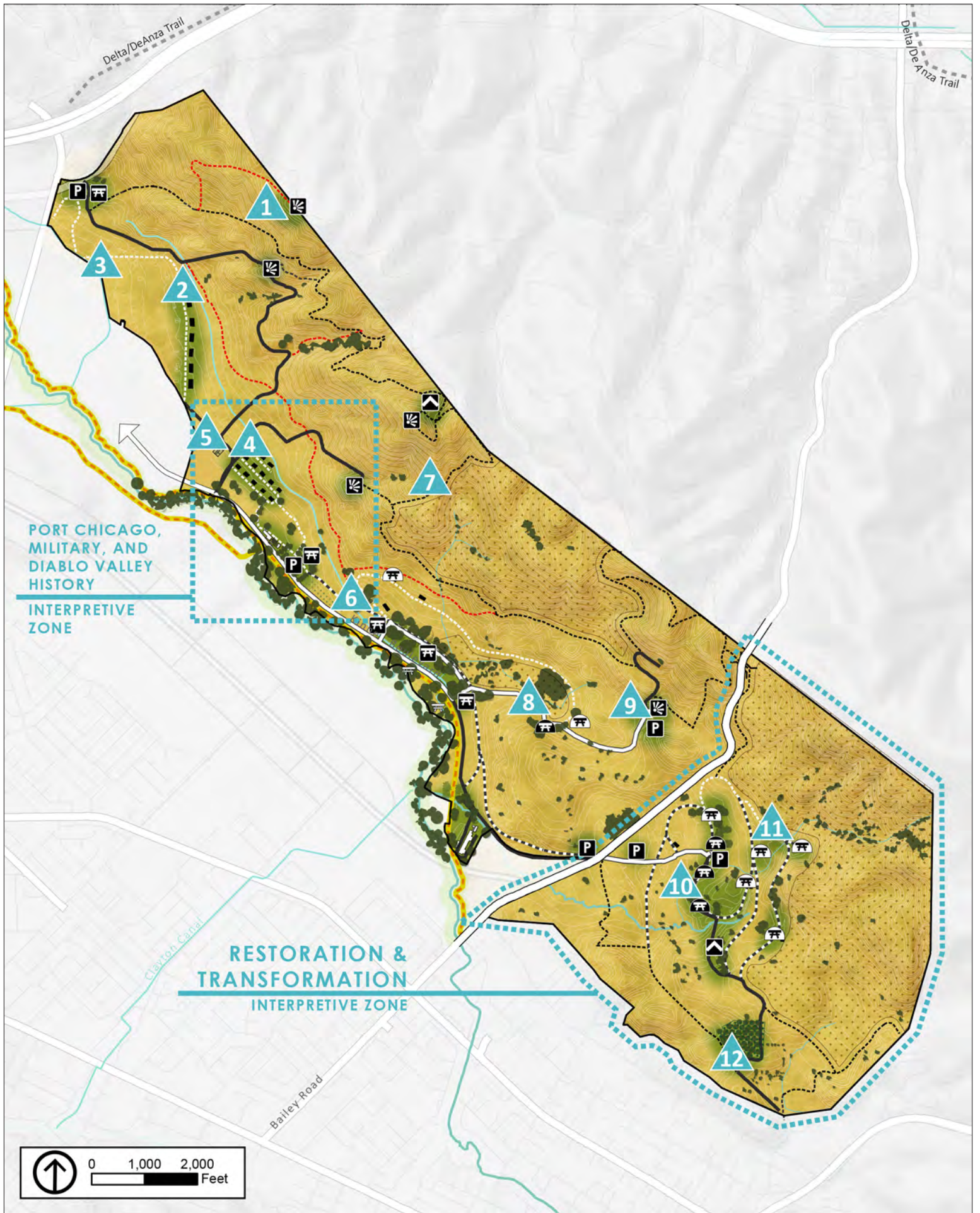


FIGURE 3-8. Interpretive Zones and Nodes at the Regional Park

## INTERPRETATION METHODS

Interpretive programs at the Regional Park will be available to visitors of all abilities and backgrounds, including those with visual, auditory, mobility, or cognitive challenges. A range of interpretive methods should be utilized to ensure opportunities for all users, and to allow for flexibility to best interpret specific themes and/or resources. Some topics and themes lend themselves to dialogic presentations, others to outdoor interpretive panels, and others to exhibits and/or audiovisual presentations in the Visitor Center. An overview of potential interpretive methods to be utilized is provided below. This palette should be expanded and explored through implementation to better meet user and resource needs. Methods should be selected with consideration to the audience, theme or topic, location, and whether a temporary or permanent method is needed.

## PRESERVATION OF CULTURAL RESOURCES

As described in the Cultural Resource Program above, historic elements have great interpretive value simply by remaining in place. Preservation of historic site elements connect Regional Park visitors with the past in a unique and special way.

## OUTDOOR EXHIBITS AND SIGNAGE

Wayside exhibits are an effective way to enhance visitor experiences, especially in widely dispersed, multi-themed settings such as the Regional Park. Exhibits may include public art, as well as tangible remnants from the Regional Park's former uses. All exhibits will be designed to be visually distinctive and to complement the overall branding of the Regional Park.

Interpretive signage can also be used to protect sensitive biological and cultural resources. The Regional Park will have signage to educate the public about sensitive resources and the importance of not disturbing them within the regional park.

FIGURE 3-9. Sample Interpretive Exhibits and Signs



*Interpretive elements that are accessible to people of all abilities.*

*Exhibits that provide a multi-sensory interpretive experience.*

*Signs and exhibits that utilize the materials of the regional park, such as concrete and metal.*

## INTERPRETIVE TRAILS

Interpretive trails are trails that offer significant opportunities for telling linear and/or complex stories, utilizing signage and interpretive elements and potentially trail-specific branding. Audio tours may be developed specifically for interpretive trails. Three trails have been identified as interpretive trails:

- » **War and Peace Magazine Interpretive Trail** creates a loop between the Visitor Center and cluster of magazines to the northwest and offers a space to concentrate on topics associated with military history, as well as regional ecology (hills and burrowing owl habitat).
- » **Cistern Pond Loop Trail** allows for interpretation of wetlands ecology, Native American history, and agricultural history.
- » **CNWS-T-Rails** align with historic railroad alignments and present a key opportunity to experience and learn about the rail history.

## INDOOR EXHIBITS

The Visitor Center will be the primary access point for visitors to the Regional Park and Port Chicago Naval Magazine National Memorial, which holds a powerful story of service, racial discrimination, courage, and the fight for civil rights. In addition to providing a staging area to facilitate access to the memorial and conveying the significance of the events at Port Chicago, the Visitor Center will provide displays and host programs on a variety of themes and topics the history of Concord and the Diablo Valley region.

Indoor exhibits should be interactive, compelling, and clearly convey messages and information. Audiovisual technology, hands-on and interactive elements, and film screenings should be offered. The Visitor Center will also offer space for talks and performances as described below.

## WALKS, TALKS, PERFORMANCE, AND TOURS

Interpretive programming will also include “in-person interpretive services” where visitors interact with interpretive staff from the Park District and NPS. These experiences range from events, such as lectures and performances, to living history presentations and demonstrations. Guided tours on foot, bicycle or by van will also be offered to provide an overview of the Regional Park’s natural, cultural, and historical significance. Volunteers or docents will be encouraged to take a more sustained role in park stewardship and support Park District and NPS staff.



## OPERATIONS FACILITIES, INFRASTRUCTURE, AND UTILITIES

Facilities and infrastructure will be developed to support the Regional Park and District-wide operational needs. Facilities, infrastructure and utilities are described below.

### PARK OPERATIONS AND SUPPORT FACILITY (CORPORATION YARD)

A District Corporation Yard serves multiple Park District properties and has sufficient capacity to provide operations staff with space needed to service and store necessary equipment. The Corporation Yard at the Regional Park will include at least one indoor service garage for maintenance equipment, office space, and an enclosed outdoor storage yard for maintenance equipment and vehicles and staff parking. Building 93 may be renovated as a garage and buildings 94 and 420 may be renovated as office space or additional workshops.

Maintenance, land management, and stewardship staff that support the Regional Park or other Park District parks will be housed at the Corporation Yard. In addition, a public safety office will house park patrol and wildland fire response.

A native plant nursery will be located within the Corporation Yard and will be used to propagate plants for restoration and revegetation projects within regional parks located in central Contra Costa County. The nursery will include greenhouses and outdoor growing areas. The area will have potable water for irrigation.

### EMERGENCY RESPONSE FACILITIES

In addition to having dedicated space within the Corporation Yard for park patrol and wildfire response teams, the Regional Park will ensure adequate access and support infrastructure for emergency response teams. Primary concerns in open spaces like the Regional Park are wildfires and backcountry medical emergencies. Following are considerations for physical improvements to ensure effective emergency response.

#### FIRE SUPPRESSION INFRASTRUCTURE AND WATER STORAGE

Water tanks will store water for regional park use and can be used for fire suppression in the event of wildfire. Existing water tanks currently store approximately 1.7 million gallons of water in three tanks north of Bailey Road and 6,500 gallons in two tanks south of Bailey Road. These tanks will be retained and upgraded as needed to meet or exceed minimum fire department recommendations.

#### EMERGENCY RESPONSE VEHICLES

Emergency responders with four-wheel drive capacity will be able to utilize the roads and trails in the Regional Park. Additionally, the overlooks are located in flat areas that could accommodate emergency landing of helicopters if needed. These points are spaced along the ridge, providing emergency responders access to much of the higher elevations of the park within a short distance.

#### CARETAKER'S RESIDENCE

A new caretaker's residence will be constructed at the site currently occupied by Building 87. The residence will be made available to an EBPRD employee or contractor but will



*Building 87.*

not be open to the public.

## **CATTLE CORRAL AND GRAZING INFRASTRUCTURE**

All Natural Units within the Regional Park will allow livestock grazing, which will be managed by a contracted grazing manager. The grazing manager will utilize the grazing procedures and practices described in Chapter 4 which are intended to control the location, intensity, and timing of grazing in the upland around ponds used by sensitive species in order to maintain adequate residual dry matter and establish new emergent and upland vegetation to enhance conditions for these amphibians.

Physical improvements to support grazing include water troughs located throughout the Regional Park, a permanent corral that will house livestock at various times of the year, and fencing (discussed below). The corral will be relocated to the designated area north of the War and Peace Interpretive Magazines.

## **FENCING, GATES, AND REGULATORY SIGNAGE**

The Park District utilizes fencing and regulatory signage to control public use and operational grazing throughout the Regional Park.

### **FENCING AND GATES**

Fences and gates related to Regional Park facilities include the following:

- » **Grazing Management.** Fences will be used to contain cattle as part of the park grazing program and to restrict access to SPFs. Where roads and trails intersect fence lines, locked vehicle gates will provide through access to service vehicles, while self-closing, pass-through gates will be provided for trail users.
- » **Public Access.** Fencing will be used within the Regional Park to limit public access from hazardous areas and areas with sensitive resources. Where appropriate, fences or other symbolic barriers will be erected around California red-legged frog and/or California tiger salamander breeding sites as appropriate to deter off-trail use or interference of these aquatic habitats by park users. Fencing will be placed 75 feet from the aquatic habitat and include signs informing visitors of the importance of protecting the listed species and habitats that occur at these locations and relevant laws and penalties for harming or harassing these species. Alternative strategies to ensure deterrence of off-trail use may be explored.

## **UTILITIES**

The Regional Park will require utilities including water, sewer, gas, and electricity. Facilities requiring utility connections are identified in Table 3-3.

### **WATER**

Potable water supply will be required at the Visitor Center Complex, the Diablo Center, the Caretaker's Residence, the Corporation Yard, and at identified staging and picnic areas. There are currently supply lines from the Contra Costa Water District (CCWD). New connections or upgrades will likely be necessary for all park facilities.

Water will additionally be necessary for the cattle corral and troughs. There is currently a network of supply lines and troughs through the Regional Park site and will be utilized as feasible and improved where necessary with consideration to overall water demand and to the relocation of the corral.

### **Irrigation and Recycled Water**

The Visitor Center Complex and key facilities may include landscape areas that require irrigation for establishment. There is a potential opportunity for irrigation water to be supplied through a connection to the recycled water system planned for the EDC area. A recycled water system is identified for construction in the 2012 Concord Area Reuse Plan<sup>6</sup>, which would be operated by Central Contra Costa Sanitation District (CCCSD). If explored, considerations for salt tolerance will be considered in the plant palette selection.

### **SEWER AND WATERLESS RESTROOMS**

A sanitary sewer connection will be required at the Visitor Center Complex, the Diablo Center, the Caretaker's Residence, and the Corporation Yard for restrooms. Vault toilets will be used at all other staging areas, at campsites, and other trail or picnic area locations.

## **LIGHTING**

Outdoor lighting will comply with the following measures to minimize the effects of lighting on the Regional Park's natural resources:

- » Lights are directed downward (no uplighting).
- » Low-output fixtures are used.
- » Overlighting is avoided by lighting only key connecting routes, and lighting those routes to the lowest possible level for safety and security.
- » Glare shields, louvers, or other accessories to reduce unwanted light spill and direct view of light sources are implemented.
- » Lighting controls will be linked to astronomical time clocks and/or photocells, with the possibility of dimming or switching off completely after a certain time.
- » No lighting will be placed within or immediately adjacent to (within 500 feet of) known California red-legged frog and/or California tiger salamander breeding habitat or proposed breeding ponds for these species.
- » Lights will be directed away from breeding habitat and will be limited to the minimum number required for human safety and facility security.

### **NATURAL GAS**

There will likely be natural gas connection for inhabited structures. It is anticipated that buildings will utilize natural gas for heating and indoor cooking facilities.

### **ELECTRICITY**

The Visitor Center Complex, the Diablo Center, the Caretaker's Residence, and the Corporation Yard will require electricity, which will be provided by an outside provider or generated on site. Currently, the west side of the Regional Park site is served by transmissions from an above ground power line from Pacific Gas & Electric Company (PG&E). New connections or upgrades will likely be necessary for all park facilities. Lighting for public safety, including limited lighting in developed areas, will likely be connected to electrical lines or utilize self-contained solar lights.

### **Underground Power Lines**

New utility lines located on District land will be placed underground, and the Park District will work in cooperation with other agencies to underground existing overhead utilities, consistent with the 2013 East Bay Regional Park District Master Plan, Policy PRPT29. In addition to improving views from and into the regional park, this will reduce potential damage to lines from heavy winds that could cause wildfires.

### **On-site Power Generation**

There is great potential for solar generation at the Regional Park, especially on building rooftops or along roads. The Park District may explore wind power, although efforts should be made to ensure that turbines do not interfere with natural views or biological resource protection.

### **LIGHTING**

Nighttime lighting will be limited to the developed park facilities and is provided for public safety. Areas with night lighting are not within the immediate vicinity of sensitive habitat areas, and lighting will be directed to avoid breeding habitat for sensitive species, as required by the regulatory agencies.

<sup>6</sup> City of Concord. 2012. *Concord Project Area Reuse Plan, Book One.*

TABLE 3-3. Utility Connections

Utility	Facility				
	Visitor Center	The Diablo Center	Caretaker's Residence	Corporation Yard	Staging Areas and Group Picnic
Potable Water	●	●	●	●	●
Irrigation Water	●			●	
Sewer	●	●	●	●	waterless restroom
Natural Gas	●	●	●		
Electricity	●	●	●	●	







OPERATIONS, MONITORING,  
AND MAINTENANCE

4

Concord Hills Regional Park (Regional Park) will be developed and operated as an outstanding new park for the people of the East Bay and beyond. This parkland also serves as compensatory mitigation for the City of Concord's (City) future development at the former Naval Weapons Station. This chapter defines the rules and regulations for public access, and identifies management prescriptions (also referred to as tasks) for Regional Park infrastructure, facilities, and public access, as well as for biological, ecological, and cultural resources. Management prescriptions assume adherence to siting and design guidelines provided in Chapter 3, and therefore focus on the ongoing and periodic on-the-ground tasks involving monitoring and maintenance of resources, infrastructure, and facilities; as well as enforcement of Regional Park regulations. This chapter concludes with an assessment of the Regional Park's resilience to hazards associated with climate change.

## REGIONAL PARK RULES AND REGULATIONS

Concord Hills Regional Park rules and regulations will generally follow East Bay Regional Park District (Park District or District) standard policies. Some additional rules will be needed at the Regional Park due to unique biological and cultural sensitivities, and requirements placed on the Park from regulatory agencies.

### ALLOWABLE RECREATIONAL AND EDUCATIONAL ACTIVITIES

Passive park and recreation uses will be limited to those compatible with protection of the Regional Park's conservation values. The following recreational and educational uses may be allowed at recreational facilities and/or on designated trails and maintenance roads:

- » Hiking
- » Bicycling (designated trails only)
- » Horse-riding (designated trails only)
- » Nature observation
- » Small group gathering and outdoor education
- » Picnicking and outdoor cooking (allowed only within designated areas on days when outdoor cooking is permitted)
- » Camping (reservation required; allowed only within designated campground)

Large group events that utilize park facilities, including the Port Chicago National Memorial Commemorative Event, will require Park District approval.

### LIMITED AND PROHIBITED ACTIVITIES

The following list outlines prohibited and limited activities:

- » No smoking will be permitted in the Regional Park.
- » Fires will not be permitted within the Regional Park.
- » Gas fueled stoves will be permitted in designated areas only.
- » Some narrow trails will be restricted to hiking use only. Bicycles and equestrians will not be permitted to use these trails. These trails can be found on Figure 3-6, in Chapter 3, Land Use Plan
- » Public vehicles will be restricted to public roads and may not access maintenance roads or trails within the Regional Park. All vehicles must adhere to the 20 mile per hour speed limit on Oak Savannah Road.
- » The collection of aquatic organisms within the Regional Park and release of aquatic organisms into any water body or waterway in the Regional Park will be prohibited without prior United States Fish and Wildlife Service (USFWS) approval.

- » The collection and removal of cultural resources will be prohibited throughout the Regional Park.
- » Dogs, cats, and other domestic animals (together referred to as domestic animals) will be allowed in designated use areas and on trails if securely leashed. There are no areas of the Regional Park where off-leash domestic animals will be permitted. Domestic animals, even if securely leashed, will not be allowed in Special Protection Features. No person may bring more than three domestic animals without a permit from the Park District. Domestic animals will be managed in accordance these use restrictions, and to ensure compliance with other requirements of Section 801 of the Park District's Ordinance 38 and the habitat protections established in the Regional Park by regulatory agencies.

## **PARK OPERATION HOURS**

Concord Hills Regional Park will be open during daylight hours for day-use visitors.

Nighttime use will be permitted for the following activities:

- » Visitors who have reservations for the campsites will be permitted to use the Regional Park after dark.
- » Visitors attending a scheduled evening event at the Regional Park will be permitted to be there after dark.
- » Any nighttime interpretive and/or recreational events must be approved by the Park District. No more than two events will be approved per month without prior approval by USFWS.

## **AREAS OF RESTRICTED PUBLIC ACCESS**

Public access will be limited to recreational use areas in Recreation/Staging Units as well as trails and roads in Natural Units; no off-trail access will be allowed. Areas with additional restrictions will be designated by signage and will include:

- » Special Protection Features (SPF's). Public access will be restricted in these areas. These areas will not contain trails or other recreational facilities.
- » Operational facilities within the Regional Park, including the Corporation Yard, the native plant nursery, and the cattle corral will be off-limits to the general public.

## **INFRASTRUCTURE, FACILITIES AND PUBLIC ACCESS MANAGEMENT**

This section identifies management prescriptions for Regional Park infrastructure and facilities as well as public access. The objectives for implementing these tasks are to provide safe, high quality public access; to minimize impacts to park resources from erosion and other sources; and to prevent threats from wildfire and degradation of the Regional Park from unauthorized human uses.

Specific tasks are identified for monitoring and maintenance; tasks must be carried out in accordance with the applicable federal, State, and local requirements.

## PROVIDE RECREATIONAL AND EDUCATIONAL OPPORTUNITIES

- ACCESS 1** Provide a range of recreational and educational opportunities. Recreational and educational facilities to be provided, as well as requirements for siting and design of these facilities, are identified in Chapter 3.
- ACCESS 2** Operate the Visitor Center in collaboration with the National Park Service and other partners.
- ACCESS 3** Develop and conduct interpretive programming for the Visitor Center and broader Park.
- ACCESS 4** Develop partnerships to develop and maintain the Community Orchard and associated programming.
- ACCESS 5** Ensure adequate operational facilities to support recreational and educational uses. Operational facilities are described in Chapter 3.

## MANAGE PARKLAND ACCESS

- ACCESS 6** Secure parking and other facilities during and after normal visitor hours, and make security provisions for evening programmed activities.
- ACCESS 7** Close staging areas and public access roads based on seasonal or extended closures, as necessary due to extreme fire danger or other hazards.

## MONITOR AND PATROL

- ACCESS 8** Patrol the Regional Park by air twice daily and by ground once daily. The following should be monitored during this patrol:
  - » ***Public access for compliance with park rules and regulations and to ensure public access can be controlled and the site secured.***
  - » ***Domestic animals for compliance with the Regional Park's on-leash requirements and compliance with other restrictions in Section 801 of the Park District's Ordinance 38.***
  - » ***Parklands for identification of accumulation and sources of trash. Document incidences of trash accumulation and vandalism.***
- ACCESS 9** Inspect park infrastructure and facilities on an ongoing basis. Infrastructure and facilities to be inspected include but are not limited to perimeter fencing, gates, roads, trails, picnic areas, campsites, community orchard, staging and parking areas, and buildings.
- ACCESS 10** Document any necessary repairs of perimeter fencing for purposes of controlling unauthorized access, gates, or roads.
- ACCESS 11** Provide visitor etiquette and safety monitoring.

## MAINTAIN INFRASTRUCTURE AND FACILITIES

- ACCESS 12** Maintain and repair infrastructure and facilities, including but not limited to: perimeter fencing, gates, roads, trails, picnic areas, campsites, community orchard, staging and parking areas, and buildings. Prioritize repairs based upon the need to protect sensitive habitats and reduce trespass and/or off-trail uses.
- ACCESS 13** Remove any accumulated trash, repair perimeter fencing, and secure structures as necessary to prevent trespass and vandalism, and will implement additional measures as feasible to prevent further incidences.
- ACCESS 14** Manage and maintain landscape plantings, including plantings near the Visitor Center and picnic areas as well.

## ENFORCE PARK REGULATIONS

The Regional Park will be managed to ensure compliance with Ordinance 38, except for in cases where Regional Park regulations provide for greater resource protection. Prescriptions for managing public access and domestic animals are provided below.

- ACCESS 15** Implement enforcement and/or other measures to address any unauthorized public access identified through monitoring and patrol activities and to prevent unauthorized public access into or within the park.
- ACCESS 16** Implement enforcement measures and informational campaigns to address misconduct, including non-compliance with the Regional Park's on-leash requirement for domestic animals and other requirements of Ordinance 38.
- ACCESS 17** Seize and impound any unattended dog or other domestic animal found without a license or identification tag in the Regional Park.
- ACCESS 18** Seize and impound any unattended dog found within off-limit areas (including any Special Protection Feature), as well as any unattended dogs found chasing or harassing cattle or wildlife or damaging resources.

## MANAGE PUBLIC SAFETY

In addition to tasks identified for monitoring and patrolling as well as enforcement of Regional Park regulations, the following tasks are necessary to ensure public safety.

- ACCESS 19** Provide an adequate level of fire and visitor safety protection. Public safety and emergency services are further discussed in Chapter 5, Implementation.
- ACCESS 20** Conduct hazard mitigation and annual defensible space clearances around existing and any future structures on park property, in compliance with State Public Resources Code (PRC) 4291.
- ACCESS 21** Reduce the risk of wildfire by implementing fuels modification projects to mitigate hazards to nearby exposures, following best management practices and procedures outlined in the District's Fire Danger Operating Plan and Procedures (2012) and Wildfire Hazard Reduction and Resource Management Plan (2010).<sup>1</sup>

<sup>1</sup> The District's Wildfire Hazard Reduction and Resource Management Plan will be revised to include Concord Hills Regional Park.

## BIOLOGICAL RESOURCES MANAGEMENT AND MONITORING

As the Conservation Area for the City's Area Plan, the Regional Park provides compensatory mitigation for impacts to three species resulting from implementation of the Area Plan. These species include the California red-legged frog (*Rana draytonii*), California tiger salamander (*Ambystoma californiense*), and Alameda whipsnake (*Masticophis lateralis euryxanthus*), and are referred to as the Covered Species in this section. The ongoing maintenance, operations, and management of the Regional Park will emphasize the protection and enhancement of biological resources, emphasizing protection of the Covered Species and their habitats.

While many of the tasks identified for "infrastructure, facilities, and public access" are also necessary to protect biological resources, this section focuses on tasks that are specific to habitat and sensitive species management and monitoring. Tasks related to the management and monitoring of biological resources are organized into seven program areas, each with a unique objective as described below:

- » **Amphibian Breeding Ponds.** The management goal for ponds is to provide multiple aquatic habitats of varying hydrological conditions that are suitable for breeding by California red-legged frog and California tiger salamander in order to maintain populations of these species in the Regional Park.
- » **Upland Habitat Management (Grazing Management).** The targeted grazing to be utilized at the Regional Park emphasizes a flexible and adaptive approach to maintaining habitat values for California red-legged frogs, California tiger salamanders, and burrowing mammals through the reduction of accumulated dense, annual grass biomass (known as RDM), as RDM may impede amphibian movement and reduce habitat suitability for some species of small mammals. While this approach emphasizes these species, it will also benefit other special-status species, such as burrowing owls, which rely on California ground squirrels to create suitable roosting habitat (i.e., burrows), and golden eagles, for which ground squirrels are a major prey species.
- » **Nonnative Invasive Plant Species Management.** Invasive plants are typically associated with disturbance, can be spread by vehicles and other anthropogenic means, and can create monocultural stands that severely reduce the habitat function and quality for both native plant and wildlife species. These species include California red-legged frogs, California tiger salamanders, and Alameda whipsnakes. If not managed, invasive species all have the potential to adversely affect habitat values for the California red-legged frog and California tiger salamander.
- » **Nonnative Animal Species Management.** Nonnative fish, crayfish, and in particular bullfrogs could potentially threaten the conservation values of the Regional Park. The goal for nonnative animal species management is to minimize the impacts of invasive animal species on the California red-legged frog and California tiger salamander.
- » **California Red-Legged Frog.** The management goal for California red-legged frog is to maintain suitable breeding, aquatic foraging, and upland habitat for the California red-legged frog. Monitoring will be used to document presence, characterize relative population sizes, distribution, and breeding status of the California red-legged frog in the Regional Park to help direct management decisions on these breeding and upland habitats.
- » **California Tiger Salamander.** The management goal for California tiger salamander is to maintain suitable breeding and upland habitat for the California tiger salamander. Monitoring will be used to document presence and characterize relative population sizes and distribution of the California tiger salamander in the Regional Park to help direct management decisions regarding these breeding and upland habitats.

- » **Other Sensitive Wildlife Species.** The management approach for the California tiger salamander and California red-legged frog described above is consistent with the maintenance of suitable habitat for other sensitive species, including the Alameda whipsnake, western pond turtle, burrowing owl, golden eagle, northern harrier, white-tailed kite, loggerhead shrike, San Francisco common yellowthroat, American badger, pallid bat, and Townsend's big-eared bat (as well as the plants big tarplant and round-leaved filaree, should they occur in the Park). Monitoring will document the presence and relative abundance of these species in the Park over time and inform management to benefit these species.

Table 4-1 identifies objectives and tasks to be completed under each category and summarizes the expected frequency and timing of management and monitoring activities. Each task is described in greater detail in Appendix D, Detailed Biological Resource Management Tasks. Tasks in each category are ordered into routine monitoring tasks, followed by specific maintenance or management tasks related to habitat and/or site conditions that utilize the data from the monitoring tasks to inform maintenance and management decisions specific to those elements.

Frequency and timing of tasks is provided in Table 4-1 as general guidance for when each activity will be performed, rather than strictly constraining activities to the timeline indicated. All management activities are to be implemented within an adaptive management framework that allows management to be modified as necessary based on changes such as climate change, fire, flooding, or other natural events whose occurrence and effects cannot be predicted, or as needed to improve the effectiveness of management. The Park District will determine how the land is managed, and will coordinate with the Reviewing Agencies before making any adaptive management changes to these tasks. Adaptive management or contingency procedures are presented in Appendix D for some elements to ensure that the objectives for these elements are being achieved.

In addition to the tasks listed in Table 4-1, for at least the first 12 years of long-term management, focused surveys are to be conducted every 3 years to determine the status of California red-legged frog and California tiger salamander in the Regional Park. After the first 12 years of management, the frequency of surveys will be reduced to every 5 years if monitoring has indicated that the Regional Park's populations of these species are stable or increasing.

TABLE 4-1. Management Prescriptions for Ecological Restoration and Management

Task	Frequency		Timing <sup>b</sup>											
	Annually	Periodic <sup>a</sup>	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
<b>Amphibian Breeding Ponds</b> (Objective: Monitor and manage the Regional Park’s potential breeding ponds for the benefit of the California red-legged frog and California tiger salamander).														
<b>BIO 1</b> Inspect Cattle Exclusion Fencing and Gates around Ponds	X				X	X	X	X	X	X				
<b>BIO 2</b> Inspect Pond Drying Period, Pond Berms/Dams, and Accumulation of Sediment	X						X	X	X	X				
<b>BIO 3</b> Repair Cattle Exclusion Fencing and Gates around Ponds		X								X	X	X		
<b>BIO 4</b> Repair Failing Berms/Dams		X								X	X	X		
<b>BIO 5</b> Remove Accumulated Sediment and/or Excessive Vegetation from Ponds		X								X	X	X		
<b>BIO 6</b> Conduct Biological Monitoring during Selected Maintenance and Management Activities		X								X	X	X		
<b>BIO 7</b> Implement Avoidance and Minimization Measures	X		X	X	X	X	X	X	X	X	X	X	X	X
<b>Upland Habitat Management</b> (Objective: Manage, enhance, and monitor upland habitat for the benefit of the Covered Species).														
<b>BIO 8</b> Establish RDM (accumulated dense annual grass biomass) Targets		X									X	X	X	
<b>BIO 9</b> Prepare an Annual Operating Plan	X										X	X	X	
<b>BIO 10</b> Regularly Estimate Biomass	X				X	X			X					
<b>BIO 11</b> Provide Flexibility for Managing Livestock in Response to Annual Climate		X	X											
<b>BIO 12</b> Adjust Stocking Rates and Pasture Rotations	X		X	X	X	X	X	X	X	X	X	X	X	X
<b>BIO 13</b> Manage Grazing around Ponds to Maintain or Enhance Habitat		X	X	X	X	X	X	X	X	X	X	X	X	X
<b>BIO 14</b> Add Fencing, Add or Relocate Livestock Watering Infrastructure		X	X	X	X	X	X	X	X	X	X	X	X	X
<b>BIO 15</b> Inspect, Maintain, and Repair Fencing and Livestock Watering Infrastructure		X								X	X	X		
<b>BIO 16</b> Assess and Map RDM	X										X			
<b>Nonnative Invasive Plant Species Management</b> (Objectives: Minimize the spread of existing nonnative invasive plants; prevent the unintentional introduction and spread of invasive plant species that cause particularly detrimental ecological impacts).														
<b>BIO 17</b> Assess the Extent and Abundance of Invasive Plants	X				X	X			X	X	X			
<b>BIO 18</b> Prioritize Populations of Invasive Plants for Treatment	X				X	X	X	X	X	X	X	X		
<b>BIO 19</b> Treat High-Priority Infestations of Invasive Plants		X			X	X	X	X	X	X	X	X		
<b>BIO 20</b> Integrate Best Management Practices into Habitat Maintenance and Management Activities	X		X	X	X	X	X	X	X	X	X	X	X	X



**TABLE 4-1.** Management Prescriptions for Ecological Restoration and Management (continued)

Task	Frequency		Timing <sup>b</sup>											
	Annually	Periodic <sup>a</sup>	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
<b>Nonnative Animal Species Management</b> (Objective: Maintain amphibian breeding ponds free from fish, and minimize bullfrog and crayfish numbers in ponds).														
<b>BIO 21</b> Conduct Nonnative Animal Observations		X				X	X							
<b>BIO 22</b> Perform Nonnative Animal Management		X				X	X	X	X	X	X	X		
<b>California Red-Legged Frog</b> (Objective: Maintain California red-legged frog presence, relative abundance, and distribution).														
<b>BIO 23</b> Conduct Surveys for California Red-legged Frog Presence and Breeding		X				X	X							
<b>Other Sensitive Wildlife Species</b> (Objective: Monitor the presence of, and employ adaptive management to maintain, other sensitive species in the Park).														
<b>BIO 24</b> Record Sensitive Wildlife Observations	X		X	X	X	X	X	X	X	X	X	X	X	X

- a. The frequency of occurrence of activities described as “periodic” will vary by the activity. More detail is provided in Appendix D.
- b. “Timing” refers to the approximate month(s) in which each task is most likely to be performed, rather than necessarily restricting tasks to the month(s) indicated. More detail is provided in Appendix D.

## MANAGEMENT OF OTHER ECOLOGICAL RESOURCES

This section identifies management practices relating to irrigation, pest control, and maintenance of vegetation within the Regional Park. These are intended to maintain and enhance the health of the Regional Parks resources.

- RESOURCE 1** Implement Best Management Practices (BMPs) for erosion and sediment control.
- RESOURCE 2** Employ high-efficiency irrigation systems, controllers and schedules in any areas of the Park requiring irrigation. At a minimum, the Regional Park shall comply with the California Model Water Efficient Landscape Ordinance.<sup>2</sup>
- RESOURCE 3** Minimize irrigation in through water conservation techniques such as the use of high-efficiency irrigation equipment, appropriate design, proper installation, proper maintenance, and appropriate irrigation schedules.
- RESOURCE 4** Adhere to Park District Pest Management Policies and Practices (Resolution 1987-11-325) for use of pesticides and fertilizers in order to reduce potential adverse impacts to local and regional water resources, including at the Community Orchard.
- RESOURCE 5** Monitor and maintain trees, including existing Oak trees and planted native trees, for species health and to minimize potential hazards.
- RESOURCE 6** Monitor experimental forests/plantations for forest health and hazards. Maintain as needed to address hazardous conditions and/or forest health.

<sup>2</sup> See California Code of Regulations, Title 23 Waters, Division 2 Department of Water Resources, Chapter 2.7 Model Water Efficient Landscape Ordinance (as amended).

## DISTRICT WIDE CULTURAL RESOURCE MANAGEMENT POLICIES

Concord Hills Regional Park will be managed in accordance with the 2013 East Bay Regional Park District Master Plan policies on cultural resource management, including:

**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 own institutional history and the history of its parkland 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 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 to appropriately interpret the significance of these resources on a regional scale.

## CULTURAL RESOURCE MANAGEMENT

Objectives for cultural resource management at the Regional Park are to monitor for previously unknown (new) cultural resources, and to protect known historic and archaeological resources. These objectives are complimented by the program for cultural resources protection and interpretive program discussed in Chapter 3. In addition to the Park District’s archeological resource protection guidelines policies (Resolution 1989-4-124), specific management tasks necessary for the monitoring and protection of cultural resources are described below.

- CULTURAL 1** Monitor for previously unknown (new) Cultural Resources. In the event of an unanticipated find of archaeological resources and/or human remains, the Park District will halt work in the area and evaluate cultural resource potential, following policies in the Cultural Resource Management section of the Park District’s 2013 Master Plan.
- CULTURAL 2** Protect historic resources that are listed or eligible for listing on the National Register or the California Register during park development and operations. This includes protection of the Contra Costa Canal, and its extension, the Clayton Canal, both of which have been previously recommended eligible for listing in the National and California Registers as contributors to the Central Valley Project. While these resources are owned by the Bureau of Reclamation and are slated to be conveyed to the Water District and therefore not within the Park District’s jurisdiction, they are surrounded by parkland and therefore the Park District will ensure protection of these resources from park activities. No alterations to the canal will be made without approval from the Bureau of Reclamation.
- CULTURAL 3** Protect archeological and tribal cultural resources that are listed or eligible for listing on the National Register or the California Register, during park development and operations. This includes the five archaeological sites were identified within Concord Hills Regional Park, including a prehistoric bedrock milling site. It is important that that these sites are not damaged or adversely affected by visitors to Concord Hills Regional Park through vandalism, destruction, theft, and other actions that would adversely affect the site.

**CULTURAL 4** Educate visitors. Educate visitors generally about archaeological resources within Concord Hills Regional Park and inform visitors that artifact collection is prohibited. Locations of archeological resources shall not be made available to the public.

**CULTURAL 5** Monitor and maintain visual barriers. Monitor and maintain vegetative buffers and/or other screening used to protect cultural resources from the public.

## RESILIENCY ASSESSMENT

This section provides an overview of challenges related to climate change that the region and the Regional Park will face, and highlights how the development and management of the Regional Park as will help to buffer the site and greater region from climate-related hazards.

### ANTICIPATED HAZARDS

According to the best available scientific studies, the San Francisco Bay Area will likely experience hazardous conditions as a result of climate change in the future.<sup>3</sup> Major threats facing the Park District include extreme heat, wildfire, sea level rise, flooding, and drought. While sea level rise is not anticipated to be an issue for inland areas like the Concord Hills Regional Park site, the other hazards are key considerations for Regional Park development and operations. The Park District adopted a Hazard Mitigation Plan in 2017, with goals, activities and actions to minimize the risk from natural hazards to the continued operation of park lands. These hazards and their anticipated implications to the region and Regional Park are described below.

**Extreme Heat.** Warmer temperatures caused by climate change are anticipated to increase the frequency and intensity of extremely hot days, which is defined by the State of California as a day when the high temperature is greater than 98 percent of the daily high temperatures for that location between April and October of 1961 to 1990. Extreme heat can cause significant human health impacts, damage ecosystems, and affect energy systems, which can be less efficient at high temperatures. Studies indicate that the annual number of extreme heat days at Concord Hills Regional Park could increase from an average of 4 annual extreme heat events to between 18 and 30 annual events by the end of the century.<sup>4</sup>

**Wildfire.** While fire can be important to maintain healthy ecosystems, extreme fire or fires that move out of wildland areas can cause significant damage to buildings, infrastructure, and people. The warm and dry conditions of Concord Hills Regional Park, as well as steep topography and unpredictable, strong winds make ideal conditions for wildfire. The Regional Park is within the wildland-urban interface (WUI), the boundary between open space parklands and adjacent residential neighborhoods; and the Park is partially located in a High Fire Severity Zone as measured by the California Department of Forestry and Fire Protection, according to the District's 2017 Hazard Mitigation Plan. The Park District is currently updating its "Fire Danger Operating Plan and Procedures" which will be applicable to Concord Hills.

**Flooding.** Some studies suggest that Northern California will experience more intense storm events as a result of climate change, which could lead to more frequent and more intense floods.<sup>5</sup> While much of Concord Hills Regional Park is located at higher elevations, many of the recreational facilities are located at lower elevations near Mount Diablo Creek. Additionally, runoff from the Regional Park could potentially contribute to flooding lower in the watershed.

3 California Energy Commission. 2018. "Cal-Adapt". <http://cal-adapt.org/>.

4 California Energy Commission. 2018. "Cal-Adapt". <http://cal-adapt.org/>.

5 Polade, S. D., Gershunov, A., Cayan, D. R., et al. 2017. Precipitation in a warming world: Assessing projected hydro-climate changes in California and other Mediterranean climate regions. *Scientific Reports*, 7.

**Drought.** Climate change is anticipated to create more extreme cycles of drought and intense rainfall, resulting in longer and more extreme droughts in the future. Droughts can affect plants and animals that depend on regular winter precipitation for survival and can affect urban water supplies. Drought conditions can affect other hazardous conditions, including wildfire and flooding. For example, an increase in dead plant material as a result of drought can fuel fires; and harder and less pervious soils due to drought conditions can lead to increased runoff and greater susceptibility to landslides and erosion. As droughts are not site specific, Concord Hills Regional Park will share the burden of droughts with the surrounding region.

## ENVIRONMENTAL JUSTICE CONCERNS

Many of the risks associated with climate change are anticipated to affect lower income groups first and hardest, and thus climate change is commonly considered a social justice issue as well as an environmental one. Parks and open space provide low-cost recreational opportunities. When these spaces are no longer available or damaged due to a natural disaster, there is a disproportionate impact on lower income residents that may have limited access to other recreational activities due to their higher costs or distant location.

As fossil fuels become scarcer and agencies institute additional taxes to combat the impacts of greenhouse gas emissions, the cost of driving will likely increase. Public transit, pedestrian, and bicycle options to access open space can alleviate the need for a private vehicle and potentially reduce an individual's cost of taking part in outdoor recreation.

## CONCORD HILLS REGIONAL PARK AS A RESILIENT LANDSCAPE

Regional parks inherently build regional resilience to the changing climate by protecting undeveloped land, and can offer additional benefits through strategic design, development and operations. This section discusses both what the Regional Park will provide simply through open space protection, and reviews how the Regional Park will be designed and managed to respond to natural hazards. Icons identify the hazards that are addressed by each of the strategies discussed below.

**Maintaining Undeveloped Open Space and Pervious Surfaces.** Undeveloped open space helps to balance urban conditions in other areas of the region by maintaining pervious surfaces and vegetation cover to capture and treat stormwater, absorb carbon dioxide, and build soil health. Concord Hills Regional Park will include approximately 2,400 acres of grasslands, woodland, or other pervious vegetated areas. Although patterns of rain and drought are becoming more extreme throughout the State, the current estimates for average rainfall for the City of Concord is 16.47 inches per year.<sup>6</sup> Using this estimate, the pervious areas of Concord Hills Regional Park is estimated to receive over 1 billion gallons of water per year. This water will infiltrate through the Regional Park's soils before flowing into Mount Diablo Creek or other tributaries, rather than running off into developed areas and potentially causing flooding problems. Some of the water will remain at the regional park in underground groundwater aquifers and soils, remaining available for plants during drought years. All pervious areas within the Regional Park will incorporate on-site stormwater capture and treatment.

**Reducing Generation of Greenhouse Gases.** As "Transit-Oriented Open Space," Concord Hills Regional Park will be accessible without vehicles. Providing and promoting transit, bicycle, and pedestrian access to the Regional Park will likely reduce vehicle miles traveled for outdoor recreation and reduce greenhouse gas emissions. Overall reduction of greenhouse gas emissions can help to slow the effects of climate change and decrease the increased severity of climate-related hazards.

<sup>6</sup> US Climate Data. "Climate Concord- California." <https://www.usclimatedata.com/climate/concord/california/united-states/usca2033>; accessed August 9, 2019.

**Carbon Sequestration.** Trees, grasslands, and healthy soils provide valuable carbon sequestration that helps to offset greenhouse gas emissions from roadways, homes, buildings, and other sources. By preserving and enhancing these habitats at Concord Hills Regional Park, the Regional Park will continue to provide carbon sequestration as one means of combatting climate change.

**Shade Production.** In addition to sequestering carbon, large trees provide shade for regional park visitors and animals living there. Shade offers relief during extreme heat events and can make recreational activities during hot days more comfortable. Large trees will be retained at the Regional Park and the Land Use Plan includes adding trees within the Regional Park to provide future shade.

**Water and Energy Conservation.** Facilities at Concord Hills Regional Park will implement on-site energy production and energy-efficient building design. This may potentially include solar panels on regional park buildings, low-water use toilets and sinks, low energy appliances and lighting, and high efficiency irrigation systems. All new plants within the Regional Park will comply with the California Model Water Efficient Landscape Ordinance and prioritize low-to-no water use species.

**Managing Wildfire Threats.** The Park District will utilize grazing to reduce fuel loads within the grasslands in Concord Hills Regional Park and manage all other areas for wildfire prevention. The trails and roads within the Regional park can be managed as fire breaks, including Kinne Boulevard, which could be used as a fire break between the Regional Park and future adjacent residential areas. Fire response and maintenance teams will also be able to utilize roads and trails throughout the Regional Park to maintain fire breaks and control fires. Additionally, Siting and Design Guidelines for Recreational Facilities and Site Features notes that fire prone plant species will be minimized and not planted in proximity to any structures within the Regional Park. The Park District uses the “Fire Danger Operating Plan and Procedures” to reduce wildfire risks throughout the District, and its programs, once updated, will be used at Concord Hills.

**Promoting Social Equity.** As climate change creates new economic burdens related to health and property, it is important that public facilities and parks remain useable for all residents. Transit and trail connections to the Regional Park can reduce barriers to open space and park access experienced by many lower and middle income urban dwellers. In addition, interpretive programming will create an opportunity for visitors to reflect upon local and national civil rights history in relation to their present day experiences. The Park District has a number of ongoing programs funded by the Regional Parks Foundation which can be programmed at Concord Hills, as appropriate: promoting youth development, environmental stewardship, community engagement, universal access and health and wellness.



# IMPLEMENTATION AND PHASING

5



The vision and goals set forward by the Concord Hills Regional Land Use Plan will be realized over the course of several decades, and through collaboration with multiple partners. This chapter is intended to guide implementation of the Concord Hills Regional Park Land Use Plan, including development of public access features. Key components of this chapter include project phasing, financial considerations, and agreements and partnerships. While many of the considerations presented in this chapter are subject to change as the Regional Park develops, it provides a broad road map to achieve the vision set forth in this Land Use Plan.

## PROJECT PHASING






















Concord Hills Regional Park will be implemented in phases. Key considerations to the implementation schedule and project phasing include the timing for conveyance of the Regional Park site to East Bay Regional Park District (Park District or District) and the schedule for adjacent projects including development of the Economic Development Conveyance (EDC) Area of the CNWS Reuse Area, as well as the establishment of adjacent open space and trail connections. These considerations are explored below, followed by an overview of anticipated project phasing for the development of the Regional Park itself.

## CONVEYANCE

Implementation of the Land Use Plan is following conveyance of the property to the Park District in 2019. As discussed in previous chapters, the Regional Park site constitutes 2,543-acres of the former Concord Naval Weapons Station (CNWS). The Concord Reuse Project Area Plan (Area Plan) identifies approximately half of the Inland Area of the CNWS for Economic Development Conveyance (EDC) for future residential and commercial/mixed use development by the City of Concord, and the remainder for Public Benefic Conveyance (PBC) for future parks/conservation open space which will be the Regional Park.

In August 2017, the Navy finalized the Final Finding of Suitability to Transfer (FOST). The FOST determined that most areas identified for transfer through the PBC for the Regional Park are suitable for immediate transfer; however, some areas contained known or potential hazardous substances, pollutants, and contaminants. Prior to conveying these lands, the Navy is required to remediate any contaminated areas in compliance with the Resource Conservation and Recovery Act (RCRA) and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). These areas are identified in Figure 5-1.

### LEGEND TO FIGURE 5-1

	CERCLA Parcels Retained by Navy for remediation		10' contour line
	Canal Owned by U.S. Bureau of Reclamation		hiking-only trail (narrow natural surface)
	Special Protection Feature		multi-use trail (narrow natural surface)
	overlook		paved multi-use trail
	picnic area with parking		rail to multi-use trail conversion
	picnic area with parking at existing magazines		multi-use trail along Mount Diablo Creek and connection to N. Concord BART (rail to trail conversion where appropriate)
	picnic area without parking		existing regional trail
	picnic area at existing magazines without parking		public road
	staging area with parking		maintenance road (hikers, bikers, and equestrians permitted)
	campsite		irrigation canal
	magazine incorporated into park programming		



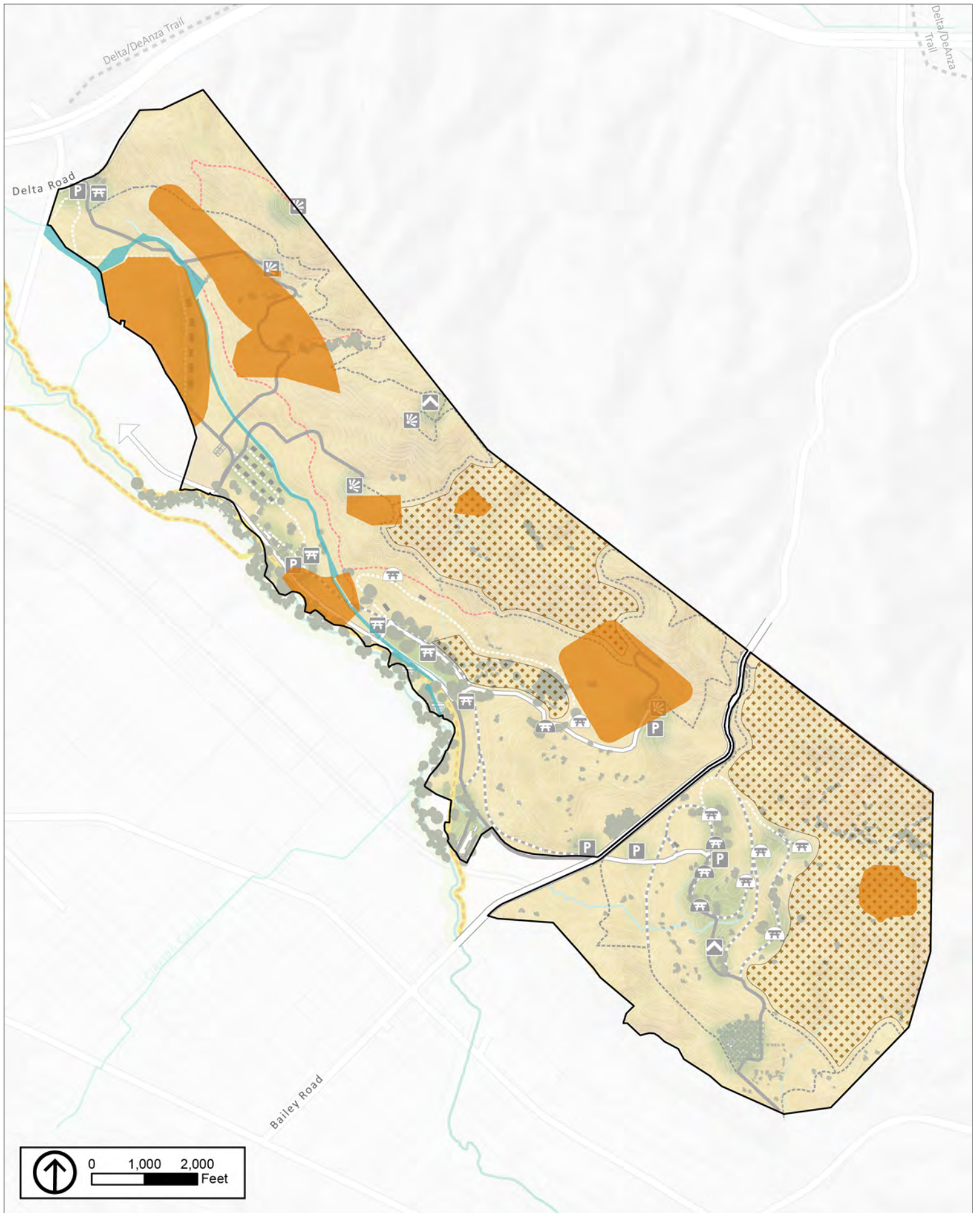


FIGURE 5-1. Concord Hills Regional Park Overview

In June, 2019, the Navy transferred the initial PBC parcels (2,216 acres) to the National Park Service (NPS) through the Federal Lands to Parks program, following which NPS will transfer the land to the Park District. Areas that were found to require additional environmental remediation by the Navy prior to transfer (328 acres) are anticipated to be transferred as soon as 2024.<sup>1</sup> Once these parcels have been transferred to the Park District, the Regional Park will be comprised of 2,543 acres.

Park development will commence after the District takes ownership of the acreage included in initial PBC conveyance. Park development and public access in the areas retained for remediation will be limited until these areas have been transferred. Although the Park District will not initiate park development until they own the Regional Park site, the Park District may provide interim management for NPS during the period of time in which NPS owns the Regional Park site.

## AGENCY OWNERSHIP WITHIN THE REGIONAL PARK

Within the management boundary of Concord Hills Regional Park, there are two areas that will be owned by other agencies but managed as part of the regional park. The Contra Costa Canal, and its extension the Clayton Canal that runs through the Regional Park will be operated and maintained by the Contra Costa Water District (CCWD), which received ownership rights from the U.S. Bureau of Reclamation in March 2019<sup>2</sup>. Additionally, the City of Concord will own a site for a water tank in the hills in an area that has yet to be determined. The area with outside ownership are shown on Figure 5-1.

## PARALLEL PROJECTS

Implementation of planned development of the EDC Area by the City of Concord has the potential to influence phasing of the Regional Park. In particular the development of the **Mount Diablo Creek Regional Trail, City of Concord Park; Tournament Sports Complex, and vehicular roads connecting to Kinne Boulevard** will need to be considered and coordinated for phasing. Furthermore, the potential to develop regional trail connections envisioned in this Land Use Plan will be determined in part by future acquisitions of adjacent lands and/or partnerships with other entities.

As of March, 2020, the CRP Area Plan remains the guiding land use regulation for the site. As the City moves forward with its development under the Area Plan, the Park District will work in conjunction with the City on areas of mutual interest at the site.

## PHASING UNDER PARK DISTRICT OWNERSHIP

Following conveyance, the Regional Park will be implemented in phases, beginning with a short-term interim phase where the Regional Park is managed in “land-bank” status but not open to the public. Subsequent phases are generally connected to geographic location as illustrated in Figure 5-2. These phases are presented in Table 5-1 and summarized below.

<sup>1</sup> Jennifer M. Norris, Field Supervisor. US Department of the Interior Fish and Wildlife Service. “Formal Consultation on the Proposed Transfer and Redevelopment of the Former Concord Naval Weapons Station, Contra Costa County, California.” Letter to Rick M. Bottoms, Ph.D., Chief Regulatory Division, US Army Corps of Engineers and Alan K. Lee, Base Closure Manager, Department of the Navy. 30 May 2017. Page 10.

<sup>2</sup> John D. Dingell, Jr. Conservation, Management, and Recreation Act. S. 47,116<sup>th</sup> Cong. (2019).

**The Land Bank Phase** begins at conveyance and includes restoration and management activities to preserve and protect the site prior to the provision of public access.

**Phase 1 Focus Area: South of Bailey Road.** The first phase of park development is focused on providing initial public access to the Regional Park in the area south of Bailey Road. Priority development in this phase includes the trails, staging, picnic areas, and interpretation elements as well as priority restoration efforts throughout the Regional Park discussed in Chapter 3. The Regional Park will open to the public once these elements have been developed. The Rancho Monte del Diablo group campground and community orchard will also be implemented during Phase 1, but may follow opening the Regional Park to the public.

**Phase 2 Focus Area: Visitor Center Complex.** The Visitor Center Complex will serve as the core use area and focal area of the Regional Park, and developing the Visitor Center and associated structures and amenities in collaboration with NPS is a priority for implementation. Phase 2 will initiate development of the Primary Area (the area north of Bailey Road) by focusing on development of the Visitor Center Complex, the War and Peace Interpretive Magazine Loop, and limited trail development connecting to the Visitor Center. Once complete, the public will have access to the Primary Area of the Regional Park as well as to the central interpretive and recreational features. During this phase, vehicular access may be temporarily allowed along

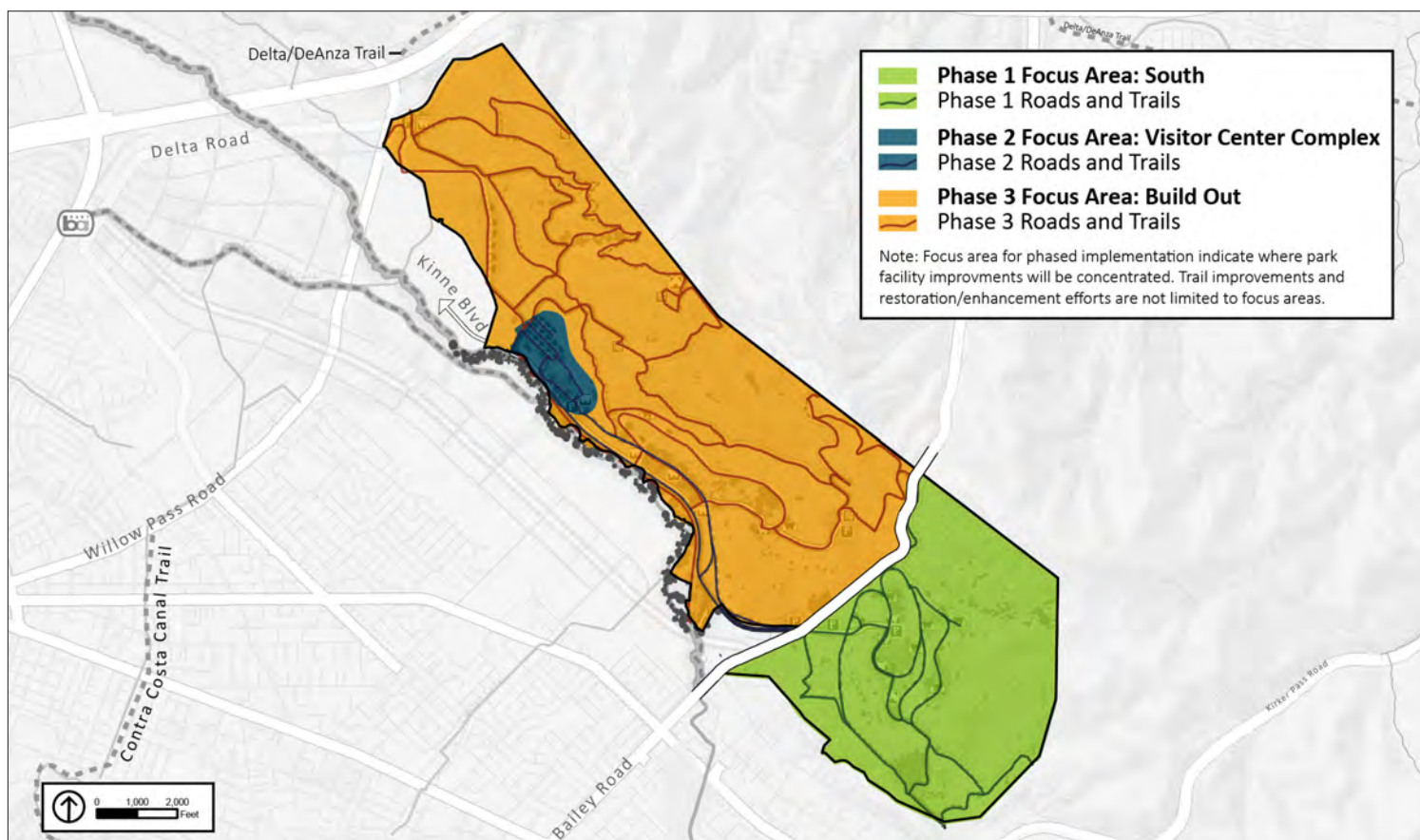


FIGURE 5-2. Phasing Plan

TABLE 5-1. Concord Hills Regional Park Phasing

Project Phase	Description
<b>Land Bank Status</b>	
<b>Initiate restoration, enhancement, and management activities</b>	Make safety and security upgrades in preparation of park opening to the public. Restoration/enhancement efforts identified in LTMP as funding becomes available. Patrol site and manage public entry.
<b>Naturalist-led Tours</b>	Park remains closed but open to the public by arranging a tour with a District naturalist.
<b>Phase 1 Focus Area: South of Bailey Road (0-10 years)</b>	
<b>1A Trails and Staging</b>	Open South Park Road- refurbish existing vehicular roadway. Construct Bailey Road Staging Area (South). Convert existing roadway and rail lines to create trail loop. Increase tree planting around magazine picnic area and near staging. Create pedestrian entrances to neighborhoods south of the park.
<b>1B Picnic Areas and Interpretation</b>	Construct CNWS Rails Staging Area. Convert existing roadway and rail lines to complete trails south of Bailey Road. Renovate three magazine picnic areas with parking and five magazine picnic areas without parking. Implement rail and grassland ecology interpretation elements.
<b>1C Rancho Monte del Diablo Group Campground and Community Orchard</b>	Construct Rancho Monte del Diablo group campground along Orchard Camp Road (maintenance road), including vault restroom and potable water supply. Establish community orchard.
<b>Phase 2 Focus Area: Visitor Center Complex (10-15 years)</b>	
<b>2A Concord Hills Regional Park and Port Chicago Naval Magazine National Memorial Visitor Center Complex (Visitor Center)</b>	Establish public vehicular access road to the Visitor Center <sup>1</sup> . Rehabilitate Building 1A-24 as a joint visitor center for East Bay Regional Park District and National Park Service. Relocate cattle corral. Construct outdoor exhibit area. Construct main parking area. Construct picnic and group picnic areas around the Joint Visitor Center.
<b>2B Associated Structures and Amenities</b>	Construct new multipurpose room. Construct new archive building with associated parking.
<b>2C War and Peace Interpretive Magazines Loop</b>	Construct Magazine Loop Trail from Joint Visitor Center to War and Peace Interpretive Magazines with 13 renovated magazines. Implement interpretation program with community partners.
<b>2D Initial Park Trails</b>	Construct Bailey Road Staging Area (North). Convert rail line to hiking trail from Bailey Road Staging Area (North) to Joint Visitor Center. Construct limited hillside trails.

Project Phase	Description
<b>Phase 3 Focus Area: Build Out (15-50 years)</b>	
<b>3A Cistern Area</b>	<p>Open Cistern Loop Road and a portion of Oak Savannah Road (vehicular roads) to picnic areas in the Cistern Area.</p> <p>Convert rail line to trail from Joint Visitor Center to the Cistern Area.</p> <p>Renovate one magazine picnic area with parking and two magazine picnic areas without parking.</p> <p>Construct three new picnic areas with parking along Oak Savannah Road and Cistern Loop Road.</p> <p>Convert existing road to Cistern Pond Loop Trail (paved multi-use trail).</p> <p>Implement interpretation program of cultural history of cistern and natural history of riparian species.</p> <p>Renovate two magazines as outdoor education classrooms with shade.</p>
<b>3B Trail Expansion</b>	<p>Construct Los Medanos Ridge Trail using existing road network and new trail alignments as needed.</p> <p>Complete trail connections to Joint Visitor Center.</p>
<b>3C Delta de Anza Staging and Magazine Passage Area</b>	<p>Construct Delta De Anza Staging Area and picnic sites.</p> <p>Convert existing road to Magazine Passage Trail (paved multi-use trail).</p> <p>Renovate 6 magazines to ensure public safety but prevent the public from entering.</p>
<b>3D Open all Park Trails</b>	<p>Complete the proposed trail network.</p> <p>Create passing above or below Bailey Road.</p> <p>Create overlooks at key vista points with interpretive elements.</p>
<b>3E Port Chicago Overlook</b>	<p>Construct Port Chicago Overlook and remembrance space.</p> <p>Open Port Chicago Connector Trail and Middle Ridge Road (maintenance road).</p>
<b>3F Mount Diablo Creek Regional Trail Connections<sup>2</sup></b>	<p>Construct pedestrian and bike connections to Mount Diablo Creek Regional Trail.</p> <p>Construct amenities along Mount Diablo Creek Creek Regional Trail.</p>
<b>3G Eagle's Nest Backcountry Campsite</b>	<p>Construct Eagle's Nest Backcountry Campsite along the Los Medanos Ridge Trail.</p>
<b>3H The Diablo Center</b>	<p>Rehabilitate Building 97 as the Diablo Center (environmental education and event space).</p> <p>Open Oak Savannah Road (vehicular road) to the Diablo Center.</p> <p>Establish shuttle program for events.</p>
<b>3I Corps Yard and Native Plant Nursery</b>	<p>Rehabilitate the Southeastern Complex as a District Corps Yard.</p> <p>Construct a native plant nursery.</p>
<b>3J Park Residence</b>	<p>Construct park residence near the Port Chicago Overlook.</p>

<sup>1</sup> Interim vehicular access may be from Bailey Road.

<sup>2</sup> Connections to Mount Diablo Creek Regional Trail will be developed parallel to the regional trail development.

Kinne Boulevard between Bailey Road and the Visitor Center if other access routes connecting through the EDC area are temporarily unavailable.

**Phase 3 Focus Area Build Out.** Phase 3 will extend opportunities for recreational and educational experiences from the Visitor Center Complex throughout the rest of the Primary Area. In addition to completing the trail networks, picnic and staging areas, and other recreational and interpretive features not completed in previous phases, facilities to support District operations at the Regional Park and other District facilities will be established.

## FINANCIAL CONSIDERATIONS

Implementation of the Public Access Plan is dependent upon adequate funding for capital improvements and ongoing operations and maintenance. The operational economic strategy presented in this section identifies implementation costs, revenue sources, and funding strategies. The schedule for complete implementation of the Plan will depend in part on the availability of funding.

### IMPLEMENTATION COSTS

Implementation costs will include the initial capital expenditures required for regional park development, as well as the cost of ongoing operations and maintenance. All cost estimates are expressed in 2019 dollar values.

#### CAPITAL COSTS

The capital costs for developing Concord Hills Regional Park are estimated to exceed \$100 million dollars over a period of up to 50 years. This estimate is described in Table 5-2 and includes the costs of habitat restoration, removal or improvement of infrastructure remaining from previous uses, the development of trails and recreational features, and the development of operations facilities.

These capital expenditures will be required over time as the Regional Park is developed, as described in Table 5-2. Based on the Phasing Plan, it is anticipated that in Land Bank status the property will require a capital investment of over \$2.2 million; development of Phase 1 improvements will require an expenditure of \$9.7 million; Phase 2 improvements will require \$36.2 million; and Phase 3 improvements will require \$55.3 million. Phase 3 includes the cost of developing the Corporation Yard and a native plant nursery that would serve the Regional Park and other Park District properties in the northeastern part of the District.

#### OPERATIONS & MAINTENANCE COSTS

In addition to the one-time costs of developing a new regional park and its support facilities, the Park District will also incur ongoing costs of Operations and Maintenance (O&M). As described in Table 5-3, O&M costs

**TABLE 5-2.** Projected Capital Costs of Park Development, by Phase

Phase	Land Bank Status	Phase 1	Phase 2	Phase 3	Total Park
Focus Area	Restoration, Enhancement, & Management	South of Bailey Road	Joint Visitor Center Complex	Build Out	At Build Out
Time Frame		(0-10 Years)	(10-15 Years)	(15-50 Years)	(15-50 Years)
<b>Regional Park Capital Costs by Purpose</b>					
Restoration and Infrastructure Removal	\$593,000			\$7,236,000	\$7,829,000
Tree Planting and Habitat Enhancement	\$767,000	\$767,000			\$1,534,000
Roads and Staging		\$848,000	\$1,737,000	\$2,116,000	\$4,701,000
Trails		\$2,218,000	\$1,400,000	\$4,180,000	\$7,798,000
Recreational Facilities		\$1,609,000	\$12,663,000	\$5,908,500	\$20,180,000
CNWS Magazine Reuse/Stabalization			\$337,000	\$153,000	\$490,000
Signage		\$164,000	\$102,000	\$102,000	\$368,000
Utilities + Infrastructure (Not in Above)		\$358,000	\$6,081,000		\$6,439,000
<b>Subtotal Concord Hills Park Hard Costs</b>	<b>\$1,360,000</b>	<b>\$5,964,000</b>	<b>\$22,320,000</b>	<b>\$19,695,000</b>	<b>\$49,339,000</b>
<i>Contingency (20%)</i>	<i>\$272,000</i>	<i>\$1,192,800</i>	<i>\$4,464,000</i>	<i>\$3,939,000</i>	<i>\$9,867,800</i>
<i>Soft Costs (35%)</i>	<i>\$571,200</i>	<i>\$2,450,880</i>	<i>\$9,374,400</i>	<i>\$8,271,900</i>	<i>\$20,722,380</i>
<b>Total Concord Hills Park Development</b>	<b>\$2,203,200</b>	<b>\$9,661,680</b>	<b>\$36,158,400</b>	<b>\$31,905,900</b>	<b>\$79,929,180</b>
Operations Facilities	\$0	\$0	\$0	\$14,471,520	\$14,471,520
<i>Contingency (20%)</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$2,894,304</i>	<i>\$2,894,304</i>
<i>Soft Costs (35%)</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$6,078,038</i>	<i>\$6,078,038</i>
<b>Total Operations Facilities</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$23,443,862</b>	<b>\$23,443,862</b>
<b>Total Including Operations Facilities &amp; Contingency</b>	<b>\$2,203,200</b>	<b>\$9,661,680</b>	<b>\$36,158,400</b>	<b>\$55,349,762</b>	<b>\$103,373,042</b>

**Notes:**

1. The Corporation Yard and native plant nursery (in Operations Facilities) serve multiple Park District park units.
2. A \$30,000 cost to move the cattle corral and restore its existing location is included with the costs of creating the Visitor Center in Phase 2.
3. All costs are expressed in 2018 dollars, without adjusting for speculative future inflation.

**TABLE 5-3.** Projected Annual Operating and Maintenance (O&M) Costs at each Phase

Phase	Land Bank Status	Phase 1	Phase 2	Phase 3
Focus Area	Restoration, Enhancement, & Management	South of Bailey Road	Joint Visitor Center Complex	At Build Out
Time Frame		(0-10 Years)	(10-15 Years)	(15-50 Years)
<b>O&amp;M Cost Factors</b>				
Additional Park District Staff by Phase (in FTEs)	3.72	7.37	12.50	16.00
New Vehicles & Start Up Costs (One Time)	\$75,822	\$374,645	\$532,718	\$545,237
Additional Staff Costs (Each Year)	\$434,375	\$1,015,831	\$1,707,173	\$2,182,043
Base Supplies & Services	\$11,937	\$65,210	\$66,430	\$76,650
<b>Annual O&amp;M Costs Once Each Phase is Achieved</b>	<b>\$446,312</b>	<b>\$1,072,041</b>	<b>\$1,773,603</b>	<b>\$2,258,693</b>

**Notes:**

1. Not including the Corporation Yard and native plant nursery which serve multiple Park District park units, and not including any staffing or costs borne by concessionaires.
2. All costs are expressed in today's dollars, without adjusting for speculative future inflation.

**Source:** Internal Park District Staff projections for 2017 through 2019 (through Phase 1), with expansion to Phases 2 and 3 by Land Economics Consultants



include staff, vehicles, start-up costs, and base supplies and services, and are anticipated to grow from approximately to \$446,000 (land bank status) to over \$2.3 million in annual costs at complete build out.

Since the Corporation Yard and native plant nursery will not only serve the Regional Park, but also other Park District properties in the northeastern part of the District, it is assumed that the cost of operating and maintaining this facility will be divided among various District properties or supplied through a separate fund. For this reason, it has not been included in the costs of operating and maintaining the new Concord Hills Regional Park and not included in Table 5-3.

## FUNDING STRATEGIES

The Park District is largely supported by property tax, which are discussed in the sidebar to the right. Following is a discussion of how these property taxes, as well as additional funding strategies, could be applied to pay for initial capital improvements, on-going O&M, or both.

## CAPITAL IMPROVEMENTS

Anticipating the need to restore, enhance, and develop the CNWS property for many years now, the Park District has allocated \$15.95 million of Measure WW bond funds for acquisition and development activities for the allocation area that covers Concord Hills Regional Park and the CNWS Reuse Area.<sup>3</sup> A portion of the \$15.95 million allocated has already been spent; however, approximately \$13.3 million remained as of 2020. Several scenarios for utilization of Measure WW funds are described below.

- » As shown in Table 5-4, Measure WW funds could be directed to fund all capital improvements identified for implementation during Land Bank Status and Phase 1 of Regional Park Development. In this scenario, only about \$2 million of the original \$15.95 million Measure WW allocation would be remaining and could be used to start development of Phase 2, and additional funding sources would be needed to complete improvements identified for Phase 2 and Phase 3. Furthermore, under this scenario Measure WW funds would not be

<sup>3</sup> Jeff Rasmussen, Park District, Assistant Finance Officer, "Measure WW Allocation Area Balances" current as of 4/1/2020.

# REVENUE SOURCES

Property tax is the primary source of funding for capital improvement and O&M within the District's system. Typically, these revenue sources are streamlined for capital improvements or ongoing O&M, although there are exceptions where funds can be used for both types of costs. Following are the existing mechanisms applicable to the area of Contra Costa County and City of Concord where Concord Hills Regional Park will be located. There are other areas of the District that have additional taxing mechanisms in place. Similar additional taxing programs or fee systems could be implemented to provide revenue for Concord Hills Regional Park in the future.

## CAPITAL IMPROVEMENTS REVENUE

**Measure WW.** The District has been successful in going to the voters approximately every 20 years and winning approval for bonds to expand the park system through land acquisition and development of new parks and enhanced open spaces. These measures create a "tax override" portion of the property tax bill that collects funding for bonds and increases property taxes beyond the 1.0 percent limit established by state-wide Proposition 13 in 1978. The most recent such bond was the successful Measure WW election in 2008, which is currently still in effect. For the coming decade, the property tax assessment going towards the repayment of the bonds will be approximately \$6 per \$100,000 of assessed valuation. Development of the EDC Area will create new assessed value as it is constructed, sold, and occupied. Tax override payments from new development will help repay the Measure WW bonds, but will not generate any additional funding for Concord Hills Regional Park beyond what Measure WW already contains. Any additional bond funding would have to come from a future voter-approved measure.

## OPERATIONS AND MAINTENANCE REVENUE

**Property Tax Assessment.** Since the passage of Proposition 13 in 1978, the assessed value of new properties being placed on the tax roll is set at current market value. The basic property tax rate is then set at 1.0 percent of that market value. The money collected from that basic property tax is then shared among many taxing jurisdictions, with the distribution varying depending upon negotiations between agencies that provide services within each Tax Rate Area (TRA). The District receives approximately 3.2 percent of the basic property tax collected from TRAs that include Concord's existing urbanized neighborhoods located to the west of the Regional Park, and anticipates similar distributions from the two new TRAs established for the EDC Area once developed. Typically, this tax revenue has been reserved for operating and maintaining the existing park system.

**TABLE 5-4.** Gap in Capital Funding Assuming Use of Allocated Measure WW Funds

Phase	Land Bank Status	Phase 1	Phase 2	Phase 3	Total Park
Focus Area	Restoration, Enhancement, & Management	South of Bailey Road	Joint Visitor Center Complex	Through Build Out	At Build Out
Time Frame		(0-10 Years)	(10-15 Years)	(15-50 Years)	(15-50 Years)
<b>Capital Costs by Purpose</b>					
Total Concord Hills Park Development	\$2,203,200	\$9,661,680	\$36,158,400	\$31,905,900	\$79,929,180
Operations Facilities (Corp Yard & Nursery)	\$0	\$0	\$0	\$23,443,862	\$23,443,862
<b>Total Including Operations Facilities</b>	<b>\$2,203,200</b>	<b>\$9,661,680</b>	<b>\$36,150,400</b>	<b>\$55,349,762</b>	<b>\$103,373,042</b>
<b>Possible Sources of Capital Funding</b>					
Allocation from Measure WW Bond	\$2,203,200	\$9,661,680	\$1,802,000	exhausted	\$13,666,880
CNWS Community Benefits Agreement	\$0	\$0	TBD	TBD	TBD
A New CFD in the Reuse Area	\$0	\$0	TBD	TBD	TBD
Future State Parks Bonds	\$0	\$0	TBD	TBD	TBD
<b>Restoration funding as Mitigation for Other Projects</b>					
NPS Challenge Cost Share	\$0	\$0	TBD	TBD	TBD
Grant Funding	\$0	\$0	TBD	TBD	TBD
Philanthropic Fundraising	\$0	\$0	TBD	TBD	TBD
<b>Gap Remaining: Unfunded Capital Costs</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$34,356,400)</b>	<b>(\$55,349,762)</b>	<b>(\$89,706,162)</b>

- Notes:**
1. The Corporation Yard and Native Plant Nursery (in Operations Facilities) serve multiple Park District park units.
  2. Reserving a portion of the Measure WW funding for acquisition of additional land around CNWS would reduce the amount that could be applied to these development costs.

**Source:** Land Economics Consultants

to achieving the vision and goals for regional connectivity identified in this Land Use Plan. With this in mind, an alternative scenario for Measure WW funds for the CNWS allocation area is to invest approximately 70 percent of funds in acquisition of nearby land, leaving approximately \$4.5 million remaining for use in developing facilities in the Regional Park. Under this alternative spending scenario, additional funding would be necessary to implement Phase 1 capital improvements. This scenario is not shown in Table 5-4.

**Table 5-4. Gap in Capital Funding Assuming Use of Allocated Measure WW Funds**

Under any scenario additional funds will be needed to implement capital improvements. Other potential funding sources include:

- » **CNWS Community Benefits Agreement.** As part of their negotiations with the City of Concord, the selected master developer had committed to a minimum of \$20 million in funding over the first 10 years in guaranteed annual \$2 million payments into a Community Benefit Fund. Use of the fund is directed by the City of Concord, which is considering use of early payments to refund loans the City has already made to the project, and any allocation to the Regional Park has yet to be negotiated.
- » **New Community Facilities District (CFD) for the EDC Area.** The City of Concord and the master developer intended to establish one or more CFDs for their own purposes in the EDC Area. The creation of a new CFD applied to the EDC Area to benefit the Regional Park has yet to be formally proposed and would involve negotiations with the City of Concord and their master developer.
- » **Restoration as Mitigation for Other Projects.**<sup>4</sup> The Park District will conduct restoration and infrastructure removal as part of Regional Park development efforts. However, there are potential restoration projects that could serve as mitigation for other projects, and thus, the Park District could receive funding from other agencies or entities for this work.
- » **Future State Parks Bonds.** Over the last 90 years, California voters have routinely passed bond measures that help fund parks and other natural resource protections state wide. These measures generally set aside a portion of the bond money for competitive grants that are open to all regions of the state, and the Park District has often successfully won grant funding from these sources. The second most recent parks and water bond was Proposition 84 in 2006, which provided \$5.4 billion in funding, statewide. California voters passed Proposition 68 in June, 2018. Proposition 68 is a general obligation bond relating to a drought, water, parks, climate, coastal protection, and outdoor access for all, which authorized \$4.1 billion in bond funding, \$2.8 billion of which is earmarked for parks.
- » **NPS Challenge Cost Share Program.** This program was developed to support (up to \$25,000) to local partners for projects that support the NPS mission.
- » **Grant Programs.** There are a wide range of recreation, natural resource, and cultural resource

<sup>4</sup> It is assumed for this analysis that Concord Hills Regional Park is serving as mitigation for projects within the Concord Naval Weapons Station Reuse Area or other locations.

## REVENUE SOURCES

*Continued from page 131*

### NON-DISCRETIONARY REVENUE

**Landscape and Lighting District.** There are a number of fees and charges that have been established over the years and which are calculated as flat amounts per parcel. The Park District has one of these “parcel taxes” in place that will be applicable to new development in the EDC Area that is structured as a Landscape and Lighting District (LLD). This parcel tax is \$5.44 per parcel for all residential, commercial, and industrial properties, although for single parcels containing multiple residential units, the rate is charged at \$2.72 per unit. This revenue is specifically directed to providing and maintaining trails, which may include developing new trails.

**Community Facility Districts.** With Resolution No. 2015-6 – 171, dated June 16, 2015, the Park District Board approved *Local Goals and Policies* stating their intent to consider establishing Community Facilities Districts (CFDs) under the provisions of the Mello-Roos Community Facilities Act of 1982 for all new parks. New CFDs can fund both capital improvements and ongoing O&M services. Although this is now a routine mechanism for generating revenue for District parks, a specific CFD has not yet been established that would apply to the EDC Area or provide revenue for Concord Hills Regional Park.

programs and grants that could potentially fund capital projects at Concord Hills Regional Park. Possible funding sources are Proposition 68 grants from California State Parks; California Coastal Conservancy grants, or Natural Resources Agency grants. Possible federal funding sources include Land and Water Conservation Fund.

- » **Philanthropic Fundraising.** As a future outstanding regional park with unique landscape and resonant interpretive programming, Concord Hills Regional Park has significant potential to attract contributions from philanthropic organizations.

**OPERATIONS AND MAINTENANCE**

Once the City’s EDC Area is developed, the Park District is anticipated to be collecting a new revenue flow of over \$2 million per year that can be used to offset the costs of operating and maintaining the Regional Park (Table 5-5). According to the Navy’s August 2017 Final Environmental Impact Statement (EIS) on the Disposal and Reuse of CNWS, the CRP Area Plan is projected to cost \$6.28 billion. The District’s 3.2 percent share of the 1.0 percent property tax on that \$6.28 billion of new assessed value would be just over \$2.0 million. The Lighting and Landscape District (LLD) parcel tax would add an additional \$67,000 per year that could be used to maintain trails in the Concord Hills Regional Park. At buildout, this incremental new revenue flow to the Park District would cover most, but not all, of the \$2.2 million in ongoing O&M costs identified in Table 5-3.

As illustrated in Table 5-6, the buildup of property tax revenues from the development of the EDC Area will not keep up with the needs for new staff and activities for Concord Hills Regional Park. Given that property tax based revenues will increase slowly with the development of the EDC Area, gaps in funding are anticipated to be greater during earlier phases of regional park development. During the initial Land Bank years, the Park District is likely to average shortfalls of a quarter million dollars per year or more. That O&M funding gap would increase to over \$450,000 per year after the Regional Park is opened to the public in Phase 1. As the EDC Area approaches build out, the gap in funding will start to decrease. However, even

**TABLE 5-5.** Property Tax Based Revenue Generation for Park District from the CNWS Urban Core Area

	<b>Totals at Buildout</b>
<b>Urban Development in the Concord Core Area</b>	
Total Assessed Value Created after 30 to 35 Years	\$6,280,000,000
Prop 13 Tax Rate	1.00%
New Property Tax Generated on CNWS Parcel	\$62,800,000
Maximum Housing Units in Area Plan	12,270
<b>Revenue Flowing to EBRPD</b>	
Park District Share of Base Tax @ 3.2%	\$2,010,000
Park District Trails LLD @ \$5.44 per Housing Unit	\$66,700
Annual Revenue Flow after 30 to 35 Years	\$2,076,700

*Source: US Navy, Final Environmental Impact Statement (EIS) for the Disposal and Reuse of CNWS, August 2017; and Land Economics Consultants analysis*

after full build out of both the urban area and the Phase 3 regional park, a small funding gap will remain.

Potential strategies to reduce or close the ongoing gap in funding for O&M are also presented in Table 5-6. In addition to the predictable revenue flows from property tax based revenues, strategies for securing revenue include earned revenues from reservation fees or picnic areas, the group campsite, and other event facilities in the Regional Park; the creation of a new CFD; partnerships with other agencies; use of concessions; and assistance provided by the City for interim and long term management of the Regional Park as conservation lands for the EDC Area.

With the exception of the anticipated annual tax revenues, the amounts to be gained from the strategies in Table 5-6 are shown as To Be Determined (TBD) and will be determined through coordination with partners and further development of funding strategies. Considerations regarding status of anticipated revenue of funding sources include:

- » **New Community Facilities District (CFD) for the EDC Area.** As discussed in relation to capital costs, the creation of a new CFD applied to the EDC Area to raise ongoing revenue for the Regional Park has not yet been formally proposed. The amount of financial assistance provided by such a mechanism would be determined by negotiations between with the City of Concord and the master developer.

**TABLE 5-6.** Gap in Operations and Maintenance (O&M) Funding Remaining, by Phase

Phase	Land Bank Status	Phase 1	Phase 2	Phase 3
Focus Area	Restoration, Enhancement, & Management	South of Bailey Road	Joint Visitor Center Complex	Through Build Out
Time Frame		(0-10 Years)	(10-15 Years)	(15-50 Years)
<b>O&amp;M Costs: Average per Year</b>	<b>\$469,000</b>	<b>\$1,143,500</b>	<b>\$1,483,900</b>	<b>\$2,336,300</b>
<b>Possible Sources of O&amp;M Funding</b>				
Ave. Annual Property Tax Based Revenues	\$173,600	\$668,700	\$1,483,900	\$2,122,000
Earned Revenues (Reservation Fees, etc.)	\$0	\$21,000	\$34,000	\$88,000
A New CFD in the Urban Area Plan	TBD	TBD	TBD	TBD
Partnerships with NPS or Non-Profits	TBD	TBD	TBD	TBD
Use of Concessionaires (e.g., Visitor Ctr.)	TBD	TBD	TBD	TBD
Interim and Long-Term Resource Management- City of Concord Contributions	TBD	TBD	TBD	TBD
Park District General Fund	TBD	TBD	TBD	TBD
<b>Gap Remaining: Unfunded O&amp;M Costs</b>	<b>(\$295,400)</b>	<b>(\$453,800)</b>	<b>(\$331,000)</b>	<b>(\$126,300)</b>

**Note:**

1. The Corporation Yard and Native Plant Nursery (in Operations Facilities) serve multiple Park District park units.

**Source:** Land Economics Consultants

- » **NPS Support.** NPS is committed to providing staff and other support for the Visitor Center under H.R. 2647 (2009), however, the level of support will be defined through additional planning efforts. Refer to Agreements and Partnerships for further discussion.
- » **Conservation Lands.** Concord Hills Regional Parks is designated as Conservation Land for the CNWS Reuse Area. The protection and enhancement of habitat at Concord Hills Regional Park will provide partial mitigation for the impacts of developing the EDC Area. The cost of habitat management (including protection, maintenance, enhancement, and monitoring) will be shared by the City of Concord.

## AGREEMENTS AND PARTNERSHIPS

The Park District will lead planning, development, and management of the Concord Hills Regional Park. However, partnership with other agencies, groups, and individuals will strengthen the Regional Park and provide beneficial opportunities for future development and interpretation.

### NATIONAL PARK SERVICE

In addition to facilitating the Public Benefit Conveyance process through the Federal Lands to Parks program, NPS was authorized by provisions in National Defense Authorization Act for Fiscal Year 2010 (H.R. 2647) to work in partnership with the Park District towards a jointly-operated visitor facility that would allow the Port Chicago story to be shared more broadly.

A Cooperative Management Agreement (MOU)<sup>5</sup> between the Park District and NPS formalized their partnership. Roles of the District and NPS under this agreement are described below:

- » The Park District will lead the Land Use Planning process, serve as the lead agency for the joint visitor facility, and promote the Port Chicago Naval Magazine National Memorial as a resource.
- » NPS will provide support for interpretive materials related the history and preservation of Port Chicago resources, serve as the lead agency for the annual commemoration event on the anniversary of the Port Chicago Explosion. NPS will also take the lead on staffing for operation and maintenance of the archive building.
- » Both the Park District and NPS will provide staffing and support for the Visitor Center. The two entities will collaborate on the design of the facility and its exhibits, and on the long-term management of the Visitor Center. Long-term management will require collaborative planning for events and interpretive exhibits, as well as for facility staffing, maintenance, and operations.

### CITY OF CONCORD

The Park District may enter into an MOU and other agreements with the City of Concord that formalize the roles and responsibilities of both entities in relation to the Regional Park's function as Conservation Lands for the CNWS Reuse Area. The MOU would summarize the roles and responsibilities of the City and the Park District for habitat restoration and enhancement, monitoring and overall management of habitat within the Regional Park.

### OTHER PARTNERSHIP OPPORTUNITIES

Community-based and other non-profit organizations have the potential to contribute to the development of interpretive programming by sharing information and resources and by providing volunteer support for efforts led by the Park District and NPS staff. Organizations that are uniquely suited to contribute to

<sup>5</sup> Cooperative Management Agreement G8490150001 between NPS and EBPRD for the Cooperative Management of Port Chicago Naval Magazine National Memorial.

interpretive programming are, for example, Friends of Port Chicago, the Concord Historical Society, and the Bay Point Historical Society. The Park District welcomes partnerships with these and other organizations which exist at the time of the Land Use Plan's development, and organizations that might form in the future.

Community-based and non-profit organizations also have the potential to contribute to the development and operations of the Park by engaging in organized volunteer projects and programs, or by playing key roles to implement projects beyond Park District and NPS staff capacity. Opportunities for engagement include providing assistance with the creative reuse of magazines, such as the development of interpretive exhibits, curation of artistic installations, and organizations of cultural events, as well as the operations of the community orchard.

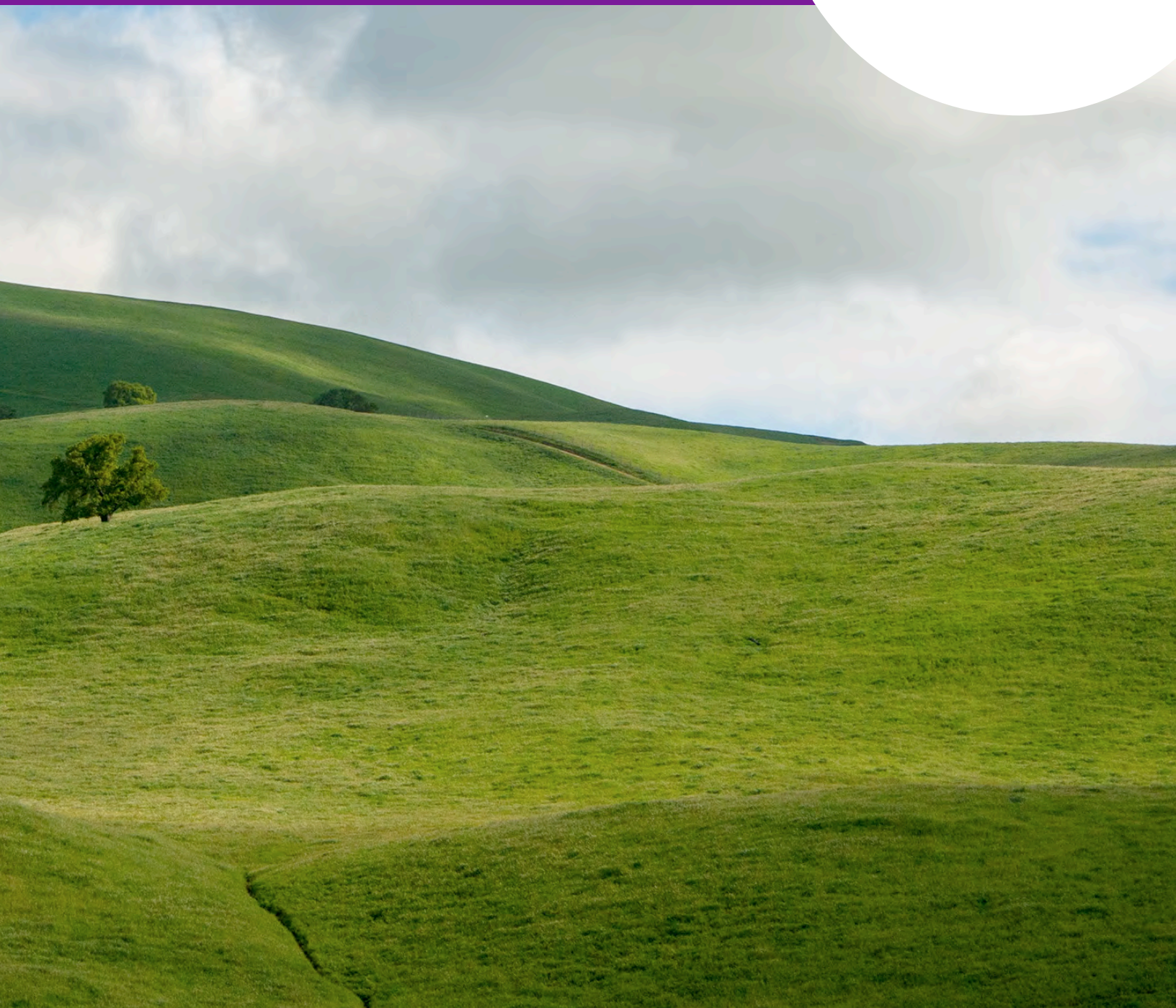
In order to realize the vision for regional connectivity (include trail connections and transit access) set forth in this Land Use Plan, the Park District will also need to coordinate and explore partnerships with other agencies to pursue protection of adjacent open space and establishment of transit and regional trail connections. For example, the Park District can work with Central Contra Costa County Transit Authority and Tri Delta Transit to establish bus connections that would complete the gap between the BART station and the Regional Park.





# REPORT PREPARATION AND REFERENCES

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## REPORT PREPARATION

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#### **CONTRA COSTA COUNTY**

#### **UNITED STATES NAVY**

#### **UNITED STATES FISH AND WILDLIFE SERVICE**

#### **CALIFORNIA DEPARTMENT OF FISH AND WILDLIFE**

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#### **BKF ENGINEERS**

## ACRONYMS

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<b>AI-IPC</b>	California Invasive Plant Inventory
<b>ABAG</b>	Association of Bay Area Governments
<b>ADA</b>	Americans with Disabilities Act of 1990
<b>BAAQMD</b>	Bay Area Air Quality Management District
<b>BMPs</b>	Best Management Practices
<b>CalFIRE</b>	California Department of Forestry & Fire Protection
<b>Caltrans</b>	California Department of Transportation
<b>CARB</b>	California Air Resources Board
<b>BART</b>	Bay Area Rapid Transit
<b>BRAC</b>	Base Realignment and Closure Commission
<b>CCCSO</b>	Central Contra Costa Sanitation District
<b>CCWD</b>	Contra Costa Water District
<b>CDFW</b>	California Department of Fish and Wildlife
<b>CEQA</b>	California Environmental Quality Act
<b>CERCLA</b>	Comprehensive Environmental Response, Compensation, and Liability Act
<b>CFD</b>	Community Facilities District
<b>CNWS</b>	Concord Naval Weapons Station
<b>CRP</b>	Concord Reuse Project
<b>EBMUD</b>	East Bay Municipal Utility District
<b>EDC</b>	Economic Development Conveyance
<b>EIR</b>	Environmental Impact Report
<b>EIR</b>	Environmental Impact Statement
<b>EPA</b>	Environmental Protection Agency
<b>ESA</b>	Endangered Species Act
<b>FEMA</b>	Federal Emergency Management Agency
<b>FOST</b>	Final Finding of Suitability to Transfer
<b>GIS</b>	Geographical Information Systems
<b>HCP</b>	East Contra Costa County Habitat Conservation Plan
<b>NCCP</b>	East Contra Costa County Natural Community Conservation Plan
<b>NPS</b>	National Park Service
<b>LLD</b>	Lighting and Landscape District
<b>LRA</b>	Local Reuse Authority
<b>LTMP</b>	Long Term Management Plan
<b>LUP</b>	Land Use Plan
<b>MOTCO</b>	Military Ocean Terminal Concord
<b>MOU</b>	Memorandum of Understanding
<b>NAACP</b>	National Association for the Advancement of Colored People
<b>NMPC</b>	Naval Magazine Port Chicago
<b>O&amp;M</b>	Operations and Maintenance
<b>PAC</b>	Park Advisory Committee

<b>PBC</b>	Public Benefit Conveyance
<b>PG&amp;E</b>	Pacific Gas & Electric Company
<b>PRC</b>	State Public Resources Code
<b>RCRA</b>	Resource Conservation and Recovery Act
<b>SMF</b>	Special Management Features
<b>SPF</b>	Special Protection Features
<b>TRA</b>	Tax Rate Area
<b>USFWD</b>	U.S. Department of Fish and Wildlife

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**CONCORD HILLS REGIONAL PARK  
LAND USE PLAN**