



MASTER PLAN



December 4, 1973



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FOREWORD

The process of selecting suitable potential regional parkland sites, negotiating the acquisition at a price fair to both parties, planning for proper land use and resource protection of the land acquired, and finally developing the land for public use and enjoyment is one which normally requires a number of years. Tilden, Briones, Sunol, Anthony Chabot, Don Castro, Point Pinole and Black Diamond Mines all required five to 10 years or more to complete the process outlined.

It is obvious, then, that planning for the future is an integral part of the key tasks of both the Board of Directors and staff of the East Bay Regional Park District.

This was eminently true in the 1930's when the founders of the District proposed its formation during the height of the "Great Depression", in order to provide parklands which so many of us enjoy — and even take for granted — today. In the 1930's what is now Tilden Regional Park was in the country, remote even from the City of Berkeley; and some "doubting Thomases" questioned if the public would use it. Today, Tilden is both the most heavily developed and the most heavily used Regional Park in the entire system. And there are few who today would question the foresight and vision of those conservation-minded pioneers of the 1930's.

The 1970's have brought a new awareness of the values of parklands, trails, and open space. We more readily understand the importance of environmental considerations, as well as the human need for all types of parks and recreational pursuits. We also are aware that land is a finite resource, and that our options in the selection of suitable park sites which will benefit generations yet to come are increasingly limited.

It is for these reasons that the East Bay Regional Park District embarked on its Master Plan study several years ago, which is intended to guide our parkland acquisition and development programs for the next 10 to 20 years. In the planning process we hired the Overview firm, headed by the former Secretary of the Interior, Stewart Udall, with Al Baum as Project Manager; and asked a broad-based Citizens Task Force under the chairmanship of Joseph P. Bort, Chairman of the Alameda County Board of Supervisors; and a Public Agency Advisory Committee under Larry Milnes, Public Services Manager, City of Fremont; to work with each other and the District.

As we have proceeded we have been guided by two general underlying concepts outlined below:

Environmental Needs

1. Contact with the natural environment is crucial to preserve, protect and enhance the spiritual, mental and physical qualities of District residents.
2. The depletion of such natural resources as air, water, open space, plant communities, and wild fauna diminishes the opportunities which are necessary if District residents are to co-exist within the complexities of the urban environment.
3. The key to the survival of a successful East Bay environment lies in maintaining a maximum diversity in its natural qualities.

Recreational Needs

1. When outdoor recreation opportunities are freely available to all classes and groups of District residents, humanity and democracy are well served.
2. For many District residents recreation has afforded an outlet for self expression, for release, and for the attainment of satisfaction in life. The marked and rapid changes that have taken place in our social, industrial, economic, political life, and larger amounts of leisure time available to us have dramatically increased the importance of outdoor recreation.
3. Opportunities for recreational activities close to home will become increasingly important and will provide District residents with a more regular pattern of leisure activity involving play, education, work, and regeneration of self.

As Mr. Udall has stated so well in the Foreword to The Overview Report, "...the last large-scale decisions regarding the environment of the East Bay will be made in the 1970's." We trust this Master Plan will chart the critical parkland acquisition, development and operational decisions for the East Bay Regional Park District.

EAST BAY REGIONAL PARK DISTRICT

RESOLUTION NO. 4475

ADOPTION OF DISTRICT MASTER PLAN

WHEREAS, existing funds have proven to be inadequate to protect, control, and manage existing parklands; and WHEREAS, as early as 1970, through the urging of citizen organizations such as the "Citizens Committee for More Parklands," the District instituted a tax increase effort to make additional revenues available for park acquisition and expansion; and

WHEREAS, in the 1971 legislative session, Assemblyman John Knox authored AB 925, which law was formally enacted on October 14, 1971, authorizing the District to increase its tax rate 10c per \$100 of assessed valuation, 50% of which being subject to adoption by the District of a Master Plan; and

WHEREAS, the District contracted with OVERVIEW, Inc., an environmental consulting firm of national reputation for preparation of a Recommended Master Plan; and

WHEREAS, more than 8,000 hours of dedicated service were contributed by citizens of the District to the development and review of the Master Plan by 83 members of the Citizens Task Force and by 60 members of the Public Agency Advisory Committee; and

WHEREAS, 17 public hearings were held throughout the District in the process of developing and reviewing said Overview Recommended Master Plan; the District also received and considered a large number of written comments from citizens and agencies; and

WHEREAS, on the basis of information obtained from the public at such hearings, the Citizens Task Force Master Plan Report, and Public Agency Advisory Committee Master Plan Report, District Staff prepared revisions and additions to said Overview Recommended Master Plan which were the subject of three public hearings conducted by representatives of the Board of Directors; and

WHEREAS, this Board of Directors believes that said Master Plan recommendations as revised by District staff and this Board represent appropriate, meaningful guidelines, policies, goals and programs for achievement of optimum service to the public; and

WHEREAS, said Master Plan will remain subject to periodic review and modification as circumstances require to assure its continuing relevance to the needs and desires of the public; and

WHEREAS, pursuant to Resolution No. 4462, a Negative Declaration was duly filed on November 24, 1973, on such Master Plan; and

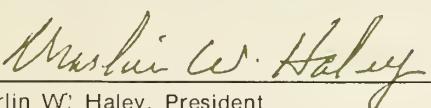
WHEREAS, this Board has duly considered all timely comments concerning same;

NOW, THEREFORE, BE IT RESOLVED that said Master Plan, in the form considered and approved this date by this Board is hereby approved and adopted for the purposes specified in and in order to comply with the requirements of Section 5545.5(b) of the California Public Resources Code;

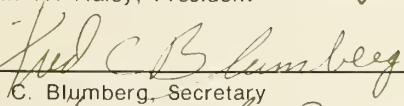
BE IT FURTHER RESOLVED that this Board finds that such Master Plan will not have a significant effect on the environment and the General Manager is hereby directed to prepare and duly file a Notice of Determination for the project.

BE IT FURTHER RESOLVED that the policies and goals of this Master Plan as presently adopted or subsequently amended will be implemented by the District to the best of its ability.

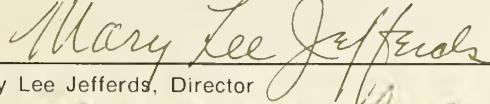
ADOPTED: December 4, 1973



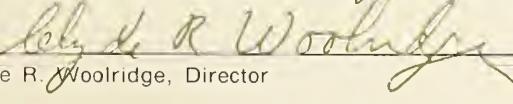
Marlin W. Haley, President



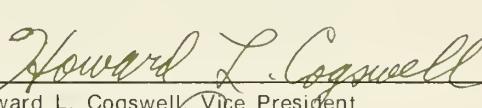
Fred C. Blumberg, Secretary



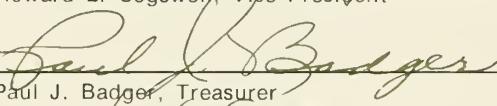
Mary Lee Jeffords, Director



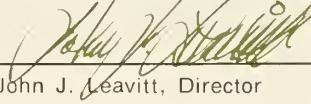
Clyde R. Woolridge, Director



Howard L. Cogswell, Vice President



Paul J. Badger, Treasurer



John J. Leavitt, Director

MASTER PLAN BACKGROUND

A vast number of individual efforts go into the development of a successful Master Plan—particularly one of the size and scope required for a regional agency. Presented below is a brief summary of the significant elements and inputs that have resulted in the Master Plan for the East Bay Regional Park District.

Professional Planning

Overview, Inc., a professional environmental planning firm, was retained by the East Bay Regional Park District. Work on the Master Plan was begun in March, 1972, and the Board of Directors received and accepted the Overview Recommended Master Plan on June 18, 1973, which included the following recommendations:

1. That the Park District provide only recreational opportunities of "regional" scale which are limited to outdoor recreation and further stress those activities in which the park-goer can be an active participant rather than a passive spectator.
2. That the Park District adopt and apply to each parkland, both existing and proposed, a classification system with the following categories of parklands: a regional park and regional shoreline park, regional recreational area and regional shoreline recreation area, regional wilderness, regional preserve, regional trail, and regional open space reserve.
3. That the acquisition priority system used by Overview in compiling its list of recommended sites for acquisition should be used henceforth by the Park District both in determining the Master Plan to be adopted by the Board of Directors in 1973-74 and in ongoing review and modification of the District's Master Plan.
4. That in order to derive from the priority groupings of the 40 sites found to qualify for acquisition, the following specific method for determining the acquisition program was recommended:
 - a. The District pursue an expanded acquisition program involving the acquisition as soon as possible of all the qualifying sites in their respective preferred boundaries or whatever portion of those sites could be bought with the money to be raised from a bond issue of up to \$100 million or a temporary tax increase of up to 30¢ (beyond the presently authorized 20¢) for up to 20 years; and
 - b. If, and only if, legislative or voter approval of the bond issue or temporary tax increase cannot be obtained, the District should pursue a basic acquisition program with the moneys available from present sources of funds.
5. That the District should take the lead in establishing a District-wide system of bicycle/hiking and equestrian/hiking trails.

Public Agency Coordination

A 60-member Public Agency Advisory Committee composed of representatives from 27 special agencies and 25 cities from within the District was created to insure adequate coordination of the master planning effort and to provide professional outside input to the planning process. This committee, operating as an independent body, met monthly during the master planning process and climaxed its efforts by presenting a final report and recommendations to the Board of Directors. The Board of Directors received and accepted the Public Agency Advisory Committee Report on October 23, 1973, which included the following recommendations:

1. A series of specific recommendations and suggested modifications to the Overview Recommended Master Plan.
2. A recommendation that the District adopt the Overview proposal as the basis for its Master Plan.
3. Recommendations for an annual review and update of the Master Plan.
4. That the close working relationship created through the establishment of the Public Agency Advisory Committee be continued by the District.

Informed Citizen Participation

An 83-member Citizens Task Force was created by the Board of Directors as an independent body to review and make objective Master Plan recommendations. Task Force members devoted more than 8,000 hours to Master Plan activity. This informed and dedicated citizen group served as an integral part of the Overview planning process and, following completion of the consultant's Recommended Master Plan, undertook a comprehensive review and analysis of the Overview Recommended Master Plan and submitted a final independent report to the Board of Directors.

The Board of Directors received and accepted the Citizens Task Force Report on October 23, 1973, which included the following recommendations:

1. That the Board of Directors adopt an acquisition plan meeting the general priorities, policies and classifications as defined and suggested by Overview in its Recommended Master Plan.
2. That the Board of Directors approve the Overview Report as the basis for the Park District Master Plan and generally adopt the concept and recommendations of the report as the guide for the future planning and growth of the District.
3. That the Board of Directors adopt a recommended body of policies as prepared and presented by the Task Force to serve as guidelines for the development and operation of the District.
4. That the Park District prepare and circulate to the public a general information brochure which interprets and explains the Master Plan policies and goals in broad concepts rather than technical language.

General Public Review and Comment

To facilitate general public comment and input to the master planning process and to insure adequate general public review of the proposed Master Plan, the following specific activities were undertaken:

1. Prior to beginning preparation of the Master Plan, a series of nine "pre-master plan information hearings," conducted jointly by Overview and the District, were held throughout the District. More than 500 citizens attended these hearings. Principal suggestions included specific site recommendations, the need to acquire bay shoreline, preservation of open space, establishment of a regional trail system, the need for vehicular recreation areas, and the need to complete existing parks.
2. Following completion of the Overview Recommended Master Plan, a series of eight informal presentation/discussion meetings were held throughout the District to present the plan highlights and to receive public critique and reaction. Approximately 600 citizens participated in this review process. Although some additional specific sites were recommended and the need for a higher priority ranking for some recommended sites was stressed, the vast majority of presentations were merely laudatory of the size and scope of the Overview Recommended Master Plan.
3. In addition to the above, representatives of the Board of Directors held three formal public hearings on the draft Master Plan to provide additional opportunities for public review and comment, as well as a work session before the full Board at its regularly scheduled meeting of November 20, 1973.

INTRODUCTION

A. Master Plan Purpose

This Master Plan is intended to present appropriate policies, goals, meaningful guidelines and programs for achieving optimum service to the public as the District, through its staff and elected Board of Directors, meets its responsibilities in fulfilling its role in the community.

The East Bay Regional Park District is a limited-purpose governmental agency operating under the California Public Resources Code. It is a tax-supported regional agency operating in Alameda and Contra Costa Counties, governed by an elected Board of Directors, provides regional parklands, parks, recreation and open space areas, trails, natural preserves and services for District residents.

The District is empowered "...to acquire land, to plan, develop and operate a system of public parks, playgrounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards, and other facilities for public recreation...for the use and enjoyment of all the inhabitants of the District...to conduct programs and classes in outdoor science education and conservation education...to employ a police force...prevent and suppress fires...to manage and control the business and affairs of the District...and may do all other things necessary or convenient to carry out the purposes of the District." (Public Resources Code, Article 3,5500 series)

Background*

B. Legislative Background

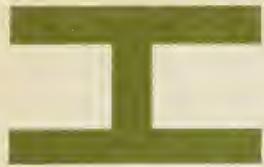
Public Resources Code, Section 5545.5, provides that the East Bay Regional Park District may cause to be levied and collected additional taxes for parkland acquisitions, development and operation only if prior to the beginning of the 1974-75 fiscal year "the District has prepared and adopted a Master Plan which identifies the District's policies and goals with regard to the acquisition of new parklands and lists the general type and quantity of such lands proposed to be acquired and the estimated cost thereof." The revenue from such new taxes (5¢ levied in fiscal years 1972 through 74 and 10¢ which may be levied during fiscal year 1974-75 and thereafter) shall be used through fiscal year 1982-83 in the following manner:

1. Eighty percent "shall be spent exclusively for the acquisition of new parklands."
2. Twenty percent "shall be spent exclusively for the development and operation of such parklands."

C. This Master Plan as presented was derived from the following:

1. The Recommended Master Plan prepared by Overview, Inc.
2. The final Citizens Task Force Report on its critique of the Overview Recommended Master Plan and other suggestions from the Citizens Task Force.
3. The Public Agency Advisory Committee's critique of the Overview Recommended Master Plan and other suggestions from the Public Agency Advisory Committee.
4. Public critique received in open hearings and written correspondence.

*Throughout the Master Plan, boxed areas contain background materials to the Master Plan policies.



PURPOSE AND ROLE OF THE EAST BAY REGIONAL PARK DISTRICT

A. Purpose

The East Bay Regional Park District shall acquire, maintain and operate lands in perpetuity for parkland use and conserve these lands for use in making the outdoor environment available in diverse ways for the enjoyment and education of the general public.

B. Role in the Community

The East Bay Regional Park District will thus become a major participant in improving the quality of life of District residents.

C. Role Policy and Objectives

The Board of Directors, in order to provide direction for fulfilling the District's proper role in the community, establishes the objectives listed below as those necessary to accomplish the District's purpose.

The objectives are intended to insure maximum efficiency in the allocation of District financial, manpower and physical resources and to provide the public, the Board of Directors and staff of the District, other governmental agencies and the private sector with a clear statement of objectives which will be used to guide the District in implementing this Master Plan:

1. To provide a land and water system of regional park, recreation areas, wilderness, preserves, trails and shoreline and services which will provide District residents with diverse opportunities for creative use of outdoor leisure time.
2. To acquire and preserve significant examples of the natural environment, biological and geological resources and outdoor heritage which exist within the boundaries of the District.
3. To cooperate with other public agencies in the acquisition, preservation and management of non-park open space lands.
4. To give emphasis to both environmental and regional recreation values in formulating District programs, yet sensitively balance environmental and regional recreation concerns within the system of parklands operated by the District.

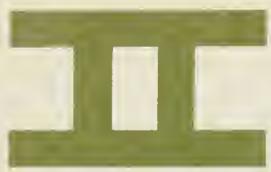
D. Energy Crisis Policy

The District will, in carrying out the above objectives, cooperate in every manner possible in assisting to minimize the energy crisis as well as the environmental crisis.

POLICY CONSIDERATION RELATING TO ENERGY CRISIS

At the time of adoption of the Master Plan the pattern of controls (voluntary or otherwise) in regard to the nation's energy shortage has not been established.

The plan will, therefore, be reviewed and new revised policies adopted (including those of site selection) when the form of energy controls become known. In the meantime, the policy on energy crisis noted above and on page 33 of this plan will be enforced.



DISTRICT PLANNING

A. Master Plan Definition

The term "Master Plan" will henceforth be reserved for the District's overall Master Plan, adopted December 4, 1973, and as amended thereafter.

B. Planning Goals and Policies

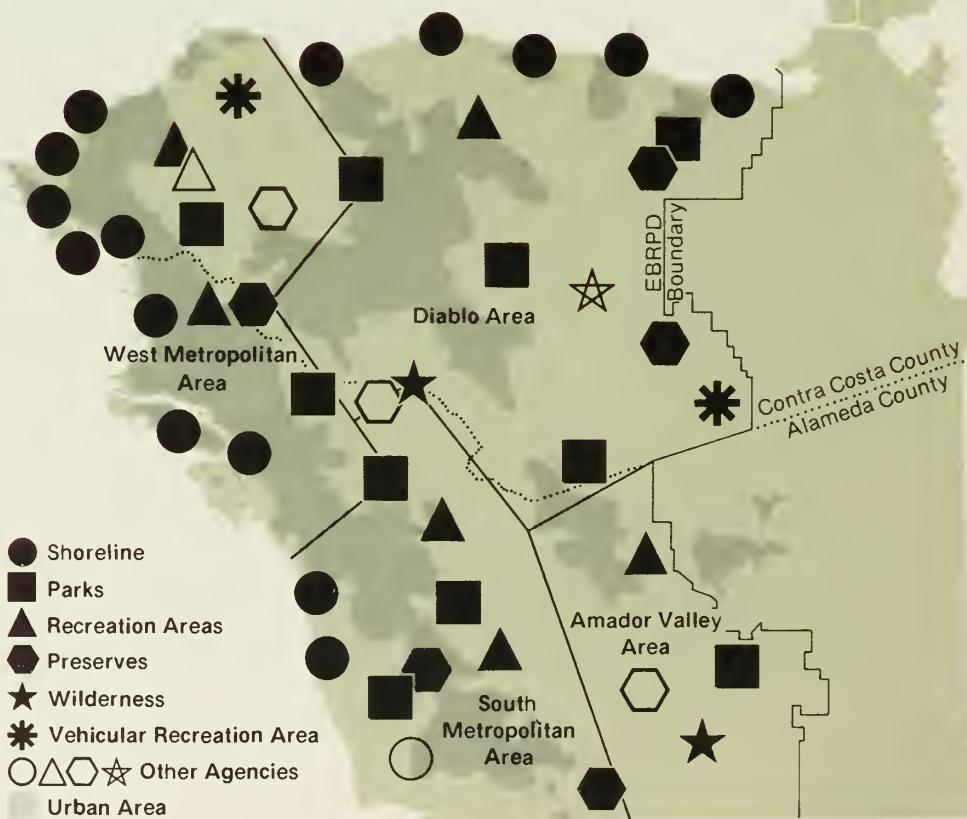
1. Goal for Equitable Parkland Distribution— The District shall have as one of its primary goals the equitable distribution of regional parklands to create a balanced system of both existing and new parklands by 1985, designed to reflect the needs and desires of all District residents.
2. Balanced System — Design Criteria Policy — The District will use the following criteria, which were considered in the design of the "Balanced Parklands Plan" (below), in the selection of its specific park sites: population, transportation, access, geography, resource opportunities and other relevant factors. These include (in addition to the Acquisition Decision Rules, page 41) selection and development of park sites by type following completion of the need and demand marketing surveys as proposed on page 31. Priority will be given to those activities deemed deficient wherever practical and reasonable, provided such activities are consistent with other criteria and policies of this Master Plan.

The 1973 population and assessed valuation breakdown in percentages in the four sub-regions of the District are:

West Metropolitan Area	42%
Diablo Area	27%
South Metropolitan Area	26%
Amador Valley Area	5%
	100%

BALANCED PARKLANDS PLAN

Service areas reflecting sub-regional characteristics and schematic balanced distribution of parklands. (These symbols are exemplars and represent distribution of types of parks throughout the District and do not assure the acquisition of specific recommended sites.)





3. Parkland Classification Policy and Designation

a. Parkland Classification Policy

The District Board of Directors will classify all parkland units which are, or shall become, a part of the East Bay Regional Park District system, into one of the following classifications: Regional Park, Regional Wilderness, Regional Recreation Area, Regional Shoreline, Regional Preserve, and Regional Trail. In addition, the purpose, standards, planning and management guidelines for each classification are adopted as defined below.

REGIONAL PARK

Purpose

A Regional Park is a spacious area where outstanding natural features are preserved and a variety of outdoor recreational opportunities and facilities are provided for public enjoyment and education.

Minimum Standards

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

1. A Regional Park is an area of land, or land and water, of approximately 500 or more suitable acres.
2. Seventy to 90 percent of the area must have, or potentially have, a scenic or natural character. This portion should be designated as a Natural Environment Unit for planning and management purposes.
3. Ten to thirty per cent of the area must be suitable for accomodating a variety of recreational activities. This portion should be designated as a Recreation Cluster(s) for planning and management purposes.

Planning and Management Guidelines — Natural Environment Unit

1. The purpose of the Natural Environment Unit designation is to assure the protection of natural features and values within a significant portion of a Regional Park.
2. The primary management objective is to allow only activities which are compatible with natural environment unit values while preserving, or when necessary establishing, scenic near-natural landscape conditions.
3. Development should be limited primarily to making the unit available for public enjoyment in a manner consistent with the preservation of natural resource values. Development may include such things as basic, but not elaborate, improvements necessary for youth group camping and related outdoor activities, hiking, nature study, and horseback riding.
4. A Natural Environment Unit may contain a Regional Preserve or a Trail Link; any such unit should be planned and managed according to the guidelines applying specifically to it. A Natural Environment Unit may contain peripheral access staging facilities for internal trails.
5. Forest and land management techniques such as tree cutting, controlled burning, re-forestation and planting programs using indigenous plant materials, and cattle grazing may be used to preserve, maintain, or re-create the desired environmental setting.

Planning and Management Guidelines — Recreation Cluster

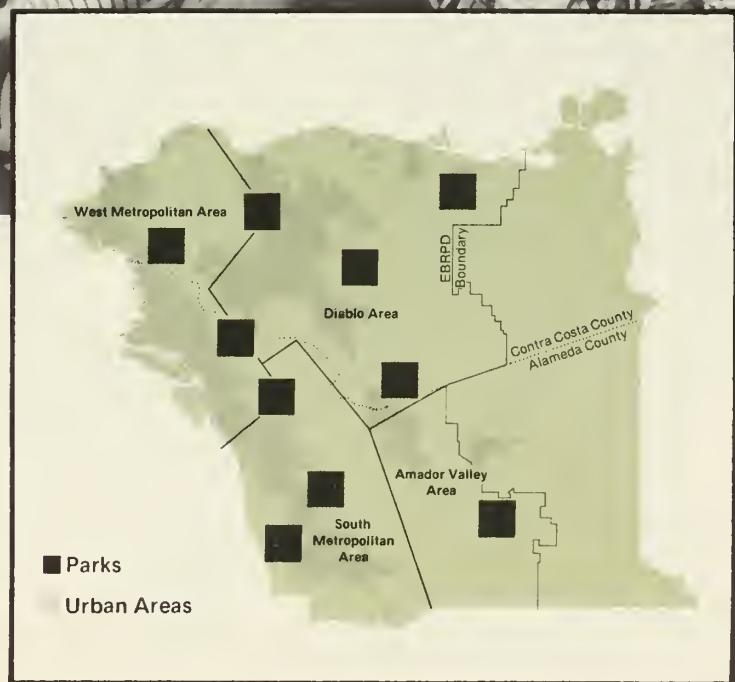
1. Recreation Clusters should contain substantially all the recreational development and staging facilities that are to be provided within a Regional Park. Development may include a broad range of facilities such as campgrounds, picnic areas, snack stands and concessions, nature interpretive facilities, equestrian facilities, beaches, bathhouses, turfed meadows, field archery, and other regional outdoor recreational activities.
2. Wherever feasible, an internal transportation system should be utilized for public movement to and within the cluster.
3. All improvements should be designed, landscaped and managed to provide an appearance that harmonizes with the surrounding natural landscape. This may require extensive maintenance because of the relatively heavy use of the cluster.

The planning of both the Natural Environment Unit and the Recreation Cluster and operation of Regional Parks will take advantage of urban threshold possibilities where the following criteria are met:

1. Closeness to urban communities.
2. Wide variety of environmental resources for interpretation.
3. Possibilities for introductory experiences and programs for urbanites not accustomed to the use of regional scale parklands.



Briones Regional Park



REGIONAL RECREATION AREA

(Includes VRA's and by reference incorporates VRA site selection guidelines Appendix D, Part 2, Page 61, Overview Recommended Master Plan)

Purpose

A Regional Recreation Area is an area developed for the purpose of providing for a variety of outdoor recreational experiences on a site uniquely suited for recreational development.

Minimum Standards

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

1. A Regional Recreation area is an area of land, or land and water, of approximately 100 or more suitable acres.
2. Be capable of being developed for recreational uses compatible with any significant environmental features contained within or adjacent to the Recreation Area. The land and facilities to be developed must be capable of withstanding relatively intensive public use.
3. A Regional Recreation Area should have proven recreational resources such as but not limited to man-made or natural bodies of water for providing multiple recreational opportunities such as swimming, family and group picnics, fishing, boating, etc.

Planning and Management Guidelines

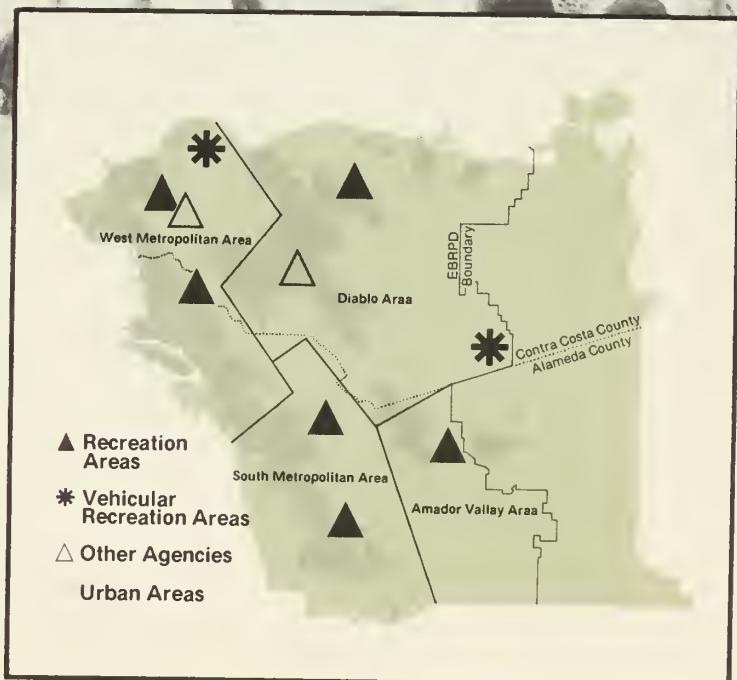
1. The area should be planned and developed to accommodate a variety of compatible forms of recreation. Alteration of the environment and extensive maintenance may be necessary to facilitate relatively intensive public use of the area.
2. Wherever feasible, nature interpretive facilities and programs should be provided within a Regional Recreation Area. Marshes, wildlife habitat areas, ponds, and other similar resources may be artificially created for this purpose.
3. In order to provide facilities for a wide range of park users, development may include improvements such as swimming beaches, small boat marinas, bathhouses, man-made lakes, playing fields, and other facilities for recreational activities of regional significance.

Shadow Cliffs Regional Recreation Area





Top: Shadow Cliffs Regional Recreation Area
Bottom: Don Castro Regional Recreation Area



REGIONAL WILDERNESS

Purpose

A regional Wilderness is an expansive area of the natural environment preserved for the purpose of providing a place for man to be isolated from the urban scene in a setting where natural qualities and forces are dominant.

Minimum Standards

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

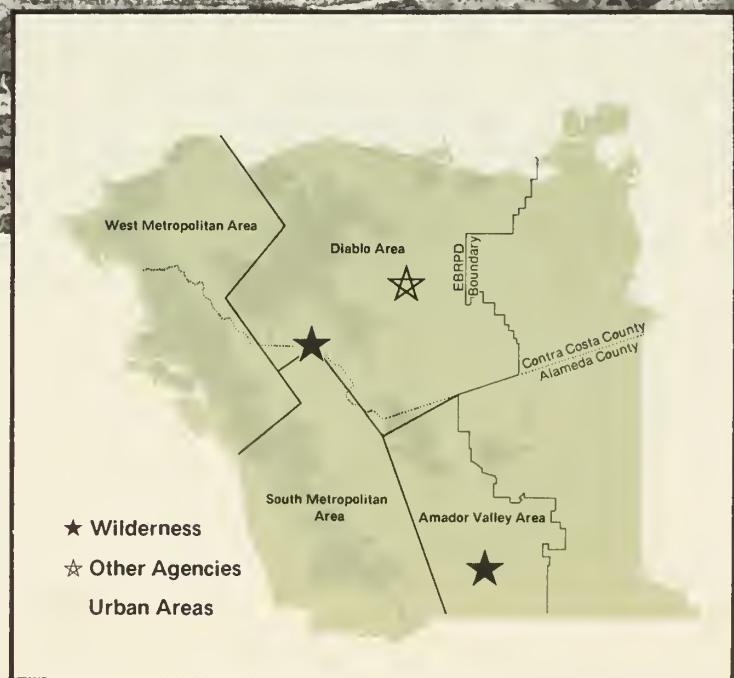
1. An area that is usually larger than 3,000 acres. A total unit potential for both unrestricted access and possible restricted public access areas which may exceed 10,000 acres. This total area should be designated a Wilderness Unit for planning and management purposes.
2. The area must be generally undisturbed, natural and roadless. The area may, however, contain narrow low-use roads which may be abandoned if not needed, or if suitable, used for trail purposes, or used by public safety and maintenance vehicles for access to the Regional Wilderness.
3. In order to provide a "wilderness feeling," the area must be sufficiently wide at all points so as to prevent the penetration of noise and other forms of pollution foreign to wilderness.
4. The viewshed from within the wilderness unit should be generally undeveloped. Within that viewshed, development should be prevented either through acquisition, lease, adequate land-use controls, easements, or the commitment of another public agency owning or controlling the surrounding land.
5. Adjacent to, or nearby the wilderness area, there must be one or more areas suitable for staging purposes. The staging area(s) should be designated as a Wilderness Staging Cluster for planning and management purposes.

Planning and Management Guidelines — Wilderness Unit

1. The primary planning and management objective should be to allow natural processes and desirable ecological change to take place insofar as is feasible. Management practices should be oriented toward protecting the unit from the adverse effects of man's activities (such as overuse of the unit or introduction of exotic plants) and protecting the health and safety of the public when necessary in ways consistent with wilderness values.
2. Improvements within the unit should be limited to horseback riding, hiking, and service trails along natural or suitable existing routes, youth group and individual hike-in camping, boundary fencing, and adequate signing for visitor information and safety. Minimal sanitary facilities and potable water supply may be established if required.
3. There should be no public roads, permanent habitations, or general recreation facilities of any kind. Mechanized equipment of any kind other than emergency vehicles and maintenance equipment should not be allowed in the unit except as needed for resource management purposes.
4. Incompatible economic use of the unit that may exist at the time of its acquisition should be discontinued as soon as practicable and equitable, and no further commercial utilization of the resource should be allowed.
5. Forest and land management techniques such as tree cutting, controlled burning, reforestation and planting programs, and cattle grazing may be used to preserve, maintain, or re-create the desired environmental setting.
6. In cases where the Wilderness Unit does not include an entire ecological management unit (such as the territory required for a wildlife species), the involved adjacent landowners should be encouraged to assist in the preservation of the ecological management unit and be provided with information and advice for that purpose. The government having jurisdiction should be encouraged to establish land use regulations that will protect the ecosystem.

Planning and Management Guidelines — Wilderness Staging Cluster

1. The objective of the staging cluster is to minimize any adverse effects that could otherwise result from man's use of the Regional Wilderness unit through the clustering of facilities on the periphery of the wilderness unit.
2. The cluster should contain adequate and appropriate facilities for users of the Regional Wilderness Unit. Developed facilities might include a parking area, sanitary facilities, security residence, service yard, nature interpretive facilities, camping facilities, and family picnic areas. Facilities which are not oriented primarily toward users of the Wilderness Unit should not be provided within the Wilderness Staging Cluster. All facilities should be designed so they are harmonious in appearance with the natural surroundings and if possible adequately screened from view of visitors while in the Regional Wilderness Unit.
3. There may be more than one Wilderness Staging Cluster for a Regional Wilderness Unit if there are suitable multiple access points and if the goals and purpose of the Regional Wilderness Unit would not be compromised by multiple access points.
4. The Staging Cluster should be managed to provide an appearance that is natural in character; this may require replanting of native species and adequate maintenance.



REGIONAL SHORELINE

Purpose

A Regional Shoreline is an area of land and related water area located on a bay, estuary or river, which has significant recreational, natural or scenic values.

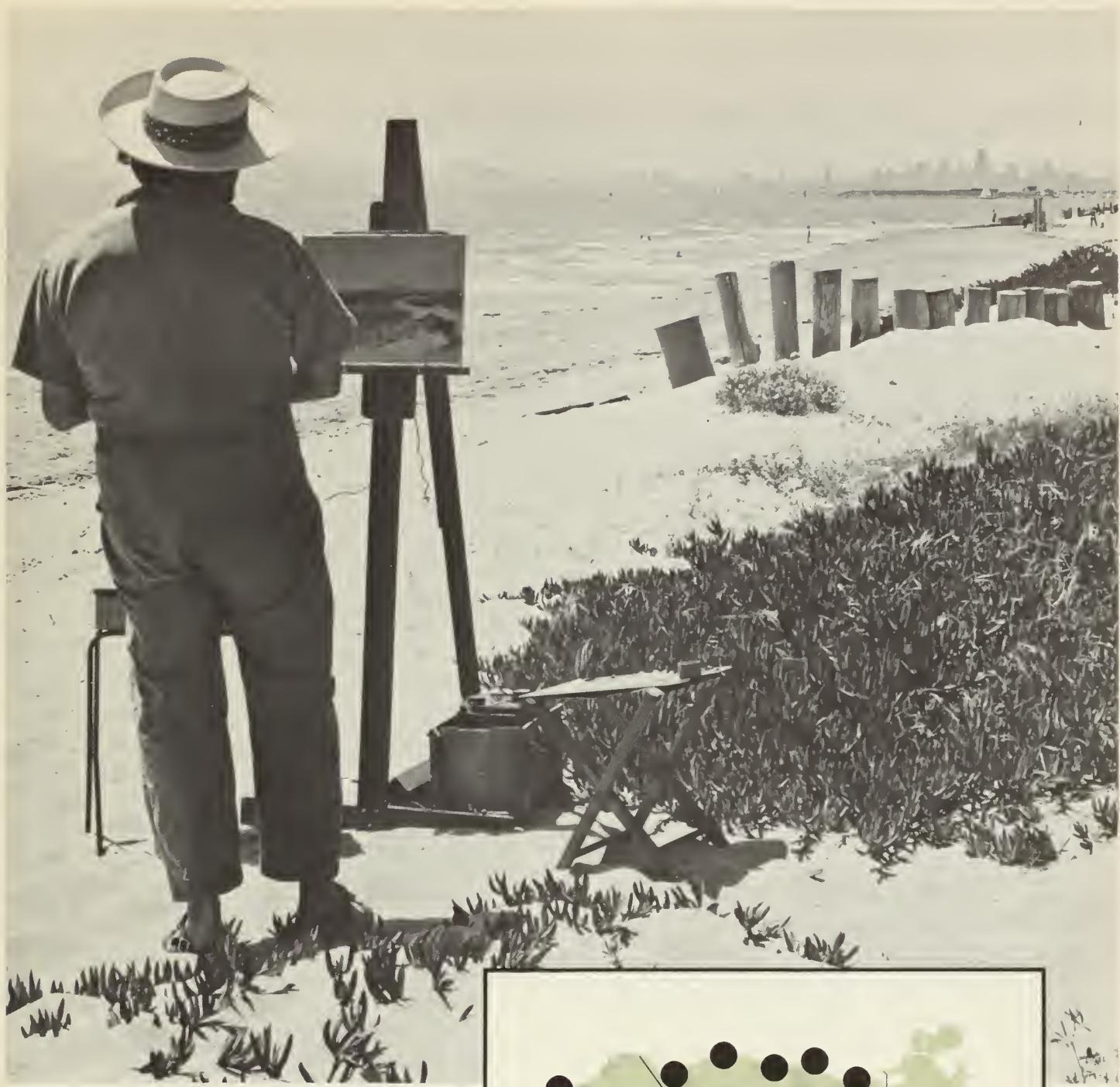
Minimum Standards

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

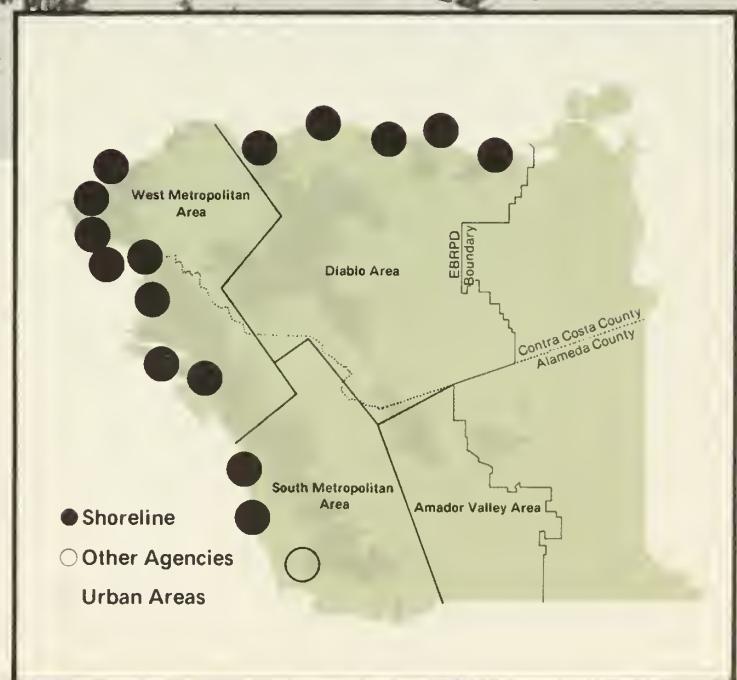
1. A shoreline area (or grouping of smaller areas connected by trail or water access) possessing a variety of natural shoreline environments and manageable units of littoral, tidal, near-shore area and uplands which have value for scientific or educational purposes with at least 5 to 40 percent of the area suitable for accommodating a variety of regional shoreline recreational activities.
2. A shoreline area of land and related water suitable for providing opportunities for a variety of regional shoreline recreational activities such as swimming, fishing, boating, viewing, or other public shoreline uses.

Planning and Management Guidelines

1. Planning for a Regional Shoreline should provide for a balance between two basic purposes — conservation of the significant resource values of the Alameda/Contra Costa shoreline, and shoreline related recreation, both for District residents in general and for the urban-impacted communities that neighbor the shoreline.
2. The primary planning and management objective should be to provide maximum public access to the shoreline by providing a variety of compatible shoreline recreational opportunities while preserving or, when necessary, restoring near natural shoreline environments.
3. The overall site plan for each area of Shoreline shall, on the basis of a detailed resources study, designate and establish the boundaries for a regional preserve, if suitable, or natural environmental unit and a recreation cluster within each area of Shoreline.
4. Areas within a Regional Shoreline designated as a recreation cluster may be developed for active recreational pursuits such as beaches, picnic areas, shoreline meadow or turfed areas, shoreline and pier fishing areas, marinas, boat landings, visitor centers, interpretive facilities, viewpoints and concessions related to and necessary for the operation of any of the uses.
5. The entire immediate shoreline should be available for public enjoyment and education. Where possible, all staging facilities (except for those which must be on the shoreline or over the water surface, i.e., fishing pier) should be confined to uplands that are a minimum of 100 feet from the actual shoreline.
6. Wherever feasible, Regional Shoreline areas should be reached by public transit, public ferry or private boat, or a transportation system connecting to an inland site, rather than by the private automobile.
7. The planning and operation for Regional Shoreline will take advantage of urban threshold possibilities where the following criteria are met:
 - a. Closeness to urban communities.
 - b. Wide variety of environmental resources for interpretation.
 - c. Possibilities for introductory experiences and programs for urbanites not accustomed to the use of regional scale parklands.



Robert W. Crown Memorial State Beach



REGIONAL PRESERVE

Purpose

A Regional Preserve features an outstanding element of nature or man's past acquired by the District for the purpose of protecting the element and making it available for the enjoyment and education of the public. The essential element of such a preserve may be of an archeological, botanical, geological, historical, open space, scenic or wildlife nature.

Minimum Standards

To be considered suitable for designation as a Regional Preserve, an area must meet these requirements:

1. Have one of the following features:
 - a. An element of remarkable natural wonder or scientific importance such as rare or endangered plant and animal species and their supporting ecosystems, features illustrative of geological processes, significant fossils or geological features, or unusual topographic features.
 - b. An element of regional significance associated with the history, tradition or cultural heritage of the East Bay, which merits preservation.
 - c. An element possessing regional open space values which is part of an adopted regional open space plan.
2. Protection of the element in the area by either:
 - a. Sufficient size to insure an appropriate atmosphere for protecting and enjoying the element; or
 - b. Adequate land-use controls that will prevent the adverse development of surrounding lands and waters.
3. The element of importance in the proposed preserve (except for open space not requiring unrestricted physical public access) must either:
 - a. Have adjacent to it, or nearby, an area suitable for staging purposes; or
 - b. Be within another regional parkland which already has adequate staging facilities.

Planning and Management Guidelines — Preserve Unit

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

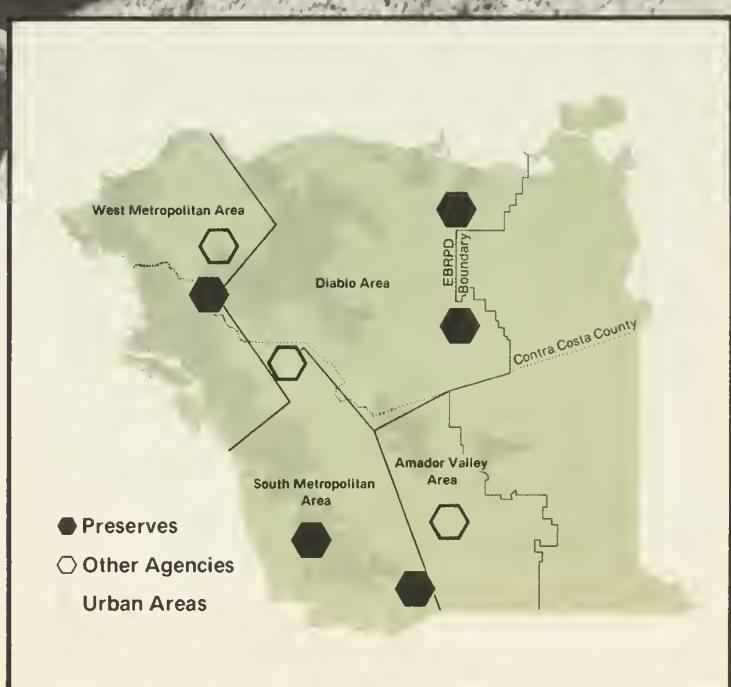
1. The preservation and enhancement of the Preserve element should be the primary planning and management objective, with interpretation and enjoyment of the element being secondary. Development within the unit should be held to the minimum required for public safety, protection and enhancement of the resource. Improvements might include such things as pathways, protective fencing, replanting of indigenous vegetation, overlook areas, explanatory signs, and shelters or fencing to protect fragile elements. Minimal sanitary facilities and potable water supply may be established if required.
2. Development within the unit should be designed to be harmonious in appearance with the natural environment or with the style of construction associated with the historical period being featured.
3. Within historic buildings, commercial uses (such as crafts, stores, book shops, and art shops) may be permitted if the uses would be harmonious in appearance with the style of the building and would not adversely affect the preservation and enhancement of the historical significance of the structure.
4. A Preserve Unit may be a separate site or be contained within any one of the appropriate parkland classifications.
5. Replanting of native plant communities and the control of adverse ecological processes such as insect infestation or the encroachment of exotic plant communities may be necessary to perpetuate the desired environmental character.

Planning and Management Guidelines — Staging Cluster

1. An area near the Preserve Unit suitable for staging and interpretive purposes should be designated a Preserve Staging Cluster. The Cluster should contain adequate and appropriate facilities limited to serve the needs of users of the Preserve Unit. Developed facilities might include such things as a parking area, sanitary facilities, security residence, service yard, interpretive facilities, educational and research facilities.
2. The Preserve Cluster should be designed and managed to provide an appearance that is natural in character or that harmonizes with the style of the historic period being featured. This may require some replanting of native species and an exacting maintenance program to maintain this character.



Black Diamond Mines Regional Preserve



REGIONAL TRAIL

Purpose

A Regional Trail is a linear parkland established primarily for the recreational activities of walking, hiking, bicycling, and horseback riding.

Minimum Standards

For an area to be considered suitable for designation as a Regional Trail (internal park trails which are not part of the Regional Trail plan excluded) it must possess the following characteristics:

1. There must exist a potential linear corridor of regional significance, to be designated a Trail Link for planning and management purposes. Each Trail Link must have at least one of the following features:
 - a. It must connect two or more elements, each of which is either:
 - (1) A parkland of regional scale such as those provided by the East Bay Regional Park District, the East Bay Municipal Utility District, the California State Park System, or the National Park Service.
 - (2) An Activity center such as a BART station, major shopping area, major city park, major population center, or college.
 - (3) A joint regional-local trail project or a connection to a local trail system serving an urban area.
 - b. It should provide a loop that is of sufficient length to create a regionally significant trail experience through predominantly scenic land either inland or along the shoreline.
2. There should be adequate land area available at strategic locations along the trail link suitable for staging and/or compatible trail recreational activities, to be designated a Trailhead for planning and management purposes.

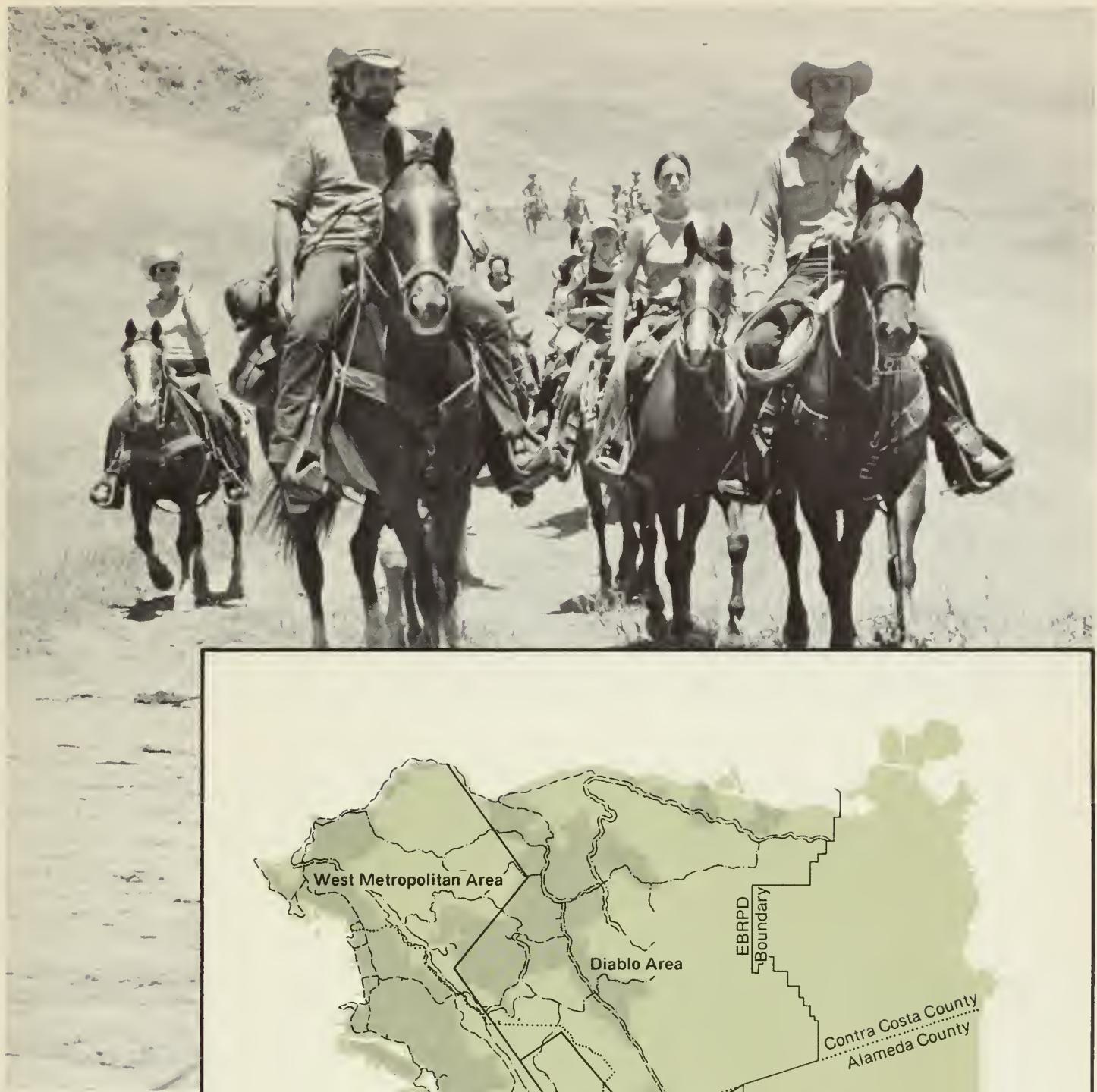
Planning and Management Guidelines — Trail Link

1. Each Trail Link should be clearly marked with signs. Where the Trail Link is to be used exclusively by a particular type of user(s), the Trail Link should be clearly designated and should be equipped with signs or barriers to prevent the entry of incompatible activities.
2. The trail modes should be consolidated within the same corridor wherever feasible. Hiking-bicycling and hiking-equestrian are "compatible paired activities," depending on the width, steepness, and other conditions of the trail. Before being paired, these elements should be carefully considered. Where they are incompatible, paths should be kept separated, although they may share a common corridor.
3. The Trail Link should be at least wide enough to accommodate the designated users. Where a somewhat wider feature such as a canyon, narrow valley, ridge, plateau, or flood plain creates a linear area that is focused on the site of the Trail Link, if feasible the Trail Link should encompass its entire width. This will guarantee protection of the area and provide trail-related open space along the trailway.

Planning and Management Guidelines — Trailhead

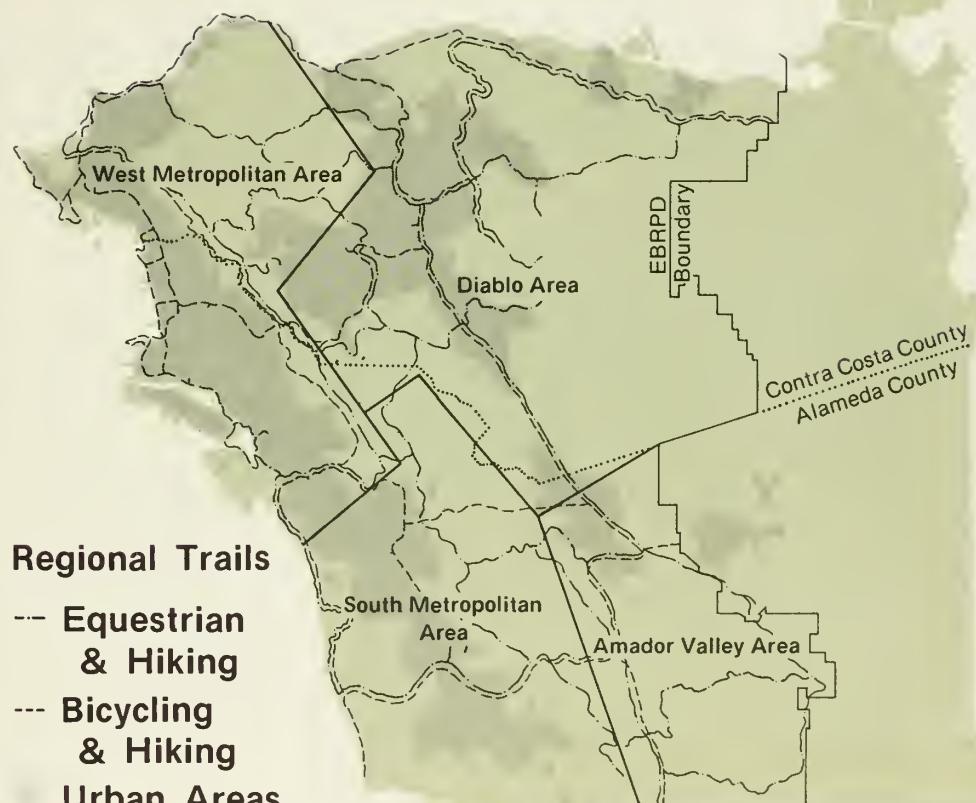
The areas along the Trail Link to be used for staging, rest, and relaxation purposes should be designated as Trailheads. Within a Trailhead, the following guidelines should apply:

1. Trailheads should be located at strategic access points along a Trail Link. If the Trailhead is situated within another regional parkland, it should be clustered with other developed recreational facilities.
2. The Trailhead should be developed with facilities adequate and appropriate for users of the Trail Link. Developed facilities might include elements such as parking areas, youth hostel, equestrian center, sanitary facilities, drinking fountains, picnic areas, and shelters.
3. The Trailhead, particularly along the shoreline, may contain additional facilities not primarily oriented toward trail users such as playing fields, fishing areas or landscaped areas if these facilities do not conflict with the primary purpose and goals of the Trailhead.
4. The primary management objectives should be to provide for the needs of trail users and to serve as an entry point to the regional trail system. Moreover, within urban areas and especially along the bay shoreline, portions of Trailheads can provide some degree of relief from the urban scene by providing a small area of natural quality.



Regional Trails

- Equestrian & Hiking
- Bicycling & Hiking
- Urban Areas



LAND BANK CATEGORY

Purpose

A Land Bank is either a portion of a future East Bay Regional Parkland or an opportunity acquisition, easement, or gift of land which has not been specifically identified as a potential parkland in the Master Plan.

Minimum Standards

For an area to be considered suitable for designation in the Land Bank Category, it must possess one of the following characteristics:

1. Be part of a larger area which has the potential for meeting the minimum standards of a regional parkland classification, with acquisition of the necessary surrounding land to form a parkland of operational size being under District consideration.
2. Possess park, recreation, or open space values which make its control by a public agency desirable and no other public agency or suitable non-profit organization is in a position to assume control of the land.
3. Constitute a gift of real property and/or improvements of potential financial benefit to the District.

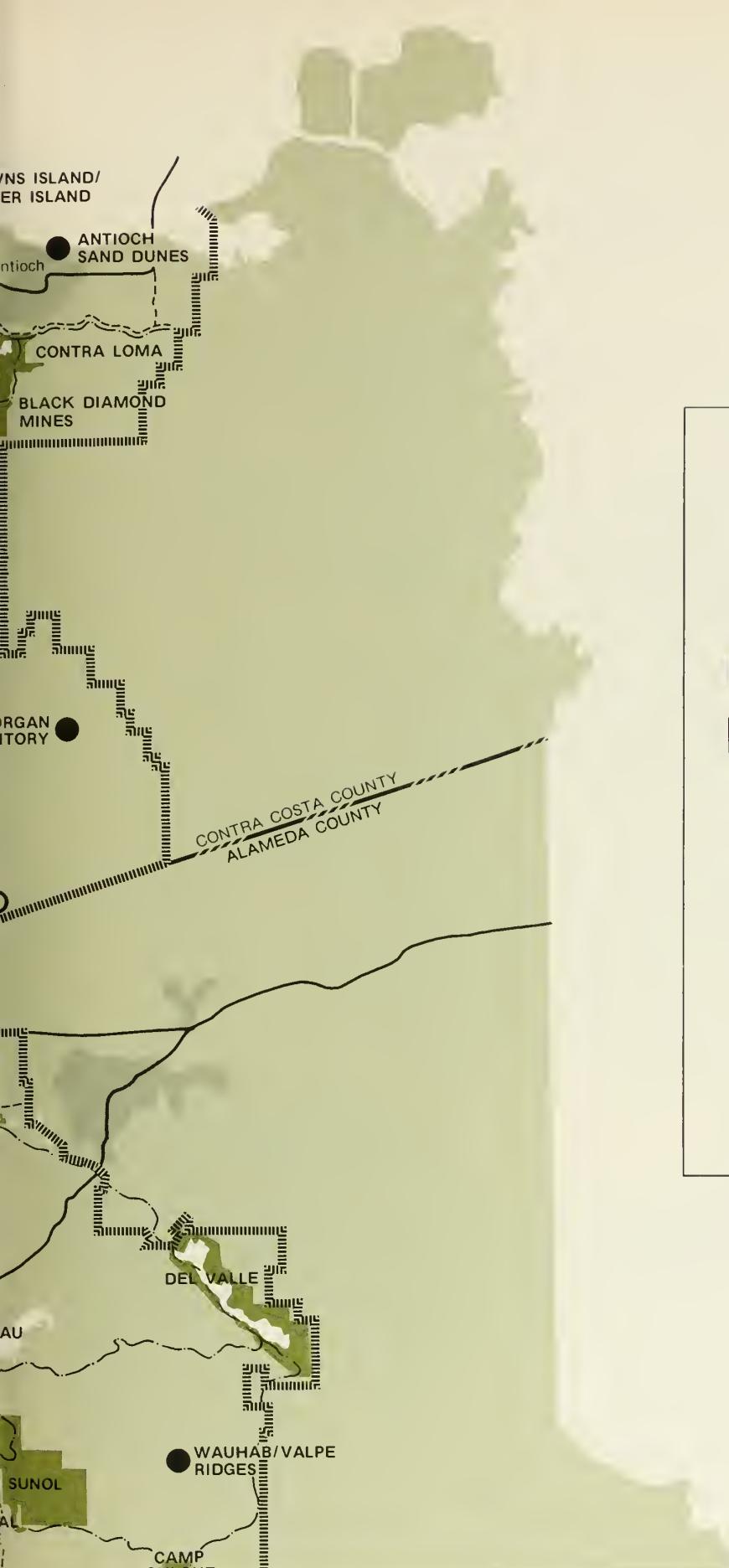
Planning and Management Guidelines

1. The area may be opened to the public use under circumstances where such use would not require facilities or improvements and would result in minimal maintenance and operational costs. In no event shall an area which is in a Land Bank Category be dedicated as a Regional Parkland until reclassified to one of the approved parkland classifications.
2. The area should be held in this classification for a reasonable period of time. Land which will not be included in a future East Bay Regional Park District parkland but is important for park, recreation and open space purposes generally and is in imminent danger of being lost should be held by the Park District until another public agency is able to assume control of the land. If another public agency will not assume within a reasonable period, consideration should be given to disposing of the property.
3. Management techniques such as controlled burning, erosion control, and replanting may be undertaken if they enhance the natural and scenic values of the area. Grazing, crop production, or quarrying may be considered if such use would not result in conditions adverse to eventual site use for park, recreation or open space purposes.
4. If the area is being held for a specific eventual parkland use, it should be managed as if assigned to its final parkland classification.









REGIONAL PARKLANDS MAP

- OVERVIEW & TASK FORCE RECOMMENDED SITES FOR EBRPD ACQUISITION
- OTHER PARKLAND SITES FOR POTENTIAL EBRPD ACQUISITION
- EXISTING EBRPD PARKLANDS
- URBAN AREAS
- HIGHWAYS AND MAJOR ROADS
- BART STATIONS
- REGIONAL BICYCLE/HIKING TRAILS
- REGIONAL EQUESTRIAN/HIKING TRAILS
- ||||| EBRPD BOUNDARY

SCALE 1: 125,000
MILES

b. Existing and Potential New Parkland, Site Classification Designations

The Board of Directors, in accordance with the classification policy (page 10) establishes the following classification designations for existing parklands and a probable designation for potential parkland sites.

However, such classifications, if found incorrect on further evaluation, will be changed following detailed planning and resource analysis. Some of the suggested potential sites may be dropped from the list and others added following more detailed planning and analysis.

REGIONAL PARKS	REGIONAL SHORELINE	REGIONAL VEHICULAR RECREATION AREAS
Existing Briones Anthony Chabot Contra Loma Coyote Hills Del Valle Garin Redwood (Roberts) Tilden Wildcat	Existing Robert Crown Brooks Island George Miller, Jr. Point Pinole (Funds for acquisition from new tax money)	Existing None
Potential Sites Suggested by Overview-Task Force Devaney Canyon — Tehan Falls Diablo Foothills Dry Creek Pioneer Pinole Valley Vargas Road Plateau	Potential Sites Suggested By Overview-Task Force Antioch Sand Dunes Berkeley / Emeryville Shoreline Berkeley Waterfront Browns / Winter Islands Emeryville Crescent Hayward-Johnson Landing Hoffman Marsh Mallard Slough Martinez Waterfront Old Alameda Creek Marsh Point Isabel Point Molate Port Chicago San Leandro Bay San Lorenzo Shoreline (Bockman Channel) San Pablo Creek Marsh Wildcat Creek Marsh	Potential Sites Suggested by Overview-Task Force Canada Del Cierbo Doolan Canyon Rodeo Creek
REGIONAL PRESERVES Existing Black Diamond Mines Huckleberry Robert Sibley Berkeley Open Space		REGIONAL WILDERNESS Existing Las Trampas Sunol
Potential Sites Suggested by Overview-Task Force Ardenwood Claremont Canyon Mission Peak Ridge (Coast Range Peaks) Morgan Territory Mountain Village Ridgelands Sobrante Ridge		Potential Sites Suggested by Overview-Task Force Wauhab / Valpe
REGIONAL LAND BANK CATEGORY Existing Camp Parks Peak Property	REGIONAL RECREATION AREAS Existing Don Castro Cull Canyon Kennedy Grove Shadow Cliffs Temescal	
Potential Sites Suggested by Overview-Task Force (none)	Potential Sites Suggested by Overview-Task Force Alameda Creek Quarries Arroyo Del Cerro	
	REGIONAL TRAILS Existing Alameda Creek Trail National Skyline Trail	
	Refer to Map page 21	

c. Projects Suggested for Federal and State Government Implementation

The District finds that the following park projects are appropriate for implementation by either federal or state government.

- (1) Del Valle Expansion and Development
- (2) Mt. Diablo State Park Expansion
- (3) San Francisco Bay National Wildlife Refuge
- (4) "National Ridgelands" Park

4. Acquisition Policy

The District will follow in its land acquisition program those policies and goals as outlined on pages 41 through 43; and make parkland acquisitions, by type and related priority, in general conformance with the site recommendations of the Overview Report as amended by the Citizens Task Force.

5. Area of Influence Policy

a. Relationship to Planning Policy

The District will plan and develop a parkland system designed specifically to meet the needs and demands of the District residents. A planning zone based generally on a 30-minute travel time shall be recognized as the source of the principal users and potential users of a parkland whose opinions, along with other interested District residents, will be actively sought prior to the design of the parkland.

b. New Area Annexation Policy

The District will be receptive to efforts of citizens and groups wishing to annex to the District, particularly in the case of Murray Township and the Liberty Union High School District. When and if such areas do annex to the District, consideration will be given to recognized regional park sites in those areas and the acquisition of such new sites as funds become available.

Generally, regional parklands serve a zone within a one-hour driving time. Collectively, the sites which will be developed as part of the East Bay Regional Park system of parklands will serve in some degree portions of surrounding counties. Even though a number of users of the East Bay Regional Park District system will come from outside of District boundaries, (equal numbers of District residents will probably use parks operated in the surrounding areas) the District will continue to plan and promote the use of its parklands primarily for District residents. An inequitable relationship exists, however, in the eastern portions of Alameda and Contra Costa counties where reasonably good access to District facilities is available to non-District users who are not providing reciprocal opportunities for District residents. At the appropriate time the District should take steps to annex the remaining portions of Alameda and Contra Costa counties.



6. Intergovernmental Policies

a. Coordination Policy

In the development and implementation of its programs, the District will coordinate its activities by working with other governmental agencies to provide efficient and effective facilities and services to District residents.

b. Non-duplication Policy

The District will, in developing its system of regional parklands, endeavor not to duplicate the efforts of other agencies, but will develop a system of areas, facilities and programs which will take advantage of remaining park and open space opportunities within Alameda and Contra Costa Counties and which will complement the existing sites operated by the District and other agencies.

While the East Bay Regional Park District is the only agency in Alameda and Contra Costa Counties with a specific mandate from the legislature and the public to provide a system of regional parklands, there currently exist several other agencies which also provide facilities which serve a regional need. The District in its effort to provide a balanced system of regional parklands will take into consideration in its planning the regional needs and services which are being met by the federal government (Golden Gate National Recreation area, South Bay Wildlife Refuge and John Muir Home); the State of California (Mt. Diablo State Park, Franks Tract State Park); the East Bay Municipal Utility District (Lafayette and San Pablo Reservoirs) and the various cities and local agencies within Alameda and Contra Costa Counties which are operating major local parks which serve sub-regional needs.

7. Parkland Planning Policy

a. Parkland Site Plans

The District will plan its parklands, both existing and new, in the manner set forth in the Parkland Planning Sequence, below. Existing parkland site plans will be reviewed and analyzed beginning at Step 2 of the Sequence, as time and funds are available.

b. Parkland Planning Sequence and Review Policy

The District will review and up-date individual park plans (Resource Analysis, Land Use-Development Plan, and Capital Improvement Plan) for individual parks, to be responsive to changing conditions, public interest and needs. Each parkland to be acquired by the District will be planned in the following sequence:

Step 1: Acquisition Evaluation: Each proposed parkland site (expansion or new parkland) will have an acquisition plan developed to include the following elements: compliance with parkland classification, property boundary determination, preliminary resource evaluation, study of alternative sites in the area for implementing the Balanced Parklands Plan (Page 8) proposed development sequence and cost, proposed maintenance and operation cost and acquisition program.

Step 2: Resource Analysis: After a parkland site has been acquired by the District and prior to the development of a land use plan, the District will complete a resource analysis which will identify features of the parkland which have significant resource value as well as provide a potential plan for vegetation and wildlife management. Where an aquatic element is involved, a water management plan will be included. Guidelines will be established to be used in later planning processes to protect significant natural resources which could be adversely affected by parkland use.

Step 3: Land Use-Development Plan: The District will, following adoption of the resource analysis, prepare a Land Use-Development Plan prior to any major development or provisions for permanent public use of the site. The Land Use-Development Plan will identify natural environment units, preserves, or any other designation within the parkland classification system which will control planning and management of parkland and any recreation or staging cluster within the proposed parkland site. A schematic development concept will be prepared in map form along with supporting narrative.

Step 4: Capital Improvement Plan: The District will prepare a detailed capital improvement plan when a parkland development has been approved by the Board and funds for development of a parkland have been budgeted. The capital improvement plan will include a detailed capital facility or site plan to accomplish any improvements or provisions for public use of the site.

c. Specific Site Plan Policies

(1) Site Resources Policy

The District will plan specific sites by balancing, sensitively, both environmental and recreational concerns, giving full consideration to site resources as well as public recreation need and demand.

The multiple use concept is not valid in planning for parkland uses involving fragile resource values. Therefore, it will be necessary, in specific instances, to designate areas for specialized single purpose uses if significant environmental resources are to be protected.

(2) Need and Demand Policy

Within the limits where multiple use does not destroy the value to which the area is dedicated, the District will allow such additional uses to be planned for and permitted as do not violate basic park and conservation philosophy expressed in the Master Plan. Uses planned for will be based on need and demand as follows:

- (a) Data collected as part of the need and demand survey program (page 31).
- (b) Expressed public desire for development or provision for activities, listed on page 31.
- (c) Evaluation of the recreational needs and demands of current and future residents of a specific planning zone, as well as any overall regional system needs which can be met at a specific parkland.

d. Public Hearings

To provide the public with an opportunity to express its opinions about the resource analysis and to comment on potential development and uses of a new parkland site, public hearings will be held in the planning zone for each parkland in the following manner:

- (1) Following completion of the resource analysis, to review the analysis and to solicit public comments and suggestions which should be considered in the formulation of the Land Use-Development Plan.
- (2) Following completion of the Land Use-Development Plan and prior to Board approval of the plan, to provide an opportunity for additional public review and comment.

8. Primary and Ancillary Activities and Interests Policy

The District will include in the capital improvement plan for each parkland, in addition to primary activities and facilities, provisions for such ancillary activities and facilities as are appropriate and do not conflict with the parkland classification.

The parkland classification system describes those activities which may be located within a specific parkland classification. These activities are defined as primary and usually serve as the principal attraction which draws an individual, family or group to a particular parkland. Facilities or provisions consistent with the classification system may be provided for other ancillary activities, i.e., horseshoe pits, volley ball courts, children's play areas, outdoor interpretive displays, and secondary concessions which will provide additional diverse opportunities for parkland users.

9. Park Use Planning Policy

The District will provide within each parkland operated by the East Bay Regional Park District facilities which will encourage parkland use by individuals, families, and groups and where appropriate will emphasize opportunities for group use of parklands, consistent with the resource analysis and parkland classification.

10. Planning for Minority Preferences Policy

The District will, as part of its Master Plan implementation, respond to the outdoor recreational needs of the diverse minority population (aged, handicapped, economic, ethnic, racial, etc.) it serves. A portion of the needs and demands survey will be directed to collecting additional information from both minorities and other District residents to develop data which will aid the District in overcoming operational practices which minimize minority use.

11. Private Enterprise Recreation Policy

The District will continue to encourage private enterprise to provide its own land and programs where such can be shown as beneficial to the public.

Private enterprise and in some areas local agencies continue to provide the majority of specialized revenue producing outdoor recreational opportunities through major marinas, private recreational facilities, golf courses, hunting, and a vehicular recreation area facility.

12. Naming Parklands Policy

The District will normally adopt a name for each parkland based on geographic, natural, or historic criteria identified with the area. Memorial naming, including naming "in honor of" and naming for families associated with specific parcels over long periods of time, may be used to designate some portion of a park or a specific facility within a park, but not its entirety.

13. Trail Policy

- a. The District, in coordination with other governmental agencies in the two counties, will acquire, develop and operate a Regional Trail System with the overall objective of providing a comprehensive system of trails both through and connecting its parklands with each other and with other trail systems, and the urban communities. To this end, the Two-County Regional Trail Plan adopted by the District June 20, 1972, will be regularly reviewed and updated.
- b. The District will actively promote coordination with other governmental bodies in the two counties so that acquisition, development, operation, and use of regional trails may be accelerated, so long as the overall objectives of the Overview-Task Force plan are met. A more detailed policy on such a coordinated effort will be prepared after consultation with other involved governmental bodies.



II RECREATION POLICIES

A. Outdoor Emphasis Policy

The District will provide lands and facilities which make a variety of outdoor rather than indoor experiences available to the public. The District will emphasize those activities in which the parkland user can be an active participant rather than a passive spectator.

B. Need and Demand Survey Policy

The District will initiate an ongoing park demand monitoring program, including opinion and marketing surveys of both users of parks and non-users, to keep in touch with the needs or demands for specific facilities and parklands. The survey will be used to aid the District in reviewing and modifying the Master Plan as well as for specific site planning.

C. Regional Outdoor Activities Policy

The District will provide, as determined from time to time by the Board of Directors, a system of Regional Parks, Recreation Areas, Wilderness, Trails, Preserves and Shorelines which will provide, primarily, outdoor opportunities for a variety of significant regional activities.

Those currently accepted as regional activities are:

1. Facilities required category

The following activities may be considered for site planning and facilities provided for them, if consistent with the parkland classification: bicycling, boating, *botanic garden, children's environmental play areas, family camping, family picnicking, field archery, fishing, group picnicking, hiking, horseback riding, *merry-go-round riding, *miniature trains, marksmanship, *meeting rooms, model airplane flying, motorcycling and other off-road vehicles, nature centers, outdoor sports and non-structured pursuits on turfed meadow areas, pony rides, sunbathing, swimming and youth group camping.

*(Includes activities which exist at Tilden but may not be included elsewhere.)

2. Facilities not required category

Activities for which facilities are not required that may be planned for: bird watching, blanket picnicking, experiencing wilderness and open space appreciation, games such as horseshoes, volley ball and lawn croquet where the participants bring their own equipment, model boating, nature hikes, open space activities such as contemplation, painting, photography, sightseeing and study and educational pursuits.

D. Special Interest Recreation Policies

1. Systems/Site Analysis Policy

The District will, as a part of its on-going implementation and specific site planning program, maintain a systems/site analysis of present opportunities and any deficiencies for activities which require assigned space which may not generally be available to other public uses. This will guide the District in balancing its overall program.

Such activities currently authorized for consideration in planning are: archery, bee keeping, hang gliding, horseback riding, marksmanship range, model airplanes, model boats, motorcycling, and quarter midget racing.

2. Site Operation Policy

Sites proposed for special interest groups will be reviewed with representatives of such groups and they will be encouraged to organize and administer their specific sites, both for their use and that of the general public.

E. Camping Policy

The District will provide overnight camping facilities, including overnight stops on continuous hikes, for organized groups as well as for individuals. Camping facilities will be minimally developed, with special attention given to problems of health, safety, protection of the environment in accordance with the resource analysis, and management considerations required by the specific parkland in which camping facilities are provided.



F. Hostels Policy

The District will, in general, not favor the development and operation of hostels on parklands but will encourage the locating of such hosteling facilities on lands adjacent to parklands. However, if buildings are acquired as part of a new parkland acquisition or they are situated on existing parklands, they may be considered for hostel use if appropriate.

G. Recreational Programs Policy

The District will limit its formal programmed recreation activities primarily to interpretation and education and will not commit itself to the operation of large-scale formal recreational programs.

H. Vehicular Recreation Area Policy

The District will provide one or more vehicular recreation areas suitable for off-road vehicle users. Prior to completion of acquisition, an operational policy will be prepared for the proposed site(s) in accordance with a resource analysis and other background materials required by the responsible local planning and zoning authority for purposes of obtaining required variances or use permits.



RESOURCE POLICIES

IV. Resource Policies

A. Preservation Policy for Wilderness, Preserves, and Natural Environment Units

1. The District will preserve identifiable portions of specific parklands appropriate to the parkland classification in an effort to provide places for individual park users to be isolated from the urban environment in a setting where natural qualities and forces are dominant.
2. The District will acquire and preserve parklands which contain outstanding elements of nature, primarily to preserve their unique or rare features. The management of preserves will include provisions for the interpretation of the significant elements to the public.

B. Resource Analysis Policy

The District will prepare a Resource Analysis Report (see Step 2, page 28) for each parkland (old and new) and adopt land use policies based on the findings, following public review and hearings. The District will periodically review and update the Resource Analysis Report for each parkland to take advantage of new information and changing conditions.

C. Encroachments on Parklands Policy

The District will continue to respect private property rights of owners of lands contiguous to regional parklands. When specific uses are proposed regarding these private lands, the District will analyze, comment and attempt to eliminate or minimize any significant negative impact of the proposed land use on adjacent parklands.

D. Historic Sites Policy

1. The District may acquire or be the recipient of gifts of points of historic interest only if they lie within a larger parkland area proposed for purchase and suitable for use as a parkland classification other than historic preserve. At this time, the District does not plan to acquire historic preserves because of the limited funding capability for financing other District parklands.
2. The District may dispose of any historic structures so acquired to another responsible organization, governmental service or agency for purposes of restoration and operation in a manner which is compatible with the surrounding parkland.
3. The District will assure additional funding before approving the implementation of a historic preserve program.

E. Wildlife Policy

1. The District will apply every consideration to the needs for preservation of wildlife within its holdings, especially as they relate to land management or development policies and practices.
2. The District will play an active educational role in working with adjacent property owners and public agencies regarding the means and necessities for protecting wildlife whose home ranges extend both in and out of parklands.
3. The District will pay special attention to the habitat needs of wildlife and, if suitable arrangements to protect wildlife ranging onto adjacent lands are not possible, the District will consider development of alternate habitats on its own lands.

F. Energy Resource Conservation Policy

The District, in order to conserve energy resources, will plan its system of parklands to maximize opportunities for access by walkers, hikers, bicyclists, users of public transportation and other means of access, rather than the private automobile.

G. Natural Conditions Restoration Policy

The District will take into consideration as part of its land and water management program the possibilities of reclaiming lost or altered natural biotic communities where appropriate. Where resource analysis and land use planning indicate the benefits of restoring marshland, grassland, woodland, forest, chaparral, or other natural communities, such improvements will be included in parkland development programs.

V OPEN SPACE PRESERVE POLICIES

A. Open Space Role Policy

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

B. Inter-Agency Cooperation Policy

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

C. Open Space Acquisition Policy

The District will acquire open space preserves only after favorable priority, feasibility and financial studies have been completed for each acquisition within the context of an overall District system of regional open space preserves.

D. Open Space Financing Policy

The District is legally authorized to use its funds to acquire open space. However, because of the limited funding capabilities for financing other District parklands, the District will seek additional funding for any open space acquisition program which may be implemented.

VI PARKLAND DEDICATION POLICIES

A. Dedication Resolution Policy

A parkland will be considered dedicated for public use within the meaning of Public Resources Code, Section 5540, only upon adoption of a Resolution of Dedication by the Board of Directors establishing the date of dedication. The Resolution of Dedication will specify in map form all lands which have been included within the area dedicated for public use.

B. Dedication in Perpetuity Policy

The District will, at the appropriate time, dedicate for public use all parklands it owns as provided for by state law and such lands will be held in perpetuity for park, recreation and open space uses. Such dedication will follow establishment of any required reasonable rules and regulations.

C. Leased Lands Dedication Policy

The District will dedicate parklands for public use which are leased or otherwise used but not owned by the District only for the term of the agreement under which the District uses the land. In the event the District purchases the property in fee, the Board will, at the appropriate time, adopt a resolution officially dedicating the site, within the meaning of Paragraph B above.

VI

OPERATIONAL POLICIES

A. Future Policies

The District will complete the second phase of an intensive management-operational analysis not later than Summer, 1974, the first phase having already been completed.

The Board of Directors will consider for adoption by amendment into the Master Plan any relevant operational and management policies which are identified in Phase Two of the Management-Operational Analysis. Such policies will include, but not be limited to, those relating to the following: Interpretive, Public Safety, Park Operations, and Public Information Programs; Organizational Structure and Staffing Levels; Operational Cost Implications through 1982; and other operational management policies and assigning of specific responsibilities for implementation of the District Master Plan.

B. Current Policies

1. Nature Education Policy

The District will provide a program of nature education and interpretation. Where possible, the program will be coordinated with other public land holding agencies and educational institutions. In developing educational programs, every consideration should be given to providing opportunities for public participation in program formulation and to meeting the broad spectrum of needs within the diverse East Bay communities. Particular emphasis will be given to imparting to the public the need to enhance, preserve and protect the lands of the East Bay Regional Park District and the natural environment of the East Bay.

2. Public Information Policy

The District will continue its full-scale public information program, utilizing all media and attempting to reach all segments of the public in (a) encouraging the use of parklands by citizens, (b) giving attention to environmental values and purposes of the District, (c) providing free access to information by citizens, and (d) reporting to the public on a truthful and objective basis.

3. Public Safety Policy

The District will provide for the safety and protection of parkland users as well as protection for the natural features, structures and facilities, public health and property of citizens within its parklands. This public safety responsibility shall include both police and fire services.



4. Public Board Meetings Policy

The District declares all meetings of the Board of Directors open to the public, with the exception of those held confidential under terms of the Brown Act, and public expression of opinion is encouraged. The participation of both citizens and public agencies is encouraged as a matter of policy and such participation is actually sought by the District in the interest of a well-informed citizenry.

5. Information Disclosure Policy

The District will provide for free perusal of District records and materials which are not held confidential under terms of the Brown Act and the California Public Records Act.

6. Affirmative Action Policy

The Board of Directors reaffirms its long-established policy of fairness in employment, with concern for avoiding bias based on color, sex, race, age, national origin or religion.

Furthermore, the Board of Directors stipulates that the District actively recruit, through all practicable means, minority and women candidates for employment and select only the best qualified person from among all applicants for any positions.

Specifically:

- a. The District commits itself to the development and implementation of result-oriented procedures and programs which work toward proportionate representation of the work force of the surrounding community (Alameda and Contra Costa Counties) in the structure of the work force employed by the Park District.
- b. The District will require contractors employed for District work to adhere to these guidelines and will monitor them to insure compliance.
- c. The Board of Directors, in adopting this policy and to assure these principles of equity in employment and in accord with state and federal requirements, charges everyone associated with the District to support and work toward implementation of this program and to participate in achieving its maximum success.

7. Concessionaire-Lessee Policy

The District will allow, subject to the terms of existing agreements, the continued or future use of District land by concessionaires, lessees, or non-profit organizations only when adequate environmental monitoring is possible and after adequate management controls are established to preserve environmental and park values. The primary purpose for which parklands are set aside must continually govern their use.





FINANCE AND ACCOUNTING POLICIES

A. Ten Year Economic Projection Policy

The District will make projections of both income and expenditures which will be reviewed and updated annually.

All financial projections for new tax funds are based on the 1973-74 dollar value and have been projected in the following manner:

1972 - 1973	5¢ tax rate
1974 - 1982	10¢ tax rate

In addition, acquisition, development, maintenance and operational financial projections must take into consideration the effect of inflating costs on "effective" dollars. It is anticipated that inflation in land acquisition costs and development and operational costs will exceed the annual increases in assessed valuation, creating a lag in "effective" dollars. An accelerated acquisition program may overcome the inflationary spiral of increasing land values; however, the inflationary character of development and operational costs can be expected to exceed anticipated annual increases in assessed valuation, thereby reducing the "effective" development and operational dollars in the later phases of the 10-year program. This may be unavoidable as early development would require more net maintenance and operational costs which would negate any savings realized through pre-inflation development.

B. Tax Funds Allocation Policy

The District adopts the following general guidelines for allocation of new tax funds to parklands acquisition and development among the following parkland classifications through 1982. These guidelines recognize the legislative mandate requiring use of 80 percent of new tax revenues for acquisition and 20 percent for development and operations.

1. Estimated Tax Income:	\$53,000,000.00			
2. Estimated Expenditures by Classification	%	Acquisition \$	Development/M&O %	\$
• Shoreline	30	12,720,000*	35	3,710,000
• Parks	20	8,480,000	20	2,120,000
• Wilderness & Preserves	20	8,480,000	5	530,000
• Recreation Areas & Vehicular Recreation Areas	10	4,240,000	20	2,120,000
• Trails (for trail projects outside of other parkland classifications)	5	2,120,000	10	1,060,000
• Contingency	15	6,360,000	10	1,060,000
Subtotal	100	42,400,000	100	10,600,000
Total Expenditures				\$53,000,000.00

C. Sub-regional Expenditure Policy

The District will make every effort to achieve in its 1982 inventory of parklands a balance of expenditures reflecting equitable use of funds in the four sub-regions of the District as illustrated on page 8, taking into consideration the tax revenues and the percentage guidelines set forth above as well as grants and gifts and expenditures of other agencies providing regional services.

D. Acquisition and Development Borrowing Policy

The District will take the earliest practicable action to acquire those lands identified by the Board for first priority acquisition. Any accelerated funding programs will take the phased acquisition program into consideration as well as fluctuating interest rates to borrow at the most opportune time possible.

The District is authorized to borrow, initially, \$10,000,000 on a short-term basis (5-10 years) against the anticipated tax revenues of fiscal years 1974-75 and 1975-76. However, land acquisition will most probably be phased over the 10-year period, taking into account staff limitations, financial considerations and the realities of a complex and diversified acquisition program.

E. Special Interest Recreation Funding Policy

1. The District will normally provide use of District lands for special interest recreation activities (see Paragraph D, page 31) where such uses are included in an approved park plan.
2. The District may lease an appropriate land area to a special interest user group; however, the financing, development and operation of any installed facilities will normally be the responsibility of the special interest group.

F. User Fees Policy

The District will consider and analyze alternate ways of achieving the objectives presently realized through user fees, such as revenue and access control.

G. Gifts Policy

1. The District will seek and accept gifts, deferred gifts, life estates, bequests, cash, stocks, insurance, annuities, bonds, or other forms of present or future, absolute or conditional, transfers of fee or lesser interests in improved or unimproved real property situated within or outside of the District's boundaries.
2. These gifts need not meet the standards and criteria applicable to parkland acquisition and need not be dedicated for park or open space use.
3. These gifts should benefit the District by production of income and/or subsequent trade or sale.

H. Existing Park Development Policy

The District will determine, as part of the continuing re-evaluation and modification of the Master Plan, possible postponements of major portions of the recommended capital improvement program and rehabilitation program for existing parks until after 1982. If postponement is not possible, it will be necessary to seek additional funding to complete the development and provide for resulting increased operational costs for existing parklands.

Current estimates indicate that \$5,150,000 will be needed to complete required capital development and rehabilitation of existing parklands. Projections indicate a probability for deficit spending in the "old money" category prior to 1982 even with a minor \$1,200,000 capital development program. However, projections will be reviewed annually and revised to take into consideration changing conditions.

I. Supplemental Funding Policy

The District will continue to pursue all available funding sources for purposes of carrying out its programs, to include but not be limited to the State Land and Water Conservation Fund; State Water Conservation Board Grants; other Federal and State programs which become available; applications to county and city governments for projects which merit funding from revenue sharing allocations; the 1974 California State Bond Proposal; and from private funding sources.

A joint program is being developed with the cities and counties and other agencies providing recreational opportunities as required by state law for the 1974 State Park Bond proposal. The District's effort in this regard is to work with the cities, counties and agencies in developing joint proposals for projects of regional significance rather than through submission of separate competing projects.

For the last 10-year period, the District has been successful in generating approximately \$6 million in supplemental funding through federal and state grants and values received from other public agencies and supplemental funding through contributions from private sources. While the character of public funding grant programs will vary from the programs which existed in the 60's, continuing funding possibilities should be available to the District for acquisition and development projects.

J. Development and Operation Costs Control Policy

The District will adopt a long-term development and operation budget which will identify the development costs for each purchased parkland and the resulting operational cost through 1982. The budget projection will be reviewed annually and will serve as a guide to assure that development and operation of parklands throughout the District will be balanced in the same manner that the acquisition program is balanced and that available estimated funding is not exceeded.

Since State Law requires that new money be restricted to 20 percent for the development and operation of new parklands, it will be necessary for the Board to control carefully all development and plans for public use. While maximum public access to parklands is desirable, it will be necessary during the years of 1974-1982 to limit the development and operational commitment on new parklands and in some cases it may be advisable to limit the level of public use until after 1982, at which time development and operation funding restrictions may terminate.

K. New Tax Money Accounting Policy

The District hereby adopts the following accounting rules for the use of new tax revenues in order to assure consistent and uniform compliance with the provisions of Section 5545.5(a) of the Public Resources Code.

1. Definitions

- a. "**Old parklands**" (as distinguished from "new parklands") shall be deemed to include any parklands either (1) vested in the District on July 1, 1972, or (2) those which this Board had, on or before such date, authorized the acquisition of by purchase or option to purchase, or agreement, or contract, or the filing of condemnation proceedings.
- b. "**New parklands**" shall be deemed to be all parklands acquired by the District which are not "old parklands" and shall include by way of example and not limitation (1) a greater right, title or interest in land than was heretofore possessed by the District under some pre-existing lesser form of right, title, or interest (e.g., an easement where only a license existed before; a fee interest as compared to a prior leasehold) and (2) land area adjacent to or connected with old parklands acquired to expand the existing facility or for scenic or other environmental protection or enhancement of old parklands.



2. Use of Tax Increase Revenues

The District shall, pursuant to Section 5545.5 of the Public Resources Code, use new tax revenues only in connection with the acquisition, development or operation of new parklands as follows:

a. Acquisition

The 80 percent to be used exclusively for acquisition may be expended for:

- (1) Payment of the purchase or option price or award in eminent domain proceedings.
- (2) Reasonable and necessary expenses of acquisition including, by way of example and not limitation, appraisal fees, legal fees, court costs, title insurance premiums, interest on funds borrowed or bonded after July 1, 1972, in anticipation of such tax increase revenues, recording fees, boundary surveys and a pro rata share of Land and Water Acquisition and Management departmental overhead.
- (3) Direct expense incurred in the defense and perfection of title.

b. Development and Operation

The 20 percent to be used exclusively for development and operation may be expended for:

- (1) The direct expense incurred in the improvement and maintenance and operation of any new parklands including, by way of example and not limitation, erosion and weed control, construction and repair of roads and trails, tree planting and cultivation, fire control measures, construction and repair of new and existing structures and utilities, facilities, development and revision of development plans.
- (2) A pro rata share of Plans and Design and Parks departmental overhead, representing the portion of the total effort of these departments but without specific identifiable department budgets or portions thereof, fairly attributable to such new parklands area.
- (3) A pro rata share of Ranger, Fire Protection, and General Administrative expense representing the portion of the total effort of specific identifiable department budgets or portions thereof fairly attributable to such new parklands.



ACQUISITION GOALS AND POLICIES

A. Land Acquisition Goals

The goals for the general type and quantity of new parklands to be acquired under this plan and their estimated 1974 costs are as follows:

1. Basic acquisition program including both new parkland sites and existing park expansions which are feasible under present available tax funding.

Type of Parkland	Quantity	Estimated Cost
• Shoreline	4,000 to 4,600 acres	\$12.7 million
• Parks	4,900 to 5,500 "	8.5 "
• Wilderness & Preserves.....	10,000 to 14,500 "	8.5 "
• Recreation Areas (including VRA's).....	4,000 to 4,700 "	4.3 "
• Trails	No projection at this time	2.1 "
• Contingency		6.4 "
Total	22,900	\$42.5 million

2. Additional supplementary acquisitions including both new parkland sites and existing park expansions which must await additional funding.

Type of Parkland	Quantity	Estimated Cost
• Shoreline	5,000 to 6,000 acres	\$10.1 million
• Parks	8,000 to 8,500 "	24.0 "
• Wilderness & Preserves	10,000 to 12,000 "	12.5 "
• Recreation Areas (including VRA's)	2,000 to 2,800 "	11.3 "
• Trails	No projection at this time	No projection at this time
Sub-totals	25,000	\$57.9 million

B. Acquisition Decision Rules Policy

1. A decision to acquire new parklands must be consistent with the Balanced Distribution of Parklands Plan (see page 8).
2. The District will use an acquisition evaluation report, because most sites include both basic and supplementary lands, to determine whether the site can be separated into "Minimum Park Site" (basic) and a "Park Expansion Area" (supplementary) by meeting the following criteria.
 - a. The minimum standards of the Parkland Classification System (see pages 10 through 22).
 - b. Logical boundary considerations.
 - c. Site integrity.

If the contemplated park facility can be so divided, then only the Minimum Park Site shall be acquired until the entire Balanced Parklands Plan has been implemented unless:

- (1) Acquisition funds for completion of the Balanced Parklands Plan have been reserved.



- (2) Acquisition of the Minimum Park Site is contingent upon simultaneous acquisition of one or more of the Park Expansion Areas.
 - (3) Near-term threat of changes in land use of the Park Expansion Area exist which will adversely affect park values of the Minimum Park Site.
3. In recognition of the complexity of the overall Master Plan Acquisition Program, the Board shall be guided by the following criteria in its determination of the sequence in which the various parklands shown on the Balanced Parklands Plan are acquired.
- a. The existence of unusually favorable acquisition opportunities.
 - b. The existence of specific near-term factors likely to result in significant additional acquisition difficulties or costs or the total loss of site to other uses.
 - c. Coordination with plans of other public agencies.

C. Parkland Acquisition Procedures Policy

- Step 1. Staff is authorized to accept and gather available information relevant to possible acquisition of all parklands identified on the list of Existing and Recommended Parkland Sites (see page 26).
- Step 2. Staff shall obtain authorization from the Board of Directors prior to formal negotiation for acquisition of specific park sites. Negotiations are to be held only with the record fee owner and/or authorized representative. Such authorization shall provide for at least one independent appraisal of such parklands.
- Step 3. The District shall offer to acquire new parklands for the fair market value of the interest sought to be acquired as indicated by its approved independent appraisal. Furthermore, the District shall not pay more than fair market value for new parklands.
- Step 4. Dependent on the outcome of formal negotiations, staff shall formulate acquisition recommendations for presentation to the Board of Directors.
- Step 5. The District's power of eminent domain (condemnation) shall be exercised only as a last resort and, in such event, pursuant to an appropriate Board resolution of public use and necessity.

D. Non-minimum Standard Site Acquisition Policy

The Board of Directors shall determine prior to acquiring any parklands which do not meet the minimum classification standards for the particular type of parkland for which the site would be designated that:

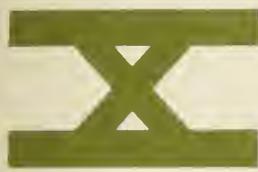
- 1. The site is suitable to carry out the purposes of the classification.
- 2. There does not exist an alternate site which does meet the minimum standards within the area to meet the purposes of the Balanced Parklands Plan.

E. Acquisition Programming Policy

The District will program as part of its acquisition effort over the next 10 years the inclusion of those sites which may be difficult and time-consuming to acquire and take such steps as are necessary to reserve adequate funds for their acquisition, development and operation.

F. Site Cost Analysis Policy

The District, prior to finalizing its decisions relative to a proposed parkland acquisition, will develop a site cost analysis including estimates of acquisition, development and operation costs through 1982.



ACCESS AND ROADS POLICIES

A. Scenic Roads Policy

The District will not acquire, build nor maintain scenic roads outside its parklands.

B. Park Access Roads Policy

The District will maintain a continuing interest in roads which provide access to regional parklands and will advise cities and counties having jurisdiction over access roads of its desire to receive notification of proposed improvements or development plans related to such access roads in time for meaningful comments on such plans.

C. Internal Transportation Systems Policy

The District will develop internal transportation systems for use in lieu of private transportation in those regional parklands where appropriate and necessary.

D. Incompatibility of Public Roads Through Parklands Policy

The District finds that public roads through parklands are generally incompatible because they lessen the quality of the parkland experience for park users and, in addition, create substantial operational security problems for parkland managers. Therefore, the District will oppose the development by other public agencies of such roads and roadways on regional parklands.

The East Bay Regional Park District is charged by State Law and the mandate of District residents with the acquisition, development and operation of a system of park, recreation, ecological, natural and open space preserves as well as to protect these lands and hold them inviolate and in perpetuity for park purposes.

Parklands provide a sense of remoteness from urban areas, roaming space for leisure and unstructured recreation and other park activities which require viewshed protection.

Only through the inviolate protection of parklands can they also serve as ecological units for scientific study; as open space to shape and control urban development and the containment of urban sprawl; as an environment which provides food, habitat and living range for birds, marine and other wildlife; and favorably affect the scenery, climate and livability of the area.

State Law also provides that lands of the East Bay Regional Park District dedicated and appropriated for public use as a regional park are presumed to be in the highest and best public use in the context of a threatened taking for state or local road or roadway purposes.

E. Roadside Rests Policy

The District will not acquire, develop nor maintain any roadside rests or picnic areas outside regional parklands. Roadside picnic areas within the regional parks, however, should be developed at appropriate locations.



MASTER PLAN REVIEW AND PUBLIC PARTICIPATION POLICIES

A. Public Hearings Policy

The District will review, update and hold public hearings on the Master Plan periodically, but not less than bi-annually to take advantage of new information and changing conditions.

B. Annual Report Policy

The District will prepare and circulate an Annual Report to District residents reporting its progress in implementing the Master Plan, together with any policy changes which have been made in the adopted plan.

C. Citizen Participation Policy

The Board will appoint a broad-based advisory committee to meet from time to time as necessary and appropriate to advise and report to the Board in response to its specific assignments relating to the review and modification of the Master Plan and such other assignments as the Board may make.



ENVIRONMENTAL IMPACT REPORT POLICY

The District will cause to be prepared and duly considered, when required by statutes or regulations, an Environmental Impact Report or, where allowed, in lieu thereof, a Declaration of Negative Impact for each proposed new parkland acquisition and for each significant development on parklands.

The Board of Directors adopted this Master Plan without preparation of an Environmental Impact Report for the reason that the Master Plan will serve as a guide to future parkland acquisition and development and is subject to revision and change and, upon the finding of the Board, that the Master Plan would not have significant (negative) effect on the environment. The District has prepared a set of guidelines for the preparation of Environmental Impact Reports applicable to all of its activities.





ACKNOWLEDGMENTS

The Board of Directors wishes to express its appreciation for the exceptional effort and contributions of the individuals listed below who set the stage for the Master Plan and participated in its preparation.

Local State Legislators Supporting AB 925

Carlos Bee	John T. Knox
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Committee for More Parklands

1,400 members
116 endorsing organizations

The Board of Directors wishes to acknowledge the services of the special editorial committee which edited the final text for the master plan.

Howard Cogswell and Paul Badger representing the Board, William S. Dickson representing the Citizens Taskforce, and Fredrick Monteagle representing the staff.

Picture Credits

Michael Ackley — Page 11 and 46.

Frederick J. Monteagle — All other photos.

APPENDIX

(By Reference)

Copy to be certified, filed and retained with Board Secretary

These documents and hearing summaries are background to the Adopted Master Plan and are included by reference.

1. Public Resources Code Section 5545.5 (AB 925)
2. Overview Recommended Master Plan—June, 1973
3. Citizens Task Force Master Plan Report—October, 1973
4. Public Agency Advisory Committee Master Plan Report—October, 1973
5. Recreation Preferences of Minority People in the East Bay—ABAG—July, 1973
6. Summaries of Nine Pre-and Eight Post-Overview Hearings—1972-73
7. Summaries of Three Final Master Plan Public Hearings—November, 1973



