E A S T S H O R E

Eastshore State Park General Plan

Prepared for:
California Department of Parks and Recreation
East Bay Regional Park District
California State Coastal Conservancy

December 6, 2002

Gray Davis
Governor

Ruth Coleman
Acting Director of Parks and Recreation
P.O. Box 942896
Sacramento, CA 94296-0001

Mary D .Nichols
Secretary for Resources

Resolution 26-02
adopted by the
CALIFORNIA STATE PARK AND RECREATION COMMISSION
at its regular meeting in Berkeley
December 6, 2002

Unit Classification
Eastshore State Park
Classified as a State Seashore

WHEREAS the Director of the Department of Parks and Recreation has proposed that this Commission approve the proposed unit classification for the Eastshore Park Project; and

WHEREAS the proposed Eastshore Park Project contains 1667 acres to provide for the recognition and protection of the unit's natural and recreational resources; and

WHEREAS the proposed Eastshore Park Project contains 1667 acres consisting of relatively spacious coastline with frontage on San Francisco Bay possessing important scenic and natural character with significant recreational values; and

NOW, THEREFORE, BE IT RESOLVED pursuant to Section 5019.50 of the Public Resources Code and after proceeding in accordance with the Administrative Procedures Act contained in Section 11370 et seq. of the Government Code, that the State Park and Recreation Commission hereby classifies the unit as a State Seashore and names the unit Eastshore State Park.

Resolution 27-02
adopted by the
CALIFORNIA STATE PARK AND RECREATION COMMISSION
at its regular meeting in Berkeley
December 6, 2002

Unit Classification
Albany State Marine Reserve

WHEREAS, the Director of the Department of Parks and Recreation has proposed a 190 acre State Marine Reserve adjacent to Eastshore State Park, classified as a State Seashore, to provide for recognition and protection of the unit's important natural resources; and

WHEREAS, the proposed State Marine Reserve encompasses extensive wetland and mudflat areas that provide habitat for such special status species as the California clapper rail, black rail and California least tern and;

WHEREAS, the proposed State Marine Reserve shall protect threatened native species, and contribute to the understanding and management of marine and intertidal resources and ecosystems by providing the opportunity for scientific research; and

NOW, THEREFORE, BE IT RESOLVED pursuant to Sections 36700 and 5019.50 of the Public Resources Code and after proceeding in accordance with the Administrative Procedures Act contained in Section 11370 et seq. of the Government Code, that the State Park and Recreation Commission hereby classifies 190 acres adjacent to Eastshore State Park, as a State Marine Reserve and names the unit Albany State Marine Reserve.

Resolution 28-02
adopted by the
CALIFORNIA STATE PARK AND RECREATION COMMISSION
at its regular meeting in Berkeley
December 6, 2002

Unit Classification
Emeryville Crescent State Marine Reserve

WHEREAS, the Director of the Department of Parks and Recreation has proposed a 405 acre State Marine Reserve adjacent to Eastshore State Park, classified as a State Seashore, to provide for recognition and protection of the unit's important natural resources; and

WHEREAS, the proposed State Marine Reserve encompasses extensive wetland and mudflat areas that provide habitat for such special status species as the California clapper rail, black rail, Alameda song sparrow, and saltmarsh common yellowthroat; and

WHEREAS, the proposed State Marine Reserve shall protect threatened native species, and contribute to the understanding and management of marine and intertidal resources and ecosystems by providing the opportunity for scientific research; and

NOW, THEREFORE, BE IT RESOLVED pursuant to Sections 36700 and 5019.50 of the Public Resources Code and after proceeding in accordance with the Administrative Procedures Act contained in Section 11370 et seq. of the Government Code, that the State Park and Recreation Commission hereby classifies 405 acres adjacent to Eastshore State Park as a State Marine Reserve and names the unit Emeryville State Marine Reserve.

Resolution 29-02
adopted by the
CALIFORNIA STATE PARK AND RECREATION COMMISSION
at its regular meeting in Berkeley
December 6, 2002

General Plan
Eastshore State Park

WHEREAS the Director of the Department of Parks and Recreation has presented to this Commission for approval the proposed General Plan and Environmental Impact Report for Eastshore State Park; and

WHEREAS this document provides conceptual parameters and guidelines for the long-term management, development, and operation of the Eastshore State Park, to provide for additional use and enjoyment of the unit as well as the protection of its quality, resources, and diversity; and

WHEREAS the Eastshore State Park General Plan proposes new and expanded recreational opportunities that will increase the enjoyment of the park by the public; and

WHEREAS this Commission has reviewed and considered the information contained in the final proposed General Plan and Environmental Impact Report, and finds that the proposed General Plan has incorporated policies, guidelines, and proposed measures which will avoid or substantially lessen the significant environmental impacts identified in the Report, and by its approval of the Plan adopts the conclusions contained in the Report with regard to the significant environmental effects as its independent findings;

NOW, THEREFORE BE IT RESOLVED that the California State Park and Recreation Commission hereby approves the Department's Eastshore State Park General Plan and Environmental Impact Report, dated October 2002 and amended by the document titled "Proposed Text Changes" dated November 8, 2002, subject to such environmental changes as the Director of Parks and Recreation shall determine advisable and necessary to implement the provisions of said plan.

This General Plan is a joint planning project of the California Department of Parks and Recreation, East Bay Regional Park District and the California Coastal Conservancy.

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To plan for a decade, sow a seed.
To plan for a generation, plant a tree.
To plan for a century, educate the people.

Richard Blaine

E A S T S H O R E

I. Introduction

We shall never achieve harmony with land, any more than we shall achieve absolute justice or liberty for people. In these higher aspirations the important thing is not to achieve, but to strive.

Aldo Leopold

A. INTRODUCTION TO THE PARK PROJECT

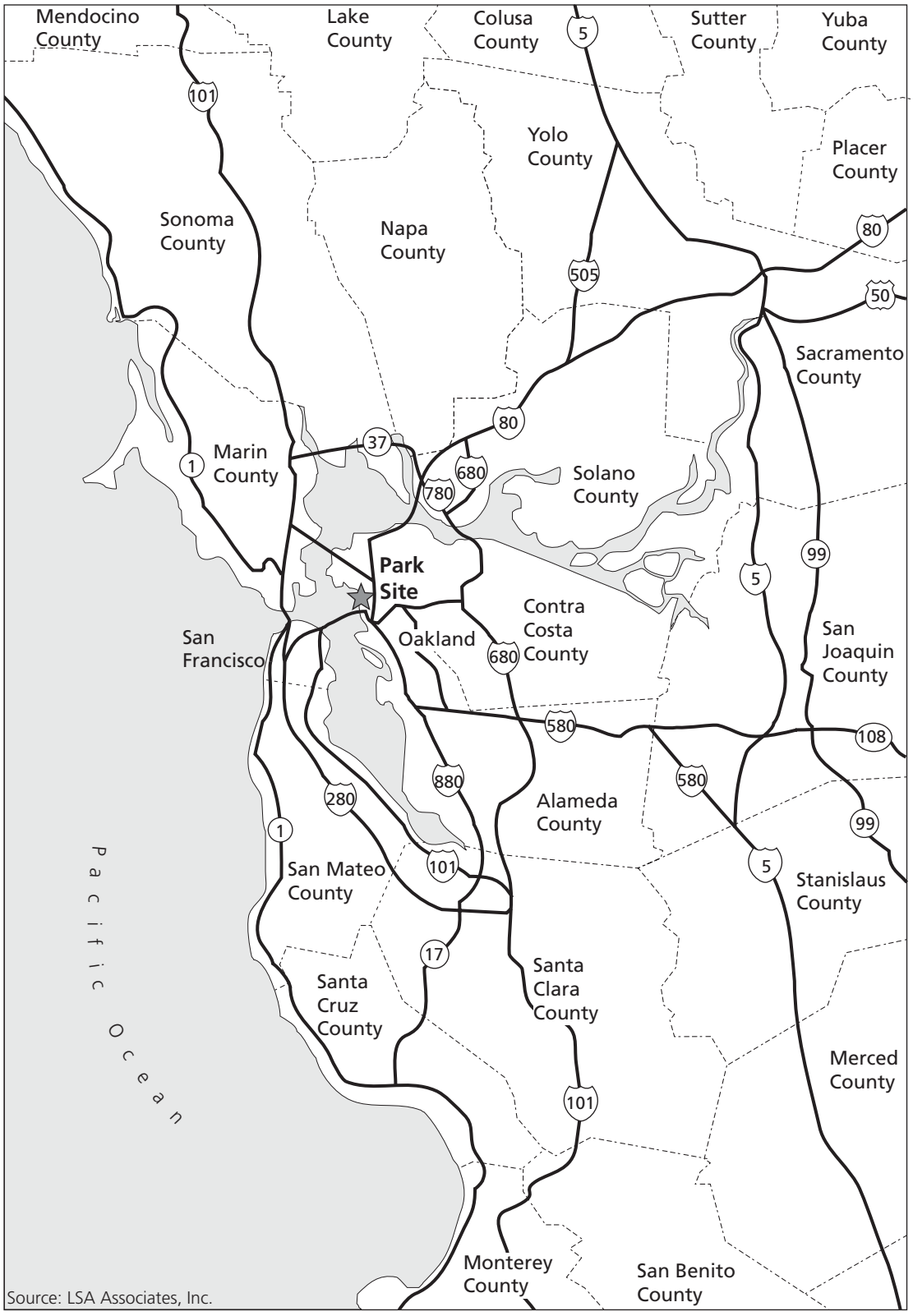
1. Location

The Eastshore park project extends approximately 8.5 miles along the eastern shoreline of San Francisco Bay from the Oakland Bay Bridge north to the Marina Bay neighborhood in the city of Richmond. Map I-1 illustrates the project's regional location. The park project includes approximately 2,262 acres of uplands and tidelands along the waterfronts of the cities of Oakland, Emeryville, Berkeley, Albany, and Richmond. Map I-2 illustrates the project boundaries.

Access to the project area is possible via several modes of travel, including vehicular, pedestrian, bicycle, transit, and boat. At a regional level, vehicular access from I-80 and I-580 is possible via interchanges at Central Avenue, Buchanan Street, Gilman Street, University Avenue, Ashby Avenue, and Powell Street. At a local level, several access points exist from West Frontage Road, which parallels the freeway from Powell Street in Emeryville to Gilman Street in Berkeley. Existing segments of the San Francisco Bay Trail in Richmond, Albany, Berkeley and Emeryville provide pedestrian and bicycle access along much of the length of the project and to the shoreline. Transit service is provided via five AC Transit bus routes and a local shuttle in Emeryville. The recently completed University Avenue overcrossing in Berkeley provides pedestrian and bicycle access over I-80 directly into the project area from Aquatic Park.

2. Site Characteristics

The park project consists of approximately 2,002 acres of tidelands and 260 acres of upland area. The tidelands, or nearshore zone, comprises rich tidal marshes, subtidal areas, and mudflats that extend bayward from the shoreline including the Emeryville Crescent, Albany Mudflat, and Hoffman Marsh. Much of the existing upland area is the result of fill placement in the Bay west of the historic shoreline. As such, the shoreline reflects the influences of both natural systems and human intervention, with natural features, such as tidal marshes and sand and gravel beaches, intermingled with man-made elements, such as engineered revetments, construction rubble, and other debris. Generally, the less disturbed upland areas have been colonized over time by a



Credit: Wallace Roberts & Todd, LLC

Eastshore State Park
General Plan

Figure I-1: REGIONAL LOCATION

mixture of native and exotic species that now provide habitat for various wildlife species.

Meeker Slough - a significant wetland at the north end of the park site

The upland topography is relatively flat across the project area from east to west, with minor surface depressions giving rise to a scattered system of seasonal and freshwater wetlands and riparian corridors in less disturbed areas. Nine small creeks drain from the East Bay Hills into or near the park project. Many of these creeks have been channelized and enter the Bay via drainage pipes, although efforts to restore some of these creeks to their natural state are underway. The only portion of these creeks that is in the project area is the actual outfall into the Bay.

The park project's visual resources are unique, offering panoramic views of a variety of distinctive Bay Area landmarks, including Yerba Buena, Alcatraz, and Angel islands, the San Francisco skyline, Mt. Tamalpais and the Marin Headlands, and the Golden Gate and Oakland Bay bridges. Additionally, the park project forms the foreground for highly scenic panoramas of the Bay, San Francisco skyline, and Marin Headlands for the driving public on I-80.

San Francisco Bay with Mount Tamalpais in the distance

A number of key features and land uses within and adjacent to the park project are referred to in this General Plan and are described briefly in the following pages. Maps I-2 and I-3 show the location of these features.

a. Key Features of the Park Project Area

- ***Emeryville Crescent*** is a distinctive, highly visible, tidal marsh, with extensive mudflats and the outfall for Temescal Creek. The Emeryville Crescent is a horseshoe-shaped area bordered by the I-80 corridor from the Bay Bridge Toll Plaza at its southwest extent to the Powell Street Interchange and Emeryville Peninsula at its northernmost extent. Portions of this area were restored by Caltrans as part of the mitigation required for the I-80 flyover improvements.

- ***Berkeley Beach*** is a straight, narrow sand beach that parallels West Frontage Road from the Ashby Avenue interchange to the Brickyard in Berkeley. At high tide, little beach is exposed, but at lower tides a long strand of beach is useable and is a popular recreation area. The shoreline between the beach and frontage road is armored with rock revetment.

- ***The Brickyard*** is a large irregular-shaped peninsula of bay fill located to the south of University Avenue and west of West Frontage Road. The area consists of a relatively level, rectilinear parcel formed by the intersection of the two roadways, and a long slender peninsula that extends south from it. This slender, portion of the peninsula encloses a sheltered area referred to as ***Brickyard Cove,*** which includes the shallow open water, tidal mudflats, and a sand beach. The Brickyard's western shoreline is armored with large slabs of concrete rubble, and the eastern edge and area around the cove is littered with old bricks, which give the area its name. The piped outfall for Strawberry Creek is located at the northwest corner of the Brickyard.

- ***Berkeley Meadow*** is a large trapezoidal-shaped area bounded by West Frontage Road to the east, University Avenue to the south, Marina Boulevard to the west, and the North Basin and North Basin Strip to the north. The Meadow is a relatively level site that resulted from the placement of fill over mud flats and open water.

- ***North Basin Strip*** is a rectangular-shaped area bounded by the Virginia Street right-of-way and Berkeley Meadow to the south, the North Basin to the west, the Golden Gate Fields overflow parking area to the north, and West Frontage Road and I-80 to the east. The site is relatively level and was created by filling open water and tidal marsh areas. A narrow

shoreline strip also extends north to Gilman Street. The culverted outfall for Schoolhouse Creek is located in the Virginia Street right-of-way at the south end of the area.

- ***Albany Plateau, Neck, and Bulb*** form the peninsula that extends westward from the Buchanan Street/I-80 interchange and borders Golden Gate Fields to the north. The entire area has been created from filling the Bay with construction debris. The Plateau is a large, relatively level area at the east end of the peninsula. The Neck is a narrow isthmus that extends westward from the Plateau out to the Albany Bulb. The Bulb is a roughly oval-shaped area that comprises the westernmost portion of the peninsula. Both the Neck and Bulb are characterized by steeper topography and denser vegetation than most other areas of the park project. The entire peninsula shoreline is armored with concrete debris, with a particularly large concentration along the southern edge.

- ***Albany Beach*** consists of a small sand beach and foredunes that are located at the crook in the shoreline between the Albany Neck and Golden Gate Fields.

- ***Albany Mudflats*** consists of large mudflats and a fringe of tidal marsh that lie to the north and east of the Albany Plateau and is fed by the outfalls for Cerrito and Codornices creeks. Portions of this area were restored by Caltrans as part of the mitigation required for improvements to I-80.

- ***Point Isabel*** is a predominantly developed peninsula composed of both natural shoreline and landfill. The portions within the park project include the northern and western portions of the peninsula and exhibit a variety of shoreline conditions such as concrete debris on the west face of the point, coarse gravel beaches, and a channel linking Hoffman Marsh with the Bay.

- ***North Point Isabel***, formerly called Battery Point, is an area of bay fill that is located across the channel to the north of Point Isabel.

- ***South Richmond Shoreline / Outer Hoffman Marsh*** is a southwest-facing shoreline consisting of gravel beaches in the southern sections and tidal marsh to the north behind the seawall. The arc of upland area that extends

Eastshore State Park
General Plan

Figure I-2: PROJECT BOUNDARIES & KEY FEATURES

Upland Parklands
Aquatic Parklands
City Boundaries
Proposed Marine Reserves

from Point Isabel to Marina Bay is the dike on which the railroad used to run. The Hoffman Marsh is a remnant of the former marsh area where several creeks converged near San Pablo Avenue to the southwest of the El Cerrito Plaza along the Contra Costa and Alameda County border. Much of this area was filled at various times to create the current I-580 alignment and existing Point Isabel fill.

b. Key Features on Adjacent Lands

- ***Radio Point Beach***, a small park owned and operated by the Port of Oakland, is located on the north side of the Bay Bridge just west of the toll plaza. The westward facing beach is adjacent to radio transmission towers, associated support buildings, and a parking area. Access is provided via a small paved road that exits I-80 near the West Grand Avenue off-ramp. Currently, this area is part of the construction site for the replacement of the eastern span of the Bay Bridge.

- ***The Bay Trail*** is a collaborative project by Bay Area cities, park agencies (California Department of Parks and Recreation and East Bay Regional Park District), Bay agencies (Association of Bay Area Governments and Bay Conservation and Development Commission), and transportation agencies (Caltrans and Metropolitan Transportation Commission) to create a multi-use trail around the Bay. The Bay Trail represents a very important element in linking the non-contiguous parts of the Eastshore park project to each other and to adjacent municipal recreational facilities. Currently, the Bay Trail is not continuous through the park project, with breaks in Berkeley (scheduled for completion in fall 2002) and Oakland, and a temporary alignment through Albany. Figure I-4-Circulation shows the existing and proposed Bay Trail system.

- ***Interstate 80 (I-80) freeway*** extends from the Bay Bridge around the south end of the park project, where it merges with I-880 and I-580 and then turns north paralleling the East Bay shoreline. The entire stretch of freeway is built upon land created by filling the Bay between the early 1900s and mid-1970s. The I-80 corridor east of the park project was originally filled to create the old Route 69 highway (from 1929 to 1937). Subsequent freeway widening created the bulge in the shoreline at the Ashby Avenue Interchange (Ashby "Bump") and added the West Frontage Road along the west side of I-80.

- ***Point Emery*** is a city of Emeryville park located on the shoreline southwest of the Ashby Avenue interchange. Situated on a small peninsula constructed of landfill, the park includes a small beach, upland vista point, and a parking lot.

- ***Aquatic Park*** is a city of Berkeley park located east of I-80 between Ashby and University avenues. The park is a remnant of the Bay's historic east shore. When the Bay was filled to create the freeway, a section of it was isolated east of the roadway, creating what is now Aquatic Park. The recent completion of the pedestrian/bicycle bridge over I-80 links Aquatic Park with the Brickyard area of the Eastshore park project.

- The city-owned ***Emeryville City Marina*** and the privately-owned ***Emery Cove Marina*** are located adjacent to each other on the north side of the Emeryville Peninsula.

- ***The Berkeley Marina,*** which is located west of the Berkeley Meadow, occupies about 60 acres of upland area and 40 acres of water. It is one of the largest marinas in the East Bay, with a range of facilities that includes a hotel, restaurants, marina-related offices, and the 3,000-foot Berkeley Pier.

Berkeley Marina–one of three marinas adjacent to park site

- ***Cesar Chavez Park*** is a 90-acre municipal park located north of the Berkeley Marina. Built on a former municipal landfill, Cesar Chavez Park provides rolling turf, an off-leash dog area, and 1.5 miles of paved trails. The park hosts several large seasonal events and festivals.

Berkeley's Cesar Chavez Park

- ***Shorebird Park*** is located on the south edge of the Berkeley Marina area along the shores of the South Sailing Basin. The park includes the Shorebird Nature Center (an educational and interpretive center dedicated to teaching children about the

Bay ecology), a boat launch area, and an adventure playground for young children.

- ***Golden Gate Fields*** racetrack is located to the south of the Albany Plateau and includes the grandstand, racetrack, stables, and parking lots. The site is relatively level except near Fleming Point, where there is an elevation change of about 60 feet due to outcropping bedrock. The site is bounded by the Buchanan Street Extension to the north, the North Basin Strip to the south, I-80 to the east, and the Bay to the west.

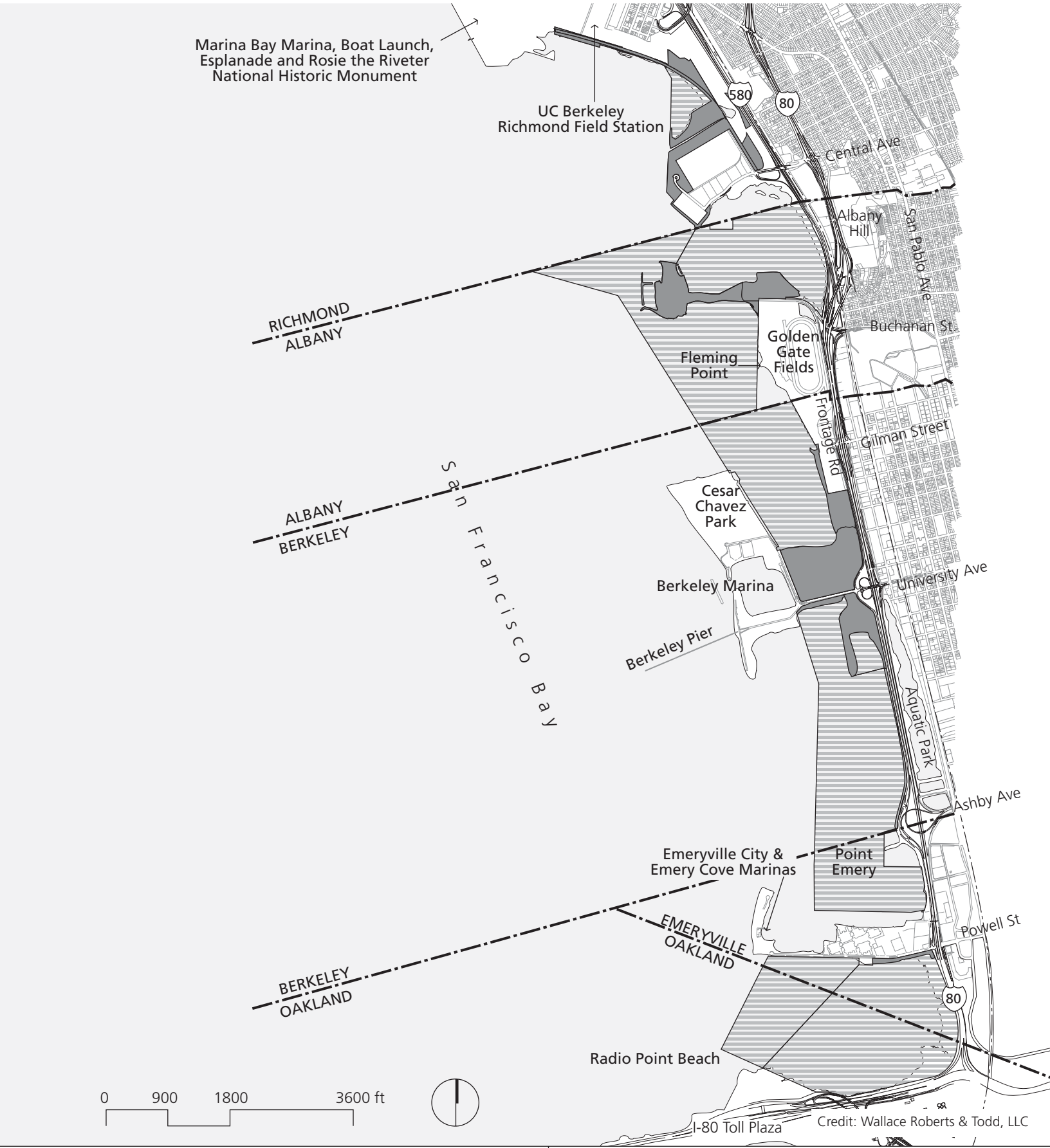
- ***Fleming Point*** is located to the west and southwest of the grandstand area at Golden Gate Fields. It is defined by a west-facing outcropping of bedrock exposed to the Bay with small tide pools and two sand beaches to the north. Fleming Point contains the only remaining stand of undisturbed native coastal scrub vegetation along this portion of the Bay.

- ***UC Berkeley Richmond Field Station,*** a cluster of buildings used for research by the University of California, is located between the Hoffman Marsh and Marina Bay. It abuts Meeker Creek Slough at its northern end. The South Richmond Shoreline area, formerly consisting of industrial and manufacturing uses, appears to be transitioning toward cleaner, higher technology businesses and possibly residential uses.

- The ***Marina Bay*** area of the Richmond waterfront includes a number of recreational and open space facilities, such as the ***Marina Bay Marina and Boat Launch***, the ***Marina Bay Esplanade,*** and the new ***Rosie the Riveter National Historic Park***, in addition to the adjoining residential neighborhood**.**

- ***Freshwater creeks*** flow from the coastal hills of Richmond, El Cerrito, Albany, Berkeley, Emeryville, and Oakland and enter the Bay through the project site, linking the East Bay Hills to the flatlands and the Bay. Most of these nine creeks have been piped and culverted underground with local storm drain networks. A description of each of these creeks can be found in the Eastshore park project Resource Inventory (April 2002).

- ***Brooks Island*** is a natural, exposed bedrock outcropping located one-half mile off the Richmond shoreline. It is an important resource to birds and



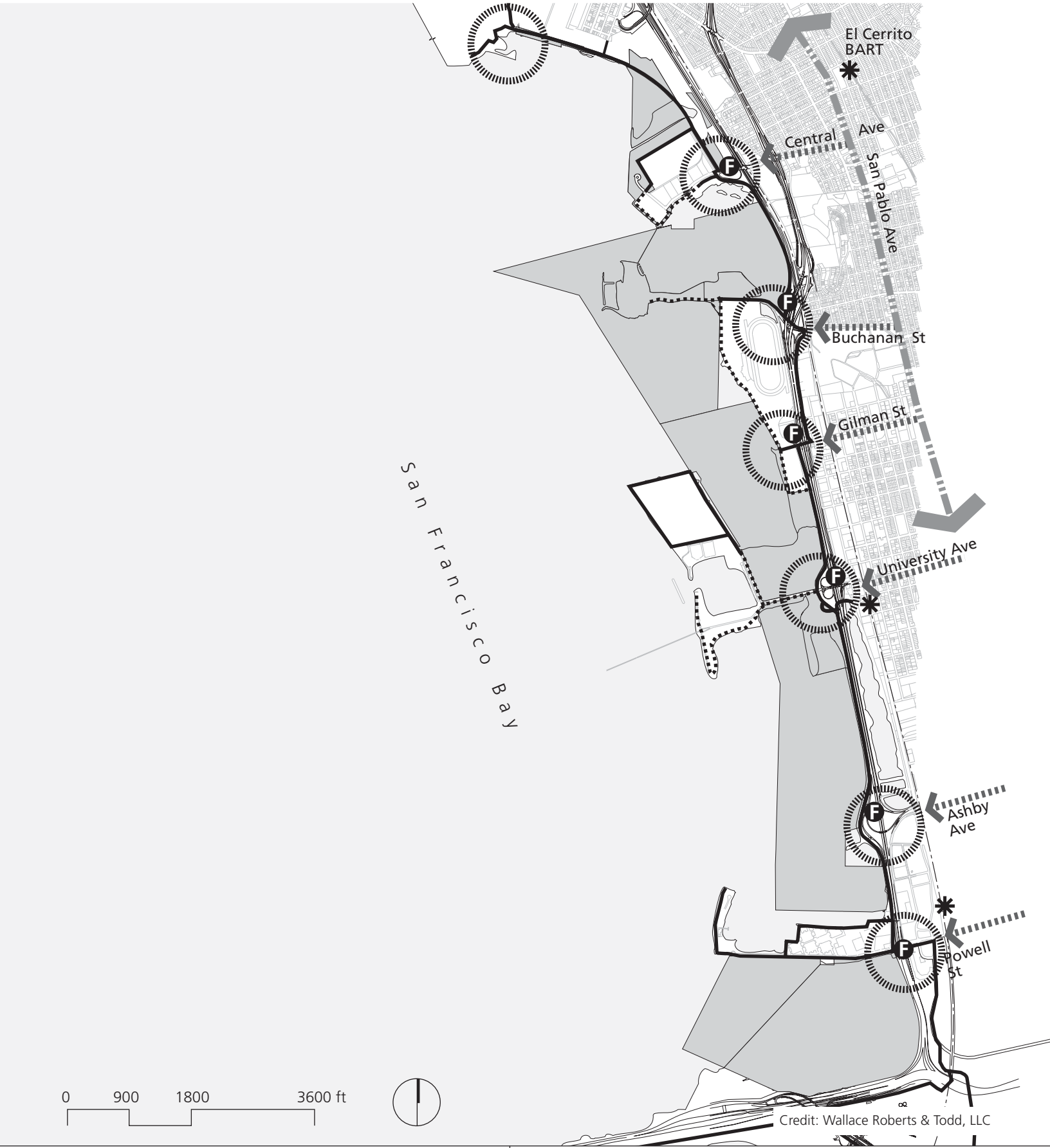
Eastshore State Park
General Plan

Figure I-3:
KEY ADJACENT FEATURES

Upland Parklands

Aquatic Parklands

City Boundaries



Eastshore State Park
General Plan

Figure I-4: CIRCULATION

Arrival Zone
Freeway Access
Amtrak & BART stations
City Connection
Major North/South AC Transit Corridor
Bay Trail - Existing and Proposed

other wildlife. The Brooks Island Regional Preserve includes 77 acres, including 45 acres upland. The shoreline includes small areas of tide pools, gravel and sand beaches.

3. Purpose for Acquisition

The Eastshore park project was acquired by the East Bay Regional Park District (EBRPD) on behalf of the state to protect the setting's unique natural and scenic resources and to provide the citizens of California with a dramatic new open space resource in the midst of one of the state's most urban settings.

The park project has grown out of decades of effort by Bay Area citizens and environmental organizations to stop the filling of San Francisco Bay and to protect the waterfront as a public open space resource. Filling of the Bay had occurred since the mid-nineteenth century, but the first major effort to transform the East Bay shoreline took place prior to World War I. Proposals included filling the entire project area, from what is now the Oakland Bay Bridge approach north to the Port of Richmond and west to the end of the Berkeley Pier, in order to develop an urban and industrial complex with port facilities for the U.S. Pacific Fleet.

Although this plan was never implemented, interest in filling the East Bay was renewed following World War II when the open waters and mudflats along the Albany, Berkeley, and Emeryville shoreline were seen as convenient dumping grounds for the cities' refuse. In the 1960s, additional proposals included a "stilt city" in the Emeryville mudflats, a series of islands connected by causeways and bridges in Albany, and a new airport and urban expansion in Berkeley. Several influential organizations were formed to oppose these developments and to protect the Bay, including Save the Bay, Citizens for the Albany Shoreline, and Urban Care in Berkeley. These organizations, in addition to the Sierra Club and key community leaders and activists, worked together to defeat the plans and to raise the level of awareness about the Bay and its environmental and recreational value. Another significant outcome of this early environmental movement was the creation of the San Francisco Bay Conservation and Development Commission (BCDC), established specifically to protect the Bay.

Similarly, in the early 1980s, the citizens of Albany, Berkeley, Emeryville, Oakland, and Richmond worked with the Sierra Club and Save the Bay to thwart various new waterfront development proposals and promote the establishment of a state park along the East Bay shoreline. In 1982, the State Department of Parks and Recreation (State Parks) conducted a feasibility study to explore the concept of a state park in the East Bay. The State Coastal Conservancy also initiated a citizen-based planning process that identified significant public support for a new shoreline park.

In 1985, a number of citizens and organizations joined to create Citizens for Eastshore State Park (CESP), an umbrella organization dedicated to acquiring land and planning for the Eastshore park project. After successfully halting further efforts to develop the East Bay shoreline, CESP and other organizations pressed forward to formally secure the land needed for a state park. In 1988, the California Parks and Wildlife Act (CalPAW) allocated $25 million for Eastshore State Park, funds that were crucial in the acquisition of lands that would comprise the park project. Finally, in 1992, State Assemblyman Tom Bates authored legislation that identified a lead role for the EBRPD in the acquisition and planning for the new park. State Parks and EBRPD soon began active negotiations with major waterfront landowners, and in 1997 the agencies successfully acquired the lands to create the new Eastshore park project.

Mudflats in Brickyard Cove at low tide

4. Spirit of Place

People are irresistibly drawn to the San Francisco Bay. It is an icon of the region. Whether "walking with your baby down by the San Francisco Bay" or "sitting on the dock of the Bay" musicians, poets, and artists have tried to capture the essence of the Bay. Its beauty and resources inspired a grass-roots movement to thwart Bay fill, protect sensitive Bay habitats, improve water quality, and increase public access to the shoreline, which, in the process,

changed our environmental laws. Before this new epoch, the San Francisco Bay was the dumping ground and sewer for the region's prior generations, and a development opportunity waiting to happen. The conversion of the former landfills of the Eastshore into a world class recreational, natural, and scenic resource for all Californians is a worthy tribute to those who worked to "save the Bay" for future generations.

Shorebirds in Brickyard Cove at low tide

B. PLANNING PROCESS & PUBLIC INVOLVEMENT

In January 2001, State Parks, EBRPD, and the California State Coastal Conservancy began working with a consulting team of planners, scientists and engineers to develop this General Plan and a comprehensive Environmental Impact Report (EIR) for the Eastshore park project.

Given the years of public effort preceding this General Plan, including over twenty years of public activism to build support for the park and another ten years of acquisition and remediation of toxic "hot spots," it was essential that the planning process be community-based, building on the community's experience and knowledge by incorporating extensive citizen and local government participation. The 22-month planning process was designed around a series of four regional public workshops that were supplemented with 20 local briefings in the adjoining cities and a number of stakeholder and focus group meetings with agencies, environmental groups, recreation groups, and other interested parties. In addition to these face-to-face meetings, a series of other tools were used to disseminate information and receive public comment. Four newsletters were prepared corresponding to the workshops and mailed out to the approximately 4,000 names on the project mailing list. Press releases also were prepared for each of the workshops and sent to over 15 local newspapers and organization newsletters. A project web site was

developed to further facilitate an on-going public forum, including an interactive page for receiving public comments. All interim planning documents and environmental documents were placed on the web site. A project phone line was established and a mailing address set up for written comments.

The initial public workshop in April 2001 was designed to inform the public about the park project's resource base and to identify the various issues of concern regarding the park's planning. The draft Eastshore Park Project Resource Inventory (fall 2001) was reviewed with the workshop attendees. Public comment and additional information obtained from the workshop, web site, and letters helped augment the inventory. In addition to being available on the web site, the draft Resource Inventory was made available in hard copy at no cost to the interested public.

Following the first workshop, a several month work period focused on preparing alternative park scenarios for public discussion at the regional workshop in September 2001. The objective of this second workshop was to discuss possible alternatives for the future use and improvement of the park, including different combinations of educational and recreational uses, environmental enhancements, and facilities. The workshop format included an informational presentation and an interactive exercise, which was used to solicit community input on park alternatives. Approximately 425 people attended the workshop. Workbooks and comment sheets from workshop attendees provided an additional opportunity for public input.

At the third workshop in March 2002, the planning team presented the preferred park concept based on the year of intense public involvement and a thorough analysis of the Resource Inventory. The concept was presented, followed by a lengthy comment period by the more than 400 people who attended. Comment sheets were provided to each public member to ensure that everyone present had the opportunity to provide input.

The fourth and final regional workshop, scheduled for summer 2002, will present the draft General Plan for the Eastshore park project to the public and summarize the findings of the EIR.

Following each regional workshop, local briefings were held for each municipality that borders the park project to inform local governments of the project's progress, answer questions about the planning process, and invite further comment on the planning direction. This active public participation in the development of the park concept ultimately informed the overall direction and content of the General Plan.

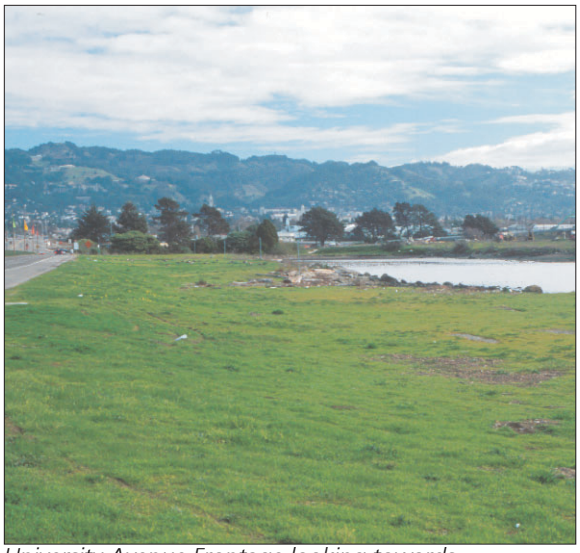
C. PURPOSE OF THE GENERAL PLAN

A park general plan is the primary management document for a unit of the State Park System, establishing its purpose and management direction for the future. By providing a defined purpose and vision, long-term goals, and guidelines, the general plan defines the broadest management framework for the development, ongoing management, and public use of a park unit. This framework will guide the day-to-day decision-making for the park unit, and serve as the basis for developing focused management plans, specific project plans, and other management actions necessary to implement the goals of the general plan.

The scope of a park general plan is intended, obviously, to be general in nature. According to the State Parks Planning Handbook (February 2002), general plans should include broad goals and strategies that define the

San Francisco skyline as viewed from the park project area

ultimate purpose and aim of management, but should stop short of defining specific accomplishments and/or the timeframe for fulfilling those goals. The intent is to provide a long-lived planning document that is clear in its direction, but flexible in its proposed approaches for solving future management issues and concerns that are certain to arise. Specific objectives and strategies for implementation of the general plan are intended to be developed in subsequent planning efforts as they are needed, including preparation of management plans and specific project plans.



University Avenue Frontage looking towards Berkeley Hills

"Management Plans" define the specific objectives, methodologies and/or designs for accomplishing management goals. Occurring on an as-needed basis, they typically focus on specific management topics, goals, or issues. Depending on their purpose, management plans can apply to all or part of a park unit. Typical examples of management plans include resource management plans, operation plans, interpretive plans, concession plans, and facility development plans. Unlike the general plan, individual management plans are more dynamic, changing as necessary to be responsive to management's needs. "Specific Project Plans" are the detailed implementation plans needed to accomplish specific projects or management plans. For example, specific project plans would include design concepts, site plans, and details for development of the public recreation facilities and parking proposed on the North Basin Strip.

Section 5002.2 of the Public Resources Code requires that a park general plan be prepared prior to the development of permanent facilities within a park unit. Park general plans are required by the California Environmental Quality Act (CEQA) to undergo a programmatic environmental analysis. Given the broad, goal-oriented nature of general plans, subsequent development or enhancements proposed in a general plan are subject to additional project-specific environmental review to address matters that were either unknown or unforeseen during the plan process.

This Eastshore park project General Plan will guide future efforts to balance recreation and conservation, protect and enhance the natural resource base, and expand opportunities for public enjoyment of the shoreline setting. These goals will be achieved with new facilities, environmental enhancements, resource management programs, and interpretive and educational activities, whose design will be undertaken subsequent to this General Plan. Not only must these components of the park unit's future be consistent with the overall vision for the unit as articulated in this plan, they must also clearly relate to each other in a comprehensive and coordinated manner and be consistent with the site's environmental values.

The problem of a park, is the reconciliation of adequate beauty of nature in scenery, and holding it available to the use of those needing it.

Frederick Law Olmsted

E A S T S H O R E

II. Existing Conditions

It really boils down to this: that all life is interrelated. We are all caught in an inescapable network of mutuality, tied into a single garment of destiny. Whatever affects one directly, affects all indirectly.

Martin Luther King, Jr.

A. PARK PROJECT SUMMARY

The Eastshore park project encompasses approximately 2,262 acres of tideland and upland area that extends roughly 8.5 miles along the shore of San Francisco Bay from the Bay Bridge in Oakland north to the Marina Bay neighborhood in the city of Richmond (see Figure I-2). Aquatic environments within the park project include subtidal and intertidal flats, tidal marshes, mudflats, stream channel systems, and open water. These comprise approximately 2,002 acres. Upland areas include meadows and beaches totaling approximately 260 acres.

Views across the Bay to San Francisco are a valuable scenic resource of the Park

1. Existing Land Use

The urban setting of the Eastshore park project represents a complex mosaic of land uses. Extending over eight and a half miles of shoreline within five different cities, the park project lands are discontinuous and interspersed with uses of varied compatibility with a park. The relatively undeveloped condition of the park project lands is in sharp contrast to the urban development that surrounds it. Currently, the primary land use within the park project area is recreation, although there are few recreational improvements within the project boundaries. Recreational uses in the upland areas tend to be primarily passive and informal in character, and more individual- than group-oriented. This reflects both the wealth of natural resources to be enjoyed (e.g., bay views, shorebirds) and the absence of facilities for active recreation. The most common upland activities in the park project area include hiking, dog walking, bird watching, and sightseeing. Recreational uses in the tideland areas

include sailing, kayaking, windsurfing and fishing, although the rugged shoreline within the park project boundaries tends to restrict water access.

Current land use in the Eastshore park project area is outlined below by geographic location.

a. Oakland/Emeryville Shoreline Area

The Oakland/Emeryville shoreline at the south end of the project site includes approximately 558 acres of tideland and 5 acres of upland area along the south side of Powell Street. The tidal area supports a distinctive and stable reach of tidal marsh and mudflats commonly referred to as the "Emeryville Crescent." Public access to the tidal area has been prohibited since habitat mitigation in the area was completed by Caltrans a few years ago. The small upland area along Powell Street includes no formal improvements other than two bus stops and is used primarily for bird watching and taking in views of the East Bay hills, the Bay, and the Bay Bridge.

Emeryville Crescent in the foreground with the Bay Bridge and Port of Oakland to the south

b. Berkeley/Emeryville Shoreline and Berkeley Waterfront Area

This area comprises approximately 787 acres of tideland and 126 acres of upland area. The entire Emeryville portion of the project that lies north of the Emeryville Peninsula consists of bay waters lying below mean high tide.

Looking north from Berkeley Beach

The upland portions of the park project within Berkeley include the Berkeley Beach, Brickyard, Berkeley Meadow, and North Basin Strip areas. All are generally unimproved. Convenient access to these areas allows for a variety of informal, low-intensity recreation uses, such as hiking, bird watching, dog walking, and fishing. Other land uses in the Brickyard area of the Berkeley lands include the Seabreeze Market, a produce market and café that serves both waterfront visitors and travelers on I-80, and a "put-and-take" operation used for the temporary storage of clean construction fill material. Both are interim uses that are subject to short-term leases. Historically, portions of the Brickyard and the North Basin Strip have been leased for the seasonal sale of pumpkins and Christmas trees. The Berkeley portion of the park project also includes three significant water features. The South Sailing Basin is the most actively used aquatic area within the park project, with access provided from Shorebird Park and Point Emery. The Basin is popular for sailing, windsurfing, and kayaking. The North Basin and Brickyard Cove are used very little. Water access is generally not available, and they are less suitable for windsurfing or sailing because they are more sheltered from the winds.

c. Albany Waterfront Area

The Albany portion of the park project includes approximately 613 acres of tideland and 65 acres of upland area. The upland areas–the Albany Beach, Plateau, Neck, and Bulb–are the result of filling the Bay with construction debris. These areas have been colonized by exotic and native plants over time. As with other areas of the park project, there are few improvements or facilities, so the primary activities are hiking, bird watching, dog walking, and sightseeing. A parking area and spur of the Bay Trail that are on city of Albany land facilitate access and use of the area. Trails criss-cross the Plateau and extend along the Neck out to the Bulb. In addition to these activities, visitors and local artists use construction debris scattered on the Neck and Bulb to make impromptu artwork, particularly out on the Bulb. The tideland area includes the Albany Mudflats, a distinctive wetland area that is one of the most significant habitat areas in the East Bay, which also includes a very narrow strip of upland area that separates the Mudflats from I-80. The Mudflats have been restored, and a segment of the Bay Trail was completed by Caltrans as part of their I-80/-580 project. The wetland supports an abundant shorebird population and is a popular location for bird watching. No public access to the Mudflats is permitted.

Albany waterfront area with Albany Hill in the background

d. South Richmond Shoreline Area

This area comprises approximately 65 acres of upland and 44 acres of tideland area. Upland areas include the Point Isabel Regional Shoreline Park–currently managed by EMRPD–and North Point Isabel. Point Isabel is one of the few designated off-leash dog areas along the East Bay shoreline and attracts more visitors to the bayfront than any other portion of the parklands (approximately 1 million visitors annually). Existing improvements include restroom facilities, a temporary dog-washing concession, and parking for approximately 200 vehicles. Demand at Point Isabel has been so great that visitors have expanded their use northward from the park to the adjacent lands known informally as North Point Isabel, which has not been officially designated as an off-leash area. As a result, the primary use in the upland areas of the South Richmond Shoreline is dog recreation. The tideland area includes several tidal saltwater marshes, including the Hoffman and South Richmond marshes, that provide an important home to shorebirds and are a popular location for bird watching. The only development north of Point Isabel is the segment of the Bay Trail built on a raised levee that was formerly a railroad right-of-way.

Point Isabel and South Richmond Shoreline from the southwest

2. Adjacent Land Use

Shorebirds at South Richmond Shoreline

Brickyard Cove looking south

The urban context of the Eastshore park project is not static. Land use patterns along the Bay shoreline continue to evolve. Although major industrial users such as the Port of Oakland and Union Pacific Railroad continue to own and manage significant land areas surrounding the park project, the historic industrial and manufacturing land uses that once occupied the westernmost portions of the adjoining communities are changing. Many of these older areas are experiencing an infusion of new retail and commercial uses, as well as new residential and mixed-use development. The Marina Bay area in Richmond is one example of how historic industrial and institutional uses have yielded to new land use patterns (i.e., master planned residential communities and waterfront parks). "Big-box" retailers such as Ikea in Emeryville and Costco in Richmond are other examples that indicate the influence that convenient freeway access has on the project vicinity.

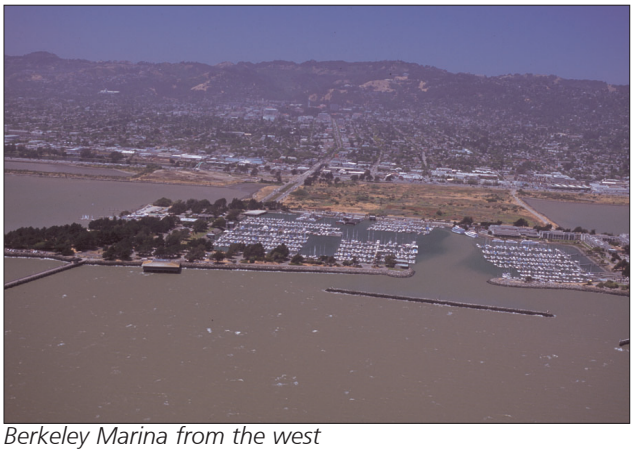
a. Oakland and Emeryville

Powell Street Frontage from the west

Land uses surrounding the Emeryville Crescent area at the south end of the park project include residential, office, and marina uses to the north, major regional retail and commercial developments to the east of I-80, and significant institutional uses to the south. While residential, retail, and commercial development north and east of the park project in the city of Emeryville is largely built out, there is the potential for significant change in the areas south of the park project in Oakland. The construction of a new eastern span for the Bay Bridge will result in an approach alignment that is north of the existing span. While the new span will touch down on the same spit of land as the current one, it will alter the open space configurations both north and south of the bridge approach. In the process, the relocated span will create new

opportunities for public open space and shoreline access, including extensions of the Bay Trail and a new Gateway Park. The Port of Oakland is also providing additional parkland and shoreline access in the Middle Harbor area as required by the Bay Conservation and Development Commission (BCDC) to mitigate expansion and channel-dredging projects. In addition, the city of Oakland and the Port of Oakland are planning for the civilian re-use of the Oakland Army Base, which abuts the Bay Bridge to the south. While the Port is seeking to improve operations efficiency and the city is pursuing revenue-generating uses, it is unknown at this time how the park project will be affected by the redevelopment of this area.

b. Berkeley



Berkeley Marina from the west

Uses adjacent to the Berkeley portion of the park project include the city of Berkeley's 297-acre Marina area complex to the west, the Golden Gate Fields race track to the north, and I-80 and an industrial and commercial area to the east of I-80. The Berkeley Marina area provides a broad range of recreational facilities and support uses. The Berkeley Marina is one of the largest in the East Bay. The 97-acre Cesar Chavez Park is the largest upland facility in the marina area and provides for unstructured recreation, including a 17-acre off-leash dog area. Other recreational facilities in the Marina area include the 3,000-foot Berkeley Pier, a popular spot for fishing and sightseeing, and Shorebird Park, which includes an education and interpretive center, a popular adventure playground, and boat launch and storage facilities. The Marina area also includes complementary commercial uses, including a hotel, restaurants, boat repair and marine supply, and a variety of water-related sports concessions.

In recent years, the area east of I-80 has been transitioning from its historical heavy industrial base to a mix of retail commercial, office, and high tech uses. Successful retail development around the Fourth Street and lower University Avenue area has transformed the area into a regional shopping destination. As

a result, more people are coming to this part of Berkeley and redevelopment activities continue to improve the quality and character of uses and development in the area. Access from this area to the waterfront has been greatly improved with the completion of a pedestrian overpass of I-80 that connects the City's Aquatic Park with the park project. The city of Berkeley also has plans for streetscape improvements that will further enhance the pedestrian connection from the Fourth Street area to this overpass.

The area immediately adjacent to the North Basin Strip belongs to the company that owns and operates the horse racetrack and off-track betting facilities at Golden Gate Fields. The area between the North Basin Strip and Gilman Street is currently used primarily for overflow parking and horse trailer storage associated with the racetrack. The city of Berkeley's General Plan designates this area for waterfront-related commercial and visitor service type uses. The stables, grandstands, and track are all located north of Gilman Street.

c. Albany

Albany Plateau with Golden Gate Fields in the background

Of the Albany lands within the park project, only the Beach and Plateau share much adjacency with other land uses. The Albany Neck and Bulb are both surrounded by the Bay, and the Albany Mudflats are bordered by I-580 and Bay waters. The Golden Gate Fields horse racetrack abuts the Albany Beach and Plateau to the south. It also occupies a large portion of the shoreline and separates the Albany portion of the park project from the Berkeley portion. The area immediately adjacent to park project is a large area of surface parking. Although this parking area does fill to capacity at racing times, most of the year it is essentially unused. Buchanan Street, which is the Albany entry to the park project, also provides ingress and egress to this large parking area.

d. Richmond

Land uses adjacent to the park project's South Richmond Shoreline lands are diverse and include large-scale commercial, industrial, institutional, and residential uses. Uses abutting Point Isabel Regional Shoreline to the south include the U.S. Postal Service bulk mail center, the Costco retail center, various light industrial uses, and a water treatment facility operated by East Bay Municipal Utility District (EBMUD). Land uses adjacent to the east side of the Hoffman Marsh and South Richmond Marshes include I-580 to the south and a mix of industrial and office uses, such as the Zeneca Corporation and U.C. Berkeley Richmond Field Station to the north. At the north end, the park project abuts the Marina Bay community, a mixed-density residential development interspersed with several city parks, including Meeker Creek Park, Shimada Friendship Park, Vincent Park, Marina Bay Park, and the proposed Lucretia Edwards Shoreline Park. The Rosie the Riveter National Historic Monument is also located in this portion of the Richmond waterfront.

Point Isabel from the southwest

3. Significant Resource Values

Although the Eastshore park project exists in a distinctly urban setting, the 2,262 acres of tideland and largely undeveloped upland area stands in sharp contrast to the urban development that surrounds the park project. Despite the fact that the area was once dominated by industrial, railroad, and

Emeryville Crescent with I-80 freeway fly-over with downtown Oakland in the background

maritime uses, nature has recovered over time to establish highly valued habitat areas. Natural areas within the park project now include upland scrub, meadows, beaches, subtidal and intertidal flats, tidal marshes, mudflats, stream channel systems, and open water. The following is a summary of the key physical and natural resource values that the park project comprise. For more detailed information, refer to the Eastshore park project Resource Inventory (April 2001).

a. Physical Resources

1). Meteorology

The Eastshore park project is situated in the Northern Alameda and Western Contra Costa County climatological subregion, which extends from the city of Richmond in the north to the city of San Leandro in the south. San Francisco Bay defines the western boundary of the subregion, and the Oakland-Berkeley Hills define the eastern boundary. The Oakland-Berkeley Hills have a ridgeline height of approximately 1,500 feet, which is a significant barrier to airflow. This subregion typically experiences moderately wet winters and dry summers. Winter rains account for roughly 75 percent of the average annual rainfall, which is about 23 inches. Summer high temperatures average in the mid-70s with lows in the mid-50s. Winter highs are in the mid- to high-50s, with lows in the low to mid-40s. In late spring and summer the area has a high incidence of fog, which is subject to daily, weekly, and seasonal fluctuations.

Winds are also a significant climatological factor in the area. During the day, especially in summer, winds are from the southwest and west as air is dispersed throughout the Bay Area. At night, especially in winter, an offshore wind

develops, blowing from the Central Valley toward the ocean. This wind distribution means that the area is rapidly ventilated during the day with clean marine air. Within the park project, certain areas have more protection from the prevailing winds, including the North Basin, Brickyard Cove, and the Albany Mudflats. Other more exposed areas, such as the South Sailing Basin, the waters off the Albany Bulb and Point Isabel are ideal for sailing and windsurfing.

2). Geology and Topography

The Eastshore park project is located in the Coast Ranges Geomorphic Province of California. Within the park project, bedrock is locally overlain by marine deposits and sediments of Pleistocene and Holocene age. The sedimentary deposits include alluvial and colluvial soil deposits, as well as bay and marsh deposits. Subsequent erosion and deposition of sediments from the Berkeley Hills formed the alluvial plain of the East Bay shoreline.

The park project has relatively little topography with the elevation ranging from sea level to approximately 50 feet above mean sea level. The upland portions of the park project consist primarily of artificial fill placed to the west of the historic shoreline, extending the shoreline by as much as 1,000 feet into the Bay from its original position in the 1850s. In general, the artificial fill is comprised of sand, gravel, clay, and varying amounts of

Albany Bulb from the west

construction debris and garbage. Artificial fill is underlain by a variable thickness of soft, compressible young bay mud.

The park project is located in a seismically active region. The seismic setting of the park project is dominated by the Hayward fault, which is the closest known active fault, located between 2 and 3.5 miles northeast from the park project. The San Andreas fault is located about 14.5 miles southwest of the park project, and the Healdsburg-Rogers Creek fault–which may be an extension of the Hayward fault–lies about 18 miles to the northeast. The maximum credible earthquakes for the Hayward, San Andreas, and Healdsburg - Rogers Creek faults are 7.5, 8.3, and 7.2 (Richter Magnitude), respectively. As a result, the U.S. Geological Survey estimates a 70 percent probability that there will be one or more earthquakes of magnitude 6.7 or greater in the Bay Area in the next 30 years. In addition, liquefaction susceptibility maps of the Bay Area show that the entire upland portion of the park project may be highly susceptible to liquefaction in the event of an earthquake, depending upon the type of material and placement methods used during artificial filling of the Bay along the shoreline.

3). Hydrology

The Eastshore park project is located within the Berkeley Segment of the Central Bay subregion, one of four San Francisco Bay subregions. Major hydrologic features of the project site are the nearshore zone, shoreline, uplands, and creeks/channels. The nearshore zone is composed of shallow open water and mud and sand flats in the intertidal or subtidal zones that extend bayward from the shoreline. The boundary along the shoreline edge is highly variable and influenced significantly by tidal fluctuation. The nearshore zone accounts for 88 percent (about 2,002 acres) of the entire park project area.

The shoreline is the meeting of the Bay and uplands. All of the current shoreline within the park project, with the exception of a small area of Point Isabel, was created as a result of fill placement west of the historic shoreline. The direct, western exposure of much of the shoreline to waves results in a moderately erosive shoreline environment that also tends to limit the formation and restoration of nearshore zone features to the more protected areas. The character of the shoreline within the park project varies between rock revetment, construction debris, gravel beach, sand beach, mudflats/

sandflats, and tidal marsh. Due to its origins from bay fill, a considerable portion of the modern shoreline represents the interaction between the fill (including such characteristics as configuration of fill placement, composition of fill material, subsequent disturbance, etc.) and the hydrologic processes (wave action, stream flows).

Nine small east-west flowing streams that drain local watersheds empty into the Bay within the project boundaries. However, only the stream outfalls are located within the park project. The stream channels are outside the park project boundaries. The nine creeks include: Baxter Creek, Central Creek, Cerrito Creek, Codornices Creek, Schoolhouse Creek, Strawberry Creek, Potter Creek, Derby Creek, and Temescal Creek. These creeks represent an important hydrologic element in that they are a source of fresh water and sediment for the wetlands along the shoreline.

Strawberry Creek flanked by the Brickyard, University Avenue Frontage and Berkeley Meadow

4). Bathymetry

The bathymetric conditions of the nearshore and offshore areas of the Bay within the park project represent an integration of a variety of factors: the natural and historical nearshore conditions of the area, the human modifications of the shoreline and nearshore areas, and the regional hydrology affecting the site over the past 150 years.

The current morphology reflects the extensive shoreline alteration accomplished over the past century. The shoreline was extended westward by fill placement to create the freeway. Additional fill was placed to create the Bay Bridge terminus, the Emeryville commercial areas, the Berkeley Marina and landfill, the Albany peninsula, and the northern part of Point Isabel. In addition, the placement of fill to create Treasure Island reduced the wind fetch for some portions of the nearshore zone, reducing wave action. The extension of filled areas into the Bay created a variety of different shoreline exposures and shapes, compared with the more linear shoreline configuration in the 1800s prior to development. Many of these fill areas created zones that are sheltered from wave action, thus causing the extensive deposition of sediment and creation of pocket beaches and mudflats.

The depths of offshore areas generally remain in the range of 1 to 6 feet as measured at MLLW. The deepest areas, 5 to 6 feet, are located in and around the North Basin while shallower areas, 0 to 2 feet, are coincident with existing mudflats such as the Emeryville Crescent and the Albany Mudflats. These conditions appear to be resulting in the gradual, long-term sedimentation and depositional processes within the more protected areas of the project study area.

The current bathymetric conditions have many planning and project implications. Several distinct hydrographic features including shoals and submerged structures are also located within the project study area. In particular, a large and shallow shoal, Ashby Shoal, is identified approximately 1,600 yards directly southeast offshore from the point at the Brickyard. Many uncharacterized submerged structures are noted on the bathymetric maps. These structures tend to be located around existing piers or other structures in the nearshore zone of the park project. Specific and detailed bathymetric data will be a necessary element for water access projects such as boat ramps and for planning appropriate maintenance operations for those facilities. Potential bathymetric changes are important in the consideration of marine activities (boating, ferry, windsurfing, etc.) Typically, facilities that require deeper water to be maintained will require ongoing dredging to be sustainable.

b. Natural Resources

1). Plant Life

Seasonal wetlands in the Berkeley Meadow

As noted, the majority of the upland area in the Eastshore park project occurs on fill material that has extended the shoreline an average of 1,000 feet into the Bay since 1850. The result of this recent creation of substrate means that little of the historical and natural plant communities remain. Despite this, some marshland communities have survived and combined with the vegetated fill areas to form valuable shoreline habitats. Marine plant life is described in the section titled Marine Life and Ecology. No special-status plant species have been found on the project site. Upland and marsh vegetation in the park project may be classified as several distinct plant communities:

- ***Coastal salt marsh*** is restricted to the upper intertidal zone of protected shallow bays, lagoons, and estuaries. The salt marsh plant community is composed of low-growing plants, ranging in height from a few inches to about three feet. Typically, mudflats are bordered by stands of native and exotic cordgrass that are replaced at the mean high water level by a dense cover of pickleweed. Characteristic species of the upper marsh zone include saltgrass, alkali heath, marsh gumplant, sand-spurrey, and other salt-tolerant native and non-native plants. While lower zones of San Francisco Bay salt marshes support mostly native species, a non-native species of saltwater cordgrass has invaded the park project marshes and many other portions of the Bay in the last decade.

  Coastal salt marsh vegetation is present along most of the park project shoreline. Extensive salt marsh vegetation occurs at the Emeryville Crescent, Hoffman Marsh, and the South Richmond marshes. Smaller salt marshes have formed along the eastern shore of the Albany Bulb, along the entire shoreline of the Albany Mudflats, and at the mouth of Codornices Creek. Historically, salt marshes graded into brackish/

freshwater marsh and then into grassland or scrub communities. The majority of the salt marshes within the park project end abruptly at riprapped shorelines, dikes, or berms.

- ***Brackish marsh*** occurs in shallow, standing or slow-moving water, where fresh water enters an area that is influenced by saline tidal waters. Three brackish marsh areas occur within the park project including a roadside ditch/basin between Brickyard Cove and West Frontage Road, an area at the northwestern corner of the Albany Bulb, and in a basin east of the Hoffman Marsh.

- ***Northern foredunes*** are typically dominated by perennial grasses and low, often succulent, perennial herbs and subshrubs. These plants, which provide a scattered to nearly complete vegetative cover, are adapted to moving sands and salt-laden winds. Although typical northern foredunes vegetation with its characteristic native plant associations is absent from the park project, the Albany Beach has some dune formation that supports two foredune indicator species: a relatively dense cover of bursage interspersed with sea-rocket, a non-native species. Invasive, non-native species such as ripgut brome, iceplant, Kikuyu grass, and a European daisy are present on, or are starting to invade the dunes.

- A ***sand beach*** with some dune formation is located at Albany Beach. Although other sand beaches do exist within the park project, they typically abut riprap along roads, trails, and parking lots, and support little or no dune/beach vegetation. Such areas exist along the Emeryville and Berkeley shorelines, at the outfalls of Strawberry and Schoolhouse creeks, and other locations. A large sand beach is present along the south shore of the Brickyard. Both upland and wetland vegetation is present on the beach.

Albany Beach with view of San Francisco skyline

- ***Ruderal scrub*** is a plant community growing in disturbed areas and consists mostly of non-native shrubs, broadleaved species, and grasses. Coyote-brush, a native species, is the dominant shrub that occupies large portions of the upland area within the park project, including the Berkeley Meadow, Albany Bulb, Point Isabel, and upland areas adjacent to Hoffman Marsh and the South Richmond marshes. Coyote-brush forms an absolute cover ranging from 25 to 75 percent. French broom, anise, cotoneaster, and other non-native shrubs provide an extensive cover (up to 25 percent) in some areas.

- ***The ruderal/non-native grassland*** community is typically composed of a dense cover of annual grasses and broad-leaved plants adapted to colonizing and persisting in disturbed areas. The vegetation is approximately three feet tall. This community is dominated by non-native species, but native grasses and wildflowers are commonly present in varying densities.

  Given that most of the upland areas in the park project consist of fill material, it is unlikely that native plant species diversity has ever been very high. Also, since the fill is relatively recent and these areas have been subjected to repeated disturbance over time, the upland communities tend to be weedy in nature. Open fields, road- and trail-banks, and other disturbed areas support a dense cover of weedy, non-native grasses, forbs, shrubs, and trees.

- ***Non-tidal wetland*** vegetation occurs in areas of the park project where soils remain ponded and/or saturated for prolonged periods during the winter season. Two types of non-tidal wetlands are located in the park project: seasonal wetlands and seeps. Seasonal wetlands are present in several areas in the Berkeley Meadow, North Basin Strip, Brickyard, and Albany Landfill. Two seeps have been identified on the Albany Bulb. Species known to occur in the Berkeley Meadow include rabbit's-foot grass, Italian wildrye, Mediterranean barley, nutsedge, fathen, cut-leaf plantain, and bristly oxtongue. Most of these plants are non-native species that have invaded wetlands in disturbed areas in California.

  The most important botanical resources in the Eastshore park project include the large coastal salt marshes and the sand beaches. The coastal

salt marshes at Emeryville Crescent, South Richmond Marshes, and Hoffman Marsh, and a smaller salt marsh fringing the Albany Mudflat, represent relatively natural plant communities and could potentially support two rare or endangered plant species: the soft bird's-beak and Point Reyes bird's-beak. The U.S. Fish and Wildlife Service has identified the park project shoreline as one of only three locations in San Francisco Bay with beaches that are suitable habitat for restoring California seablite, an endangered species that has been extirpated from San Francisco Bay as a result of development and other disturbances.

2). Animal Life

This section summarizes the terrestrial freshwater and salt marsh habitats of the park project. The subsequent section, Marine Life and Ecology, describes the wildlife use of the tidal flats and open waters of San Francisco Bay. The major terrestrial habitat types within the Eastshore park project area are coastal salt and brackish marshes, sand beaches and foredunes, ruderal/non-native grassland vegetation, ruderal scrub, trees, non-tidal wetlands, and manmade habitat features. The wetland habitats include large areas of coastal salt marsh (tidal marsh), scattered seasonal wetlands, a few small seeps, and two small brackish marshes. No creeks are present in the study area, except for their outfalls, nor are there any lakes or permanent ponds.

Egrets and ducks in Albany Mudflats

Hoffman Marsh and Point Isabel from the north

- Coastal salt and brackish marshes, commonly referred to as tidal marshes, provide habitat for invertebrates, birds, small mammals, and fish. Tidal salt and brackish marshes provide refuge, forage, and breeding habitat for many different organisms, including a number of threatened and endangered species. Birds are the most conspicuous members and include wading birds such as great blue herons, great egrets, and snowy egrets; shorebirds such as willets, marbled godwits, American and avocets; and other water birds such as American wigeon, mallard, American coot, and pied-billed grebe. Tidal marshes, particularly the South Richmond Marshes, Hoffman Marsh, and Emeryville Crescent, provide habitat for many different organisms, including special-status species such as California clapper rails, Alameda song sparrows, and saltmarsh common yellowthroats.

- Sand beaches are extensions of the marine environment, but are not inhabited exclusively by marine species. Various terrestrial insects, especially flies, bees, butterflies, and beetles are often present in these habitats. Reptiles such as garter snakes and western fence lizards, and mammals including several species of mice, black-tailed hares, and raccoons may also be present. Numerous birds such as water pipit, sparrows, gulls, and shorebirds often forage, rest, and preen in these habitats. The sand beach and foredunes, especially at the Albany Beach

and Brickyard, are scarce habitat types in the Bay and, if undisturbed, provide roosting areas for shorebirds during high tide periods.

- Ruderal/non-native grassland vegetation provides refuge and foraging habitat for many animal species, although fewer species use the habitat for breeding or nesting. Amphibian and reptile species may include the Pacific treefrog, western fence lizard, western terrestrial garter snake, and gopher snake. Birds, foraging primarily on seeds, include white-crowned sparrows, song sparrows, California towhees, and mourning doves. Savannah sparrow and western meadowlark may also nest within this habitat. The vegetation provides good foraging habitat for predatory birds, such as American kestrels, red-tailed hawks, northern harriers, white-tailed kites, and burrowing owls. Numerous mammals inhabit this area including meadow voles, house mice, California ground squirrel, and Botta's pocket gopher.

- Trees, which are few and scattered throughout the park project, provide important perch sites for raptors such as red-tailed hawks, white-tailed kites, and Cooper's hawks, and habitat for a variety of other birds such as songbirds and northern flickers. Trees, particularly the native willows, are important habitat features that enhance the wildlife values of other habitat types. In some cases, trees are not considered a desirable habitat feature; for instance, trees adjacent to tidal salt marsh provide perch sites for raptors that may prey on other species, including possible endangered species such as clapper rails and black rails.

- Ruderal scrub typically supports a higher diversity of animal species than does ruderal grassland because the shrubs increase protective cover and provide potential nest sites for birds, such as the northern mockingbird, Brewer's blackbird, red-winged blackbird, Anna's hummingbird, American goldfinch, and lesser goldfinch. Loggerhead shrikes, northern harriers, and even white-tailed kites may nest in ruderal scrub habitat. Birds of prey are most likely to nest at the Berkeley Meadow and the Albany Bulb and Neck, where large patches of relatively undisturbed, ruderal scrub habitat are still intact. Additional areas of ruderal scrub occur in the Hoffman Marsh, at the Albany Plateau, North Basin Strip, and the Brickyard.

- Non-tidal wetlands in the park project consist of numerous seasonal wetlands and one or two seeps. Seasonal wetlands provide drinking water to birds, raccoons, and other mammals, and foraging habitat for great blue herons and great egrets. Depending on the location and amount of disturbance, mallards and other water birds may rest, forage, and possibly even nest near the seasonal wetlands. The Pacific treefrog and western toad could breed in some of the seasonal wetlands. The abundance of smaller or juvenile amphibians and the moist conditions of seasonal wetlands provide suitable habitat for garter snakes. Suitable habitat for similar wildlife may also be present at the isolated seeps, depending on their salinity.

- Artificial structures such as breakwaters, abandoned piers, constructed islands, and remote levees provide important wildlife habitat values along the highly modified shoreline adjacent to the park project. Water birds use these structures as perch sites that are relatively free from disturbance by people, dogs, and other predators. Shorebirds, in particular, require undisturbed roost sites at high tide, when their foraging areas are inundated. Two islands in the Albany Mudflats, constructed by Caltrans as mitigation for the I-80/I-580 interchange project, were designed as shorebird roost sites and also are used as nest sites for California least terns, American avocets, black-necked stilts, and killdeer. The riprapped shorelines serve as foraging habitat for several shorebird species, including the black turnstone, ruddy turnstone, spotted sandpiper, black oystercatcher, and surfbird.

Sixteen species of rare, threatened, or endangered wildlife have been observed, or could occur, in the park project. Seven key resource species deserve special attention. In 2000, the endangered California least tern nested on the manmade islands in the Albany Mudflats, a significant event, as least terns nest in only a few locations in northern California. Three threatened or endangered species, the California clapper rail, California black rail, and salt marsh harvest mouse, are found primarily in tidal marshes. Both the clapper rail and the black rail have been observed at the Emeryville Crescent. The clapper rail probably nests in the South Richmond marshes, and the salt marsh harvest mouse is potentially present in the park project as well. Other key resource species, the burrowing owl, white-tailed kite, and northern harrier, have been observed repeatedly in ruderal scrub and grasslands of the park project. The

Eastshore park project area supports a remarkable abundance and diversity of wildlife species in proximity to an urban setting. The most important wildlife habitats–other than marine habitats–in the park project include:

- Large tidal marshes at the Emeryville Crescent, South Richmond Marshes, and Hoffman Marsh, which provide habitat for a diversity of animal life, including three threatened or endangered species and many water birds.

- Upland and seasonal wetland habitats at Berkeley Meadow, Albany Bulb and Neck, the north slope of the Albany Plateau, North Basin Strip, and the Brickyard. Due to their large size, low level disturbance, and proximity to the Bay, these areas support a high diversity of wildlife and are often used by burrowing owls and wide-ranging predators such as white-tailed kites and northern harriers. Harriers nested at the Berkeley Meadow in 2001.

- Artificial islands at the Albany Mudflats which provide nesting habitat for the endangered California least tern and other water birds, as well as roosting habitat for shorebirds.

- Other artificial habitat features such as breakwaters, abandoned piers, and remote levees serve as relatively undisturbed roost-sites for shorebirds and other water birds.

- Small clumps of trees, particularly native willows that are scattered throughout the park project, provide important perch-sites for birds of prey and songbirds.

3). Marine Life and Ecology

This section describes the marine environment and associated plant and animal species of the Eastshore park project. Seven different marine habitats have been identified in the project area: rocky intertidal, tidal flats, tidal salt marsh, sand beach, shallow subtidal, piers and breakwaters, and eelgrass beds. A large proportion of the project area is composed of shallow subtidal (open water) and tidal flats (including mudflats and sand flats).

- ***The rocky intertidal zone*** is composed mostly of riprap and occurs along a large portion of the shoreline. In some locations, such as just south of Point Isabel and along the east side of the North Basin, the rocky intertidal zone is strewn with fill debris. The predominant plant species within this zone are seaweeds or macro-algae, such as green algae and red algae. The riprap, pebbles, cobbles, and miscellaneous debris also provide substrate and refuges for invertebrate species. Mussels and barnacles were observed throughout the rocky zone along with beach hoppers and shorecrabs. At low tide, birds prey on rocky intertidal invertebrates while nearshore fish prey on these species at high tide. American crows, western gulls, black oystercatchers, ruddy turnstones, and black turnstones were observed in the park project foraging among the cobbles and pebbles, feeding on mussels and crabs.

- ***Tidal flats*** lie between the vegetated tidal marshes (or rocky intertidal) and the permanently submerged subtidal habitat further offshore. Vegetation is usually limited to seasonal blooms of microscopic algae such as diatoms, golden browns, and blue-greens, and scattered patches of green macro-algae. Invertebrates are abundant and include annelid worms, bivalves, tube-dwelling crustaceans, shrimp, crabs, and gastropods. Tidal flats are a prominent habitat type at low tide and are productive habitat in the Albany Mudflats, Emeryville Crescent, and along the South Richmond Marshes. Less extensive yet still important tidal flats also occur in the smaller, protected embayments at the Brickyard and in the North Basin. Collectively, the tidal flats of the park project are valuable, productive areas that support an abundance and diversity of organisms. At low tides, concentrations of shorebirds forage on tidal flats from July through early May, and especially during fall and spring migrations. Thousands of western and least sandpipers, dunlins, marbled godwits, willets, curlews, plovers, avocets, and dowitchers forage in the mud for worms, small crustaceans, and bivalves. Various species of gulls also gather on tidal flats, and wading birds such as snowy egrets and great blue herons search for small fish that live at the water's edge. During high tides, when the muddy substrate is submerged, birds such as grebes, loons, cormorants, and terns (including California least tern, a state and federal endangered species) feed on nearshore fish. Diving ducks (goldeneye, bufflehead, scaup, ruddy duck, redhead, and canvasback) and dabbling ducks (mallard, American wigeon, and gadwall) rest or feed on the vegetation and small invertebrates of the tidal flats.

Albany Plateau and Mudflats from the east

- ***Tidal salt marshes***, particularly the South Richmond Marshes, Hoffman Marsh, and Emeryville Crescent, are ecologically very important areas because they contribute to the nearshore and coastal ecosystems and provide habitat for many organisms, including many of the aforementioned shorebirds. More details are provided in the Animal Life and Plant Life sections above.

- ***Sand beach*** is an intertidal habitat that merges at the upper limit with northern foredunes or rocky, riprap habitat and at the lower limit with shallow subtidal habitat. Invertebrate organisms burrow deeply into the sediment to avoid displacement by passing waves, permanent burial by moving sediment, desiccation, or predation. Crustaceans, especially sand crabs, beach hoppers, sow bugs, polychaete worms, and bivalve mollusks, are present. At low tide, foraging shorebirds, such as sanderlings, black-bellied plovers, and willets prey on intertidal invertebrates. At high tide, nearshore fish prey on intertidal species. The sand beaches within the park project (i.e., Albany Beach and Brickyard Cove Beach) are important habitats because of their limited distribution within the East Bay and potential use by roosting shorebirds.

- The ***shallow subtidal zone*** is seaward of the intertidal zone and is continually submerged. Although the subtidal plant community is limited, this habitat harbors a diversity of animal species. Crustaceans,

tube-dwelling polychaetes, clams, and gastropods have been collected during benthic sampling. Fish species, such as the American shad, bat ray, brown rockfish, chinook salmon, leopard shark, striped bass, white croaker, smelt, northern anchovy, shiner perch, starry flounder, and speckled sanddab are present. Subtidal habitats provide foraging and/or resting areas for many birds, including loons, grebes, cormorants, terns, gulls, California brown pelican, scoter, red-breasted merganser, and other diving ducks. Marine mammals, primarily harbor seals and California sea lions also occur in the shallow subtidal habitat.

A few "beds" of eelgrass–a rooted, flowering plant–occur in the shallow subtidal and lower intertidal zones of the park project. Eelgrass beds are an important habitat for a variety of invertebrates and fish. Eelgrass beds have been identified in several locations: Emeryville Crescent north of the Toll Plaza; off the Berkeley Beach; off the Albany Beach; at the outfall to Schoolhouse Creek; and off the west shore of Point Isabel.

- ***Piers, pilings, and breakwaters*** provide substrate for many species of algae and invertebrates. Fish, especially perch, also live among pilings. Old piers, remnant dock structures, and breakwaters are important roost sites for shorebirds, gulls, and other water birds. California brown pelicans and California sea lions may also occasionally use these offshore structures. The old pilings north of the Albany Neck provide perching sites for birds such as terns and double-crested cormorants.

  Six special-status marine species have been observed, or could occur, in the park project (in addition to the species discussed in the Animal Life and Plant Life sections). The chinook salmon and steelhead are anadromous fish species that may transit through the project area during their seasonal migrations. The harbor seal and California sea lion have been observed in the park project, and a southern sea otter was observed in January 2002 near the western tip of the Albany Bulb (personal communication from J. Blomberg of PWA to Stephen Granholm of LSA). The most important marine resources in the park project include:

  - The great abundance and diversity of shorebirds, particularly at the Albany Mudflats and the Emeryville Crescent mudflats. These two

sites provide foraging habitat for approximately 60 percent of the shorebirds between the Bay Bridge and the Richmond-San Rafael Bridge. Other important mudflats for shorebirds are located northeast of North Point Isabel and at the south side of the Brickyard.

- Undisturbed roost-sites for shorebirds at high tides. In this highly urbanized shoreline, suitable undisturbed roost sites are in short supply, and shorebirds often roost on manmade structures such as abandoned piers, remote levees, breakwaters, and manmade islands.
- The large flocks of diving ducks, including three species (canvasback, redhead, and common goldeneye) that are more common in this area than elsewhere in the Bay.
- The eelgrass beds, which provide a distinctive habitat for many species of invertebrates and fish and are potential spawning habitat for Pacific herring.
- Suitable habitat for special-status species, including three marine mammals, possibly the chinook salmon, and potentially the steelhead, which may transit through the marine environment on its way to and from the creek mouths in the park project.

c. Cultural Resources

1). History

South Richmond Shoreline with San Francisco in the distance

The Eastshore park project's location on the San Francisco Bay shoreline has a rich history that can be traced back 6,500 years. Prehistorically, bay shore resources such as shellfish and waterfowl were used heavily by native peoples, who settled along the shoreline at the mouths of creeks. In the late eighteenth and early nineteenth centuries, Euro-American missionaries, settlers, and gold-seekers settled in northern California, transforming the lives of native people and the landscape they occupied. These new inhabitants developed industrial, shipping, and

transportation areas along the shoreline. The intensive prehistoric and historical occupation of the northern East Bay shoreline has left behind a variety of cultural resources.

Although few tangible resources are readily visible within the park project today, the bay shore retains traces of the past for interested visitors. From the creek mouths where Ohlone gathered shellfish and plant resources, to the massive piers of the Bay Bridge, to the industrial waterfronts of Richmond, Berkeley, and Emeryville, to the landfill history of the park project itself, the park project's cultural heritage connects the Bay's past with its present. North of the park project, and connected to it by the Bay Trail, is the recently designated Rosie the Riveter World War II Home Front National Historical Park, which recognizes women's contributions to America's wartime shipbuilding and industrial achievements.

The Eastshore park project provides a unique opportunity for potential cultural interpretation of topics including Ohlone history and culture, nineteenth century industrial activity, water and rail transportation, the role of refuse and landfills, and the culture of activism that resulted in the preservation of the Eastshore parklands.

2). Cultural Features

Given that most of the upland areas of the park project in Berkeley, Albany, and Richmond had not been created by as late as 1950, there are probably few cultural resources of significant age. Seven cultural resources of indeterminate age have been identified within the park project and are discussed in more detail in the Eastshore park project Resource Inventory (April 2002). Although there is no evidence that these seven resources, which include the crumbling pier northwest of Fleming Point and a partially submerged boat in the Richmond mudflats, meet the criteria of the National or California Registers of Historic Places, further investigation and evaluation of their potential for listing on the historic registers should be conducted if future proposals for the park project have the potential to affect them. The pier at Fleming Point appears to have been associated with a water taxi service that ran between San Francisco and the racetrack and is at least 44 years old.

Several more contemporary cultural features are also found within the park project. The East Bay shoreline has a history of artists' expression. For years,

Albany Bulb

Concrete debris along the Albany Neck

artists have used the flotsam and jetsam from the Bay as their medium, and the mudflats and upland areas as their canvas, creating spontaneous and ephemeral pieces of folk or "plop" art. From the 1960s through the 1980s, the Emeryville Crescent was the primary location for this activity. The mudflats of the Crescent provided a highly visible stage for a constantly changing installation of driftwood and debris-based art. This practice ended in the early 1990s, when Caltrans cleaned up the Crescent to enhance tidal marsh habitat. In recent years, a small group of artists has been working regularly on the Bulb, creating an ever changing array of personal expressions interspersed throughout the upland and shore areas of the Bulb. These pieces range from elaborate constructions, to graffiti, to more traditional paintings, and are constantly changing in response to the elements and the whims of artists and visitors. In addition to these ephemeral art works, there are also some more permanent pieces in the Albany area, including a round seating area/fire pit structure just north of the Beach that was commissioned by the city of Albany, a metal sculpture of shorebirds, and an over-sized driftwood chair overlooking the Bay.

d. Scenic Resources

The visual resources of the Eastshore park project are a unique and irreplaceable scenic resource of world-class value. The most significant visual resources are the dramatic views west from the park project. The park project offers visitors panoramic views of the San Francisco Bay and the distant skyline, as well as panoramas of the Richmond/Berkeley/Oakland hills to the east. Numerous distinctive natural and man-made features are visible from the park project, including: Yerba Buena, Alcatraz, and Angel islands; Mount Tamalpais and the Marin Headlands; the Oakland Bay Bridge; the San Francisco skyline; and the Golden Gate Bridge.

Since most of the upland area within the park project was created by landfill operations, there are few significant scenic features (e.g., dramatic topographic changes, unique geologic formations, or mature stands of trees). The most visually distinctive areas are the coastal marshes that have been established in the Emeryville Crescent, the Albany Mudflats, and the Hoffman Marsh. These marshlands are valuable visual resources that provide an attractive contrast to the bay views and adjacent urban setting.

View of Mount Tamalpais from the Albany Bulb

The park project's long and varied shoreline provides significant variety in both viewpoint orientation and available views, resulting in a wealth of viewing conditions and opportunities for the visitor. In fact, there are few areas within the park project that do not provide a positive viewing experience. Areas providing the highest quality views and panoramas include the Berkeley Beach area, Brickyard, Albany Beach, Point Isabel and the Bay Trail through the South Richmond and Hoffman marshes. Areas such as the Albany Mudflats and the Emeryville Crescent also provide some of the best opportunities for viewing wildlife in the Bay Area.

In addition to the views from the site, the park project affords dramatic views from the I-80/I-580 corridor. Tens of thousands of motorists daily enjoy the panorama of urban skylines, coastal ranges, distinctive bridges, and Bay waters while commuting or travelling the freeway. These intermittent views are of crucial public value because they provide a respite from the traffic congestion and dreary roadway views.

e. Existing Facilities

1). Recreation Facilities

Seabreeze Cafe in the Brickyard

As noted above in the discussion of existing land use within the Eastshore park project, the primary land use is recreation. However, the recreational uses in the park project are primarily passive and informal in character, and more individual-than group-oriented. As such, the parklands remain in a relatively undeveloped condition with few formal recreation facilities. While several developed recreational facilities surround the park project, the only formal facilities located within the park project are the Point Isabel Regional Shoreline and the Bay Trail segment from Central Avenue to the Marina Bay neighborhood in Richmond.

The Point Isabel Regional Shoreline includes 21 acres of open space with trails, two parking areas accommodating approximately 200 vehicles,

permanent and portable restroom facilities, a lawn area, running water for rinsing dogs, and a dog-washing concession. The Bay Trail segment between Central Avenue and the Marina Bay neighborhood in Richmond runs north from Central Avenue along the east side of Rydin Road, across a pedestrian bridge over the inlet to the marsh, along the east side of North Point Isabel, and then across the South Richmond and Hoffman Marshes to Marina Bay, where it connects to two other sections of the Bay Trail.

There is little in the way of support facilities within the park project, although numerous support facilities are located nearby in municipal parks. Currently, the Seabreeze Market is the only facility within the park project that caters to recreation users. The Seabreeze Market, which operates as a concession offering a range of prepared foods and fresh produce, is a popular stopping point for visitors to the Berkeley Marina area and to freeway travelers. The market is particularly busy in the early morning and at lunch time and includes several tables for outdoor dining and portable restrooms. Parking is accommodated in a large, unpaved area at the rear of the market.

2). Circulation

Regional access to the park project is provided via Interstate 80 and 580. The freeways generally parallel the park project and provide access via interchanges at Central Avenue in Richmond; Buchanan Street in Albany; Gilman Street, University Avenue, and Ashby Avenue in Berkeley, and Powell Street in Emeryville. Four of these interchanges (Central Avenue, Buchanan Street, Gilman Street, and Powell Street) provide direct access from the freeway to the park project, but the University Avenue and Ashby Avenue interchanges do not. The Ashby Avenue and University Avenue interchanges both provide direct access for southbound, but not northbound, travelers. Northbound travelers exiting at Ashby and University must travel east until they can make a legal U-turn in order to enter the park project.

Local access from the areas east of the freeway is provided at each of the interchanges. West Frontage Road, which runs parallel to the west side of Interstate 580/80, provides local access between the four southern-most interchanges. There is no direct local connection on the west side of the freeway from either the Central Avenue or Buchanan Street interchanges.

Public transportation to the park project is by provided by AC Transit. Four different local bus routes currently serve the area. More regional transit connections to the park project vicinity include Amtrak stations in Berkeley and Emeryville, and BART stations in Albany, Berkeley and Emeryville. Only the Berkeley Amtrak station is within walking distance of the park project. No public transit linkages currently connect these regional systems to the park project. Although no water ferry routes currently serve the park project, the Metropolitan Transit Commission has identified the area at the foot of Gilman Street in Berkeley as a possible future site for a ferry terminal.

Berkeley lands with I-80, University Avenue interchange & pedestrian overpass

Bicycle and pedestrian access to the park project is limited by the fact that Interstate 80/580 separates the populated areas of Oakland, Emeryville, Berkeley, Albany, and Richmond from the shoreline area. Pedestrian and bicycle access to the park project from these areas is available only at the Powell Street, University Avenue, and Gilman Street interchanges. Except for University Avenue, where the recently completed bicycle/pedestrian overcrossing of I-80 provides excellent access, these east-west connections to the park project and Bay Trail are generally difficult and uninviting for pedestrians and bicyclists. West of Interstate 80/580, the Bay Trail provides critical north/south bicycle and pedestrian access and unifies the shoreline by linking the various parcels contained within the Eastshore park project.

Planned roadway and/or intersection improvements will facilitate access and circulation in the vicinity of the park project, including a redesign of the Ashby Avenue/I-80 interchange and a traffic roundabout at Gilman Street and I-80 (including bicycle lanes).

3). Utilities and Public Services

Existing water supply, wastewater, electric and gas, and telephone services are concentrated in the developed areas in the vicinity of the park project, such as the areas surrounding the Marina Bay neighborhood in Richmond, Point Isabel, Golden Gate Fields, Berkeley Marina, Powell Street, etc. These utilities are discussed in more detail in the Eastshore park project Resource Inventory (April 2002). Generally, the areas of the park project that are not adjacent to development contain few, if any, public utilities. These areas include the South Richmond shoreline area, the Albany Peninsula, the Berkeley Beach area, and the Emeryville Crescent.

According to staff representatives of the respective utility districts and companies, existing utilities in the developed areas adjacent to the park project have capacity to accommodate additional facilities typical of regional shoreline parks, such as interpretive centers, shower and restroom facilities, etc. Recycled water will also be available from EBMUD.

EBRPD, along with the cities in which the park project is located, provide police and fire protection services to the park project lands.

B. PLANNING INFLUENCES

Planning for state parks often deals with issues that cross park and regional boundaries. Often federal, county, or other state agencies are responsible for providing oversight for various planning related policies and laws, such as the Environmental Protection Act (NEPA), California Environmental Quality Act (CEQA), the Clean Water Act-Section 404, and the Americans Disability Act of 1990. Additionally, numerous Department Resource Management Directives help guide planning processes.

The following are existing statewide, State Park System-wide and regional planning influences that may affect planning decisions at the Eastshore park project.

1. System-wide Planning

a. State and Federal Agencies

Several federal and state agencies will have significant regulatory review of the project site's development over time. The Bay Conservation and Development Commission (BCDC) is the federally-designated state coastal management agency for San Francisco Bay and has jurisdiction in the greater San Francisco Bay area to administer the state's McAteer-Petris Act and the San Francisco Bay Plan. BCDC was created in 1965, after a five-year campaign led by the Save the Bay Association. The Commission is charged with regulating all filling and dredging in San Francisco Bay, regulating new development within the first 100 feet inland from the Bay to ensure that maximum feasible public access to the Bay is provided, and minimizing pressures to fill the Bay by ensuring that the limited amount of shoreline area suitable for high priority water-oriented uses is reserved for ports, water-related industries, water-oriented recreation, airports and wildlife areas. In all decisions involving the Eastshore park project, BCDC will evaluate projects in light of the McAteer-Petris Act (the BCDC's primary law), the San Francisco Bay Plan, the federal Coastal Zone Management Act, and the California Environmental Quality Act.

In addition to BCDC, the San Francisco Bay Regional Water Quality Control Board will review any water quality impacts and insure compliance with its closure orders affecting the project. The Department of Fish and

Game, the National Marine Fisheries Service, and the U.S. Fish and Wildlife Service will need to be consulted prior to any significant construction. Also, all future development within the park project will be subject to environmental review under the California Environmental Quality Act.

b. State Park System-wide

The management and operation of the park project will also be subject to the following rules and regulations pertaining to state parks.

- Public Resources Code
- California Code of Regulations
- California State Park and Recreation Commission Statements of Policy
- Policies, Rules, Regulations, and Orders of the California State Park and Recreation Commission and the California Department of Parks and Recreation
- California Department of Parks and Recreation Operation Manual (DOM)
- California Department of Parks and Recreation Administration Manual (DAM)
- California State Parks System Plan
- California State Parks Mission Statement
- California State Parks Access to Parks Guidelines
- Resource Management Directives of the Department of Parks and Recreation:
    - #1 Definition of the Resources and Values of the State Park System
    - #2 Attributes of an effective State Park resource manager
    - #3 State Park acquisition objectives
    - #4 Location and design of development in State Parks
    - #5 State Park Development
    - #7 Resource analysis and boundary recommendations for State Parks and Reserves
    - #8 Establishment of State Wilderness in State Park projects
    - #9 Boundaries and Allowed Developments in Wilderness and Natural Preserves
    - #11 Establishments of Cultural Preserves
    - #24 Primary Objectives of the Department of Parks and Recreation
    - #25 Program for Identification, Description, and Evaluation of all Resources
    - #26 Consideration of Ecological Factors

- #28 Visitor Use Impacts
- #29 Vegetation Management
- #31 Environmental Resource Management Techniques
- #32 Resource Management Programs
- #33 Vegetation landscaping
- #34 Exotic Plant Elimination
- #35 Maintenance of Wildlife Habitat
- #36 Wildlife Population Balance
- #41 Paleontological Resources Protection
- #43 Water Quality Control
- #46 Environmental Quality
- #58 Archaeological Site Protection
- #60 Flow of Human History
- #63 Cultural Resource Management Plan
- #74 Recreation Development/ Use

2. Regional Planning Influences

Each of the neighboring cities has a long history of addressing planning issues on what is now the park project site. Past development proposals that threatened access to the waterfront triggered public efforts to preserve the land as open space. In response, the cities' general plans and detailed waterfront plans have directed land use toward maximizing bay access, protecting resources, and orienting commercial development to waterfront recreation. With the purchase of the project site by State Parks, the land will be preserved as open space, which is generally consistent with current city policy in the five communities. A discussion of existing regional planning documents and their associated legal requirements follows below.

a. Oakland

Due to the relatively small portion of the park project site that falls within the Oakland city limits and its predominantly aquatic nature, few planning policies address it directly. The entire north side of the Bay Bridge spit is designated in the General Plan Land Use and Transportation Element as "Resource Conservation Area." This classification is intended to "identify, enhance and maintain publicly-owned lands for the purpose of conserving and appropriately managing undeveloped areas which have high natural resource

Radio Beach from the west

value, scenic value, or natural hazards which preclude safe development". Development within Resource Conservation areas is extremely limited and must relate to the conservation and management of natural resources, public open space, and natural hazards. Buildings are not permitted in these areas unless required to facilitate the maintenance of conservation areas.

The city of Oakland's goals for its waterfront include the following:

- Increase the awareness of the waterfront throughout the city and region, and maximize the benefit of Oakland's waterfront for the people of Oakland.
- Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural educational, and entertainment experiences; and new or revitalized retail, commercial, and residential development.
- Enhance and promote the city's waterfront for the economic benefit of the community with emphasis on Oakland's position as a leading west coast maritime terminal and a primary Bay Area passenger and cargo airport.
- Connect the waterfront to the rest of the city with emphasis on linking adjacent neighborhoods and downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water's edge, and improving public access to and along the waterfront.

- Preserve and enhance the existing natural areas along the waterfront.

b. Emeryville

Waterfront lands in Emeryville include both highly developed urban areas, and highly sensitive natural habitat areas. Emeryville's General Plan contains the following policies that are pertinent to the park project site:

Public Facilities and Services

- Improve and expand social and recreational services and facilities for all segments of the community.
- The open space system should provide for increased pedestrian accessibility of the Bay shoreline, except in ecologically sensitive areas.
- The city shall support and participate in the planning and development of the Eastshore State Park.

Biological Resources

- Preserve the city's biological resources including the ecosystem of the Emeryville Crescent and the San Francisco Bay.
- Promote the use of natural areas for educational purposes to the extent that these activities do not conflict with the protection and preservation of wildlife habitat and endangered species in the areas.

Emeryville's Point Emery with Berkeley's Aquatic Park to the left

- Wildlife habitat along the Bay shoreline should be preserved and enhanced.
- Public access to the Emeryville Crescent should be controlled to allow regeneration of native vegetation and restoration of wildlife habitat.

A 1987 ballot initiative required the city to maintain the natural character of the Emeryville Crescent. The area is zoned "Shoreline Management" for ecological benefit. Human access is acceptable, if it does not adversely affect environmental quality.

The peninsula waterfront is developed with large-scale office towers, hotels and condominiums. City zoning and land use designations indicate little projected change for the peninsula. Current zoning designations for the peninsula include Medium Density Residential, Mixed Use, General Commercial, Shoreline Management (Civic), and Outdoor Recreation. Additional development of vacant and underused sites will continue east of the freeway. New residential park projects, light industrial campus type facilities, and mixed use planned park project developments are planned for the South Bayfront property on Shellmound Street.

c. Berkeley

The city of Berkeley has actively supported and planned for the recreational uses of its waterfront. City policy calls for publicly owned waterfront land to be held as permanent open space.

Land use policy in the 1986 Waterfront Plan includes objectives for continuous shoreline access, building setbacks, water-oriented business development, an increase in the quantity and quality of open space for habitat and recreation, and building restrictions. The 1986 Plan and Measure Q, which is the implementing ordinance, are still the primary policy documents for non-open space land use. General waterfront land use is described as part of the 2000 Draft General Plan and 2000 Draft Berkeley Marina Plan and Waterfront Overview. The Draft General Plan updates the changing context of the Marina, and the Marina Plan recommends detailed improvements to the Marina peninsula. For land within the project site, a discussion of "planning considerations" is presented without detailed policy. The need to unify park programming between the jurisdictions is emphasized.

Berkeley Marina and Pier from the west

2000 General Plan

The 2000 Berkeley General Plan designates the waterfront areas west of the I-80 Freeway as either “Open Space” or “Waterfront/Marina.” “Open Space” is identified as being appropriate for “parks, open space, recreational facilities, natural habitat and woodlands.” Allowable land uses include "parks, recreational facilities, schoolyards, community services, and facilities necessary for maintenance of the areas". The "Waterfront/Marina" designation maintains and preserves areas adjacent to the Bay for “open space, recreational uses, waterfront-related commercial and visitor services, boating, and water transit facilities.” All of the lands within the project site are designated as “Open Space.” The Golden Gate Fields properties adjacent to the North Basin Strip are designated as “Waterfront/Marina.”

General Plan policies that are directly pertinent to the park project site include:

- Implement the Waterfront Master Plan and take actions to achieve the Plan's goals.
- Work with city of Albany, racetrack owners, and regional transit agencies to establish a ferry terminal and regular San Francisco ferry service from the foot of either Gilman Street or University Avenue.

- Improve transit, bicycle, disabled, and pedestrian access to and between open space and recreation facilities, including the East Bay Shoreline State Park.
- Implement 1986 Waterfront Plan policies to establish the waterfront as an area primarily for recreational, open space and environmental uses, including the following specific actions:
    - Collaborate with other agencies and jurisdictions to plan and complete the Eastshore State Park as part of a continuous East Bay shoreline.
    - Assure that new shoreline development recognizes its unique location, considers sensitive natural resources, and maintains adequate shoreline access and views.
    - Complete the Berkeley portion of the Bay Trail.

1986 Waterfront Plan

The 1986 Waterfront Plan sets forth five goals for the waterfront:

- Establish the waterfront as an area primarily for recreational, open space, and environmental uses, with preservation and enhancement of beaches, marshes, and other natural habitats.
- Develop the waterfront as part of a continuous East Bay shoreline open space system.
- Provide for an appropriate amount and type of private development to make the waterfront part of Berkeley's vibrant urban community, attractive to and useable by Berkeleyans, neighboring Bay Area residents and other visitors.
- In all types of development, meet the needs of unemployed and under employed Berkeley residents, in both construction and permanent jobs.
- Establish uses and activities that reflect and enhance the unique character of the waterfront and foster the community's relationship with the shoreline.

The 1986 Plan allowed up to 565,000 square feet of commercial development along the West Frontage Road north of Virginia Street, with a maximum Floor Area Ratio (FAR) of 0.5. However, 340,000 square feet of

that total were designated for the North Basin Strip, which is now part of the project site. The development potential on the remaining Golden Gate Fields (Magna Corporation) properties includes up to 50,000 square feet of waterfront-oriented retail and restaurant uses with 200 parking spaces on the area south of Gilman Street, and a 165,000-square-foot hotel complex, a 10,000-square-foot restaurant, and 360 parking spaces on the area north of Gilman Street (i.e., in the horse stable area). A continuous 100-foot shoreline setback for public access purposes is required of the property owner.

Golden Gate Fields parking and stable at foot of Gilman Street

Berkeley Marina Plan and Waterfront Overview

The Berkeley Marina Plan and Waterfront Overview sets five goals for Marina planning:

- Enhancement of wildlife habitat, natural areas and landscaping.
- Maintenance of existing infrastructure.
- Provision for appropriate recreational use.
- Improvement of pedestrian and bicycle access and compliance with ADA.
- Pursuit of a fiscally responsible and sustainable implementation program for the Marina.

Since the writing of the 1986 Waterfront Plan, the landowner for the current Eastshore park project has changed from a private, development-based interest to a public, open space interest (i.e., State Parks). As a result, new opportunities for land use that build on future park and recreation are reflected in the 2000 Marina Plan and Overview. In addition to the development of the park project site, the Marina Plan identifies three other projects that will enhance the recreational and resource value of the waterfront: the completion of the Bay Trail; the construction of the pedestrian bridge over the I-80 freeway; and improvements to Aquatic Park.

The Marina Plan identifies a number of considerations for the broader waterfront area given the purchase of the project site by State Parks. These considerations include the following:

ENVIRONMENTAL ENHANCEMENT

- Consider "day-lighting" Strawberry and School House creeks to enhance wildlife habitat and water quality.
- Balance habitat conservation with public access.
- Develop a joint educational program between project site and the city of Berkeley focusing on the regional ecology.

CIRCULATION AND ACCESS

- Provide a continuous trail along the shoreline (including the North Basin Strip, the Meadow, and Brickyard).
- Improve Virginia Street for pedestrians and bicycle access and restrict vehicular access to maintenance and emergency vehicles only.
- Link pedestrian and bicycle trails to the greatest extent possible, thus establishing a network of trails along the waterfront.
- Encourage launching for small boat access at the North Sailing Basin.
- Increase the 100-foot shoreline setback, where possible, to maximize shoreline open space.

LAND USE AND AESTHETICS

- Consider locating a ferry terminal at the foot of Gilman Street or University Avenue.

- Consider providing informal playing fields at the North Basin Strip.
- Consider shared use of facilities (e.g., bike trails, parking, corporation yards) between project site and the city of Berkeley.
- Protect and enhance vistas and view corridors to and from the waterfront.
- Design key intersections including University Avenue/West Frontage Road and Gilman Street/West Frontage Road to visually announce entry to the waterfront.
- Consider expanded facilities at the Sea Breeze Market, including interior dining and bike/skate rentals.

Recommended uses in the Marina are largely unchanged from the current status. Enhancements to wildlife habitat, aesthetics, circulation, and water access are suggested. Program facilities identified for expansion include the Shoreline Nature Center, marina boat docks, windsurfing water access points, and sailboat rentals.

d. Albany

The city of Albany has a history of plans for their portion of the waterfront, with policies reflecting a commitment to cooperation with other agencies. Two key city planning documents provide guidance for the future of the waterfront: the city's General Plan and a detailed proposal for that portion of the project site within the city of Albany.

1990-2010 General Plan

The General Plan goal for the waterfront is to "achieve a complimentary [*sic*] mix of private and public uses at the Albany Waterfront which provide for maximum feasible open space, recreation and public access to the waterfront area." To accomplish this directive, the General Plan sets forth the following policies:

- Work with all appropriate landowners, agencies, and citizen groups to implement the Bay Trail Plan along the Albany Shoreline.
- Ensure adequate protection of wildlife and vegetation resources when developing the Bay Trail alignment.
- Require that public access to the shoreline and Albany Point (Bulb) be part of any future waterfront development plans, and that multi-modal

Golden Gate Fields and Plateau with Mudflats and East Bay hills in background

access be coordinated with state and regional park and open space plans.

- Continue to work with the state, cities, and other appropriate agencies to develop the former Albany landfill site into a state waterfront park.
- Work closely with the state, cities, and other appropriate agencies to complete the acquisition, planning and development of the project site.
- Assure that the planning for the project site is consistent with the city's conceptual plan for that portion in the city of Albany.

Albany Municipal Code

The zoning for the areas west of the freeway is "Waterfront" (or WF District). The purpose of the WF district is "to provide for the water oriented uses called for in the Waterfront Master Plan, as well as the open space conservation, parks and recreation, and commercial recreation uses outlined in the General Plan." Permitted uses include gaming and associated uses as authorized and regulated through a 1994 Development Agreement. Conditionally permitted uses include: commercial recreation; waterfront and sports-related commercial sales and services; restaurant/bars; commercial parking lots; marinas and boat launching ramps and related uses; parks, golf courses, open space areas and other recreational facilities; and public utility and pubic service structures and installations.

The zoning also codifies the requirements of the Measure C, the Citizens Waterfront Approval Initiative that was approved by voters in June, 1990. This measure requires that any amendment to the existing General Plan waterfront land use designations, waterfront master plan or other specific plan for the waterfront area, waterfront zoning, or development agreement for the waterfront area, will require passage of a ballot measure approved by a majority of the city's voters.

1995 Proposal for the Albany Portion of the Project Site

In 1995, the city of Albany submitted a proposal to EBRPD that was intended to serve as a statement of the city's recommendations and guidance for the development of the Albany portion of the park project. The proposal, which is consistent with Albany's 1992 General Plan, provides specific area-by-area recommendations for land use and conservation. The following are some of the key points in the proposal:

- EBRPD/State Parks should acquire and develop those parts of the Albany waterfront known as the Plateau, Beach, Neck, Bulb and Fleming Point for inclusion in the project site.
- The Plateau area should be developed for reasonably intensive use by all age groups. Utilities should be installed, and restrooms and drinking water provided at a number of convenient locations.
- The southern side of the Plateau should have an area designated as playing fields for organized amateur athletic activities, but no lighting should be provided for nighttime sports activities.
- An interpretive center, including restrooms and a refreshment stand should be located on the southwestern portion of the plateau.
- The Neck and Bulb should be preserved as a semi-wild area, reserved for hiking, enjoying the views, observing plants and animals, and providing opportunities for solitude.
- The Beach and dunes behind it should be preserved in a natural state. An area east of the Beach and dunes, 180 feet in width, should be converted from parking lot to natural landscape, allowing for expansion of the dunes and sufficient space for the Bay Trail. Along the shoreline, from the southern end of the Beach to the beginning of the rise to Fleming Point, a band of similar width should be converted from parking lot to natural landscape.

- Fleming Point should be preserved as a vista point along the Bay Trail. Along the crest of the point, an area at least 50 feet in width should be converted from parking lot to park in order to accommodate the Bay Trail and a viewing area with benches.
- A Bay Trail spur should extend from behind the beach, follow what is now the lower road along the neck, and terminate at a viewpoint on the Bulb.
- In order to avoid disturbance to water birds, no public access should be allowed along the northern shoreline of the Plateau and Neck, and no boating activities should be allowed in the waters north of the Plateau, Neck and Bulb.
- Known and potential roosting habitats should be enhanced by turning small peninsulas and levees into islands, and by adding rock or other materials to roosts to raise them above the higher tides.
- Dogs, if allowed on the Neck and Bulb, should be leashed at all times.
- Local artists should be asked to participate in conceptualizing and designing artistic components such as trail markers, benches, interpretive signage, and buildings.

e. Richmond

The Richmond waterfront is historically industrial. However, over the last twenty years, residential redevelopment and reinvestment in industrial/ commercial uses have revitalized this section of the city. In addition, new industrial and commercial uses have expanded along the Interstate 580. The 1994 General Plan provides the primary planning guidance for Richmond's waterfront.

Land use designations of properties adjacent to the waterfront are Residential, Industrial/Office, Heavy Industry, Light Industry, Recreation Lands, and Preservation/Resource Lands. I-580 separates the dominant residential neighborhoods of Richmond from the waterfront. Marina Bay, a master planned community fronting on the shoreline, is the exception.

The General Plan sets clear goals for open space protection for Point Isabel and the extended wetlands and marsh areas north of Point Isabel. Public access to these areas is further encouraged through trails, street connections, and transit.

South Richmond Shoreline, Meeker Slough, and adjacent industrial uses

3. Demographics

The demographic context of the Eastshore park project is as dynamic as it is varied. Clearly the park project will have to accommodate the population of a fast-growing region that is diverse with respect to race, income, and education, among others.

a. Population and Trends

The Bay Area continues to attract new residents to its warm climate, beautiful setting, recreational activities, top universities, and career opportunities. It is estimated that about one-half of the growth in the region's population is the result of in-migration. In the period between 1990 and 2000, the Bay Area added 760,000 new residents–an increase of more than 12 percent–for a total current population of approximately 6.8 million. The Association of Bay Area Governments (ABAG) projects that growth in the region will accelerate, adding another 1.4 million new residents by 2025, an increase of more than 20 percent.

At the county level, Alameda and Contra Costa counties–within which the Eastshore park project is located–will continue to see significant growth, with population increases through 2025 of 18 percent and 26 percent respectively. At the local level, the cities within which the park project is located will also grow. The cities of Emeryville and Richmond will see the most population

growth between now and 2025, according to ABAG, with increases of 63 percent and 34 percent respectively. This level of growth is largely the result of the redevelopment of old industrial areas into residential and mixed-use neighborhoods. The remaining three cities, which are much more established with respect to residential development and are less likely to see redevelopment, will continue to grow at a healthy rate: Oakland, 12.5 percent; Berkeley, 9 percent; and Albany, 9 percent.

It is estimated that the lands constituting the park project currently receive approximately 1.5 million visitors annually. While the simple establishment of the park project and improved access will likely increase the number of annual visitors, so will the projected increase in population both regionally and locally. As noted, 1.4 million new residents will call the Bay Area home by 2025. An additional 510,000 residents will be living in Alameda and Contra Costa counties, and of those residents, 98,500 will be living in one of the five cities the park project spans.

b. Population Diversity

Not only is the Eastshore park project located within a fast-growing region, but also within a very diverse one. With respect to race, 50 percent of Bay Area residents are white, 19 percent are Hispanic or Latino, 19 percent are Asian, 7.5 percent are black or African American, with the remaining 4.5 percent comprised of other races. At the county level, Alameda County has a higher black or African American population and a lower white population than does the overall Bay Area, while Contra Costa County has a higher white population and a lower Asian population. At the local level, the diversity in the race of the population varies more considerably. For instance, the black or African American population in the cities of Oakland and Richmond doubles the Bay Area composition with 35 percent. Likewise, the Asian population in the cities of Emeryville and Albany comprises 25 percent of their respective residents, a higher proportion than in the Bay Area overall.

With respect to income, the mean annual household income in the Bay Area is estimated to be $83,200. In Alameda County, the median annual household income is $73,400, and in Contra Costa, $78,600. As with race, the diversity in household income is more apparent at the local level. ABAG estimates show that the mean annual household income in all five cities adjacent to the Eastshore park project tends to be lower than the Bay Area median. The cities

of Oakland and Richmond vary the most from the Bay Area average with mean annual household incomes that are significantly lower: $65,500 and $62,100 respectively. Emeryville, Berkeley, and Albany vary less from the Bay Area average with estimated mean annual household incomes of $78,600, $76,100, and $75,900 respectively.

c. Visitation Characteristics

Given that the Eastshore park project lands were recently purchased with no prior history as a recreation facility, there is little data available regarding park use and visitation. As such, this discussion regarding visitor patterns and level of use is primarily anecdotal, based on limited observation and discussions with EBRPD and local city staffs. In general, the open space areas in the park project provide for a number of recreation opportunities, including hiking, jogging, biking, dog walking, fishing, bird watching, kite flying, kayaking, sailing, and windsurfing. However, due to the existing lack of facilities, the majority of these uses tend to be concentrated in adjoining municipal and private recreation and open space areas, rather than on the project site. The exception is the Point Isabel Regional Shoreline area of the park project, which according to surveys by EBRPD and Point Isabel Dog Owners Association and Friends, Inc. (PIDO), accommodates between 900,000 to 1 million visitors annually. Based on these surveys, the EBRPD estimates that the entire park project may experience as many as 1.5 million visitors annually.

Albany Beach

The Bay Trail segment between Point Isabel and the Marina Bay neighborhood also appears to be heavily used by both bicyclists and joggers. The Bay Trail represents a very important element in linking the non-contiguous parts of the park project. However, the Bay Trail is currently not continuous through the park project with breaks in both Berkeley and Oakland and a circuitous temporary alignment through Albany. As such, the current level of use is assumed to be much lower than it will be when the Bay Trail is completed. The upcoming completion of the Berkeley segment and the recent completion of the bicycle/pedestrian overpass of I-80 at University Avenue will greatly enhance the use of the Bay Trail and improve access to the park project. This segment of the Bay Trail will create a continuous connection between Emeryville and Richmond, and the overpass provides an important link to the area east of I-80.

Generally it appears that the peak seasons for most uses are the spring through fall months when the rains have passed. Although the off-leash dog park at Point Isabel is not as affected by seasonal patterns, levels of use do fall off during the rainy season. Weekends are busier than weekdays. On weekdays, peak periods occur during the early morning and early evening hours. Given the absence of night lighting, there is little nighttime use within the park project.

At present, the park project appears to be primarily a local destination for those interested in daily exercise for themselves or their dogs, fishing, bird watching, and enjoying the views. As such, the area from which the park project currently draws its visitors tends to be located within a short drive. There is also little indication that adjacent municipal and private uses generate many visitors to the park project. For instance, major employers such as the U.S. Postal Service bulk mail center and Costco adjacent to the Richmond lands do not appear to generate much daytime use of the park. Similarly, the Berkeley Marina does not appear to generate significant use of the nearby Brickyard and Meadow areas. The residential and office uses on the Emeryville peninsula could generate park uses during the day, but there is very limited upland area in this part of the project site appropriate for recreation.

4. Public Input

> *Never doubt that a small group of thoughtful committed people can change the world. Indeed, it is the only thing that ever has.*
>
> Margaret Meade

The one-and-a-half-year planning process has successfully encouraged the maximum feasible level of public participation. Long time park activists, committed conservationists, children in team uniforms, and the general citizenry welcomed the opportunity to meaningfully contribute to this plan. Thousands of e-mails, letters and phone calls were recorded. Over a thousand people spoke at the various meetings held by the planning team and local governments. In fact, several changes were made in the plan as a direct result of stakeholder statements and comments from the general public. Many people commended the openness of the process. The plan is a far better public policy statement as a result of these contributions.

a. Stakeholder Meetings

The Eastshore park planning team held stakeholder meetings during the month of February 2001 to confirm and clarify key issues and introduce the park planning process. Four meetings were held, three on February 13 (agency, landowner/businesses, and potential users/environmental groups) and one on February 20 (potential users/environmental groups). Approximately 90 people total attended the four meetings.

The meetings were each two hours long and formatted to introduce attendees to the three park sponsors, the planning team, and the project, and to gather input on key issues with regard to the Eastshore park project. The public involvement process was described, including the various opportunities the community would have to receive new information and provide the planning team with input. A project background and a review of the planning process and schedule followed.

During the user/environmental meetings, participants were asked to look forward twenty years and develop a one or two word vision statement for the Park in the form of a "bumper sticker." This visioning exercise allowed the

Several community workshops were part of the public participation process

community to succinctly express their dreams for the future of the Eastshore park project. Attendees placed their bumper stickers on a wall at the front of the meeting room and the planning team grouped the stickers for review at the end of the meeting. Examples of the vision statements produced by the participants included:

- "Views to Feed the Soul"
- "Recreation and the Environment Together"
- "Celebrate Dogversity–Keep Point Isabel Leash Free"

During the agency meeting, agencies were asked to describe their roles and responsibilities vis-à-vis the project site, and to identify any projects that they were aware of that might affect the planning for the park. The planning team also requested input from the agencies for recommendations on the parameters of the study area. Recommendations included expanding the study area as far east as San Pablo Avenue (a key transit corridor within the area), including areas not currently owned by EBRPD or State Parks in the Resource Inventory, and making sure the character of nearby parks, trails, cities, and transportation corridors were considered in the development of the park master plan.

All three stakeholder groups were asked to identify what they saw as key issues. A sampling of the key issues noted include:

- Enhancing water-related recreational use of the Bay, particularly improving access to the North Basin
- Exploring alternative transportation modes to get users to and around the Park
- Maintaining the current off-leash dog areas
- Integrating recreational uses with habitat protection and restoration

Each group was asked to fill out a questionnaire and mail or fax the survey back. The planning team reviewed the results of the meetings and used the Stakeholder input to inform the master plan process.

An important part of all four meetings was the discussion of key issues and the documentation of stakeholder comments. The issues were summarized into seven main categories:

- Recreational needs
- Environmental issues
- Off-leash dog areas
- Transportation and parking
- Park operation/design/planning
- Education/interpretation
- Economic needs

A more detailed account of the comments by each stakeholder group is available in the Unit Data File maintained by State Parks.

b. Regional Workshops

The regional workshops were conducted to involve the regional community and build upon the knowledge gained from the stakeholder meetings. A highly determined public effort over several decades resulted in the park's creation. The highly visible nature of the park requires that the efforts of many people and organizations be acknowledged.

1). Regional Workshop #1: "Issues and Opportunities"

The objectives for the first of four regional workshops were to present an overview of the Park and the proposed planning process, review the draft Resource Inventory, and gather public input on issues and opportunities. The previously held stakeholder meetings and the issues those sessions were presented to the public at large.

Following the overview of the stakeholders meetings, the consultant team made a series of presentations summarizing the findings of the draft Resource Inventory. The presentation was divided into the following four categories:

- Recreation/Scenic/Cultural Resources
- Biological Resources
- Environmental Conditions
- Land Use/Transportation/Utilities

Each presentation was followed by a discussion period during which the public had an opportunity to ask questions and provide feedback. The objective of this exercise was to gather input from the community on where the Resource Inventory data might need further clarification or enhancements. A comment period followed each of the four Resource Inventory presentations. As those in attendance asked questions or made comments, the information was documented for future use. The public was also invited to provide written comments. Over 60 comment sheets were collected at the meeting or mailed to the planning team.

Comments and feedback received at this workshop were similar to those raised at the previous stakeholder meetings. Additional comments included more specific details regarding potential impacts on natural resources (e.g. traffic noise, exotic plant sightings, off-leash dog limits, access restrictions, potential liquefaction of site from seismic activity), potential recreation opportunities, both upland and aquatic (e.g. overnight accommodation, additional shoreline access, joint skateboard/bmx park proposal), and public health issues (e.g. sewage at Point Isabel, toxics in soil, submerged hazards).

2). Regional Workshop #2 "Exploring Alternatives"

The objective of the second workshop was to discuss possible alternatives for the future use and improvement of the project site, including different combinations of educational and recreational uses, environmental enhancements and facilities. The workshop format included an informational presentation followed by a short question period and an interactive exercise, which was used to solicit community input on park alternatives. Two alternative plan proposals were presented. Both were consistent with the natural resource constraints described in the Resource Inventory. One provided more recreational opportunities, while the other alternative stressed natural resource conservation. Workbooks were provided to gather further comment. Provided with the necessary background, participants were asked to discuss in small groups the various alternatives presented earlier and to note comments in a workbook. The groups were structured to ensure that as many interests as possible were represented in each group, and were not dominated by any one interest. For each study area, participants discussed the following topics:

- Management Zones
- Key Natural Resources
- Intensity of Use

The two alternatives presented at the workshop illustrated the potential extremes for the project, while still holding resource protection and enhancement as a high priority. In general, Alternative B allowed for a higher intensity of use than Alternative A. Those who favored a higher level of resource protection coupled with limited change to current land uses supported Alternative A. Many participants favored Alternative B because it included off-leash dog activities at Point Isabel and larger areas for recreation, and because the project site is located in an urban environment and should thus be more available for human activities. Most comments addressed popular and controversial issues such as off-leash dog access within the park project, formal sports fields, retaining public art on the Albany Bulb, and habitat needs vs. recreation needs.

WORKBOOK SUMMARIES

The intent of the workbooks was to collect additional information on how participants felt about the parkland alternatives, potential land uses, and the

A combination of native and exotic plant species on the Albany Bulb

planning process to date. Topics in the workbooks included basic user information (city of residence, users relationship to the park) and more specific questions regarding the declaration of purpose and unit vision statement, and the management zones, intensity of use, facilities, and environmental enhancements proposed in the two workshop alternatives.

1. Park Users Relationship to the Project

Approximately one-third of the participants indicated that they used the park project for dog walking/exercising, followed by windsurfing. Walking and bird watching also ranked high. As a secondary activity, walking captured the most attention, with bicycling, bird watching and sightseeing all ranking next. Finally, a number of people cited kayaking, bird watching, sightseeing, walking and fishing as activities they also associated with the Eastshore project.

2. Declaration of Purpose and Unit Vision Statement

Participants were asked to indicate the degree to which they agreed with " The Declaration of Purpose and Unit Vision." Responses indicated general agreement, tending towards strongly favorable. Some indicated that the statement did not adequately represent the appropriate level of resource protection and enhancement, and that habitat should have priority over recreation and access.

3. Management Zones

Seven management zones were created by the park planning team to provide a geographical framework for guiding the development of management goals and objectives for the park site. Comments or concerns noted in the workbooks regarding the delineation of the management zones indicated a general agreement with the proposed arrangement. However, it was noted that habitats do not necessarily follow neat boundaries, and that issues such as the potential effects from adjacent land uses and wildlife corridors must be considered.

4. Key Natural Resources

The Key Natural Resources section identified numerous significant natural resources within the project area. These resources represent the environmental baseline on which land use and management decisions within the park project will be based. Comments were generally positive. Several individuals were pleasantly surprised at the number of species inhabiting the former landfill sites. Some stated that the natural resources could be further improved with restoration and enhancement while others questioned the definition of "natural" (i.e., are the habitats that exist on a former landfill truly natural). Some added that other resources should be considered, such as views across the Bay and water-based recreational opportunities.

5. Intensity of Use and Facilities

Each management zone was assigned an intensity-of-use rating based on the sensitivity of key natural resources to park development, and participants were asked to apply there ratings to the management goals. The use definitions were as follows:

- "**Restricted Use**": Permitted uses limited to public safety, maintenance, scientific research/monitoring and controlled interpretive/educational activities.
- "**Low Intensity Use**": Passive recreation for few people with access restricted to hardened/designated sites. Permitted uses include activities such as hiking, biking, bird watching, kayaking, sunbathing, swimming and fishing.
- "**Moderate Intensity Use**": More people, more often, with longer stays. Permitted uses include activities such as "pick-up" sports (i.e. Frisbee toss and catch, etc.) kite flying, windsurfing, sailing, outriggering, crew, and group activities.

- **"High Intensity Use"**: Permitted uses include activities such as formal sports and activities that require specialized facilities, organized events, intensive water uses (e.g., boating instruction, dragon boat regattas, etc).

Results of this exercise showed the majority of people favored low intensity facility use in study area #1 (South of University Avenue to Emeryville), moderate-intensity facility use in study area #2 (North of University Avenue in Berkeley), and high-intensity facility use in both study area #3 and #4 (Albany Lands and South Richmond Shoreline).

6. Environmental Enhancements

In general,comments regarding environmental enhancements favored a combination of habitat restoration and creation, coupled with a high level of protection for the entire park. Specific concerns regarding the potential enhancements included provision of buffer zones to protect key habitat areas, removal of exotic species, creek daylighting, support for unpaved trails, and allowing areas like the Albany Bulb to evolve as "wild" places (rather than the introduction of native habitats).

3). Regional Workshop #3

The objective of the third workshop was to discuss the preferred land use designation, circulation, and project concept plans. The plans were the result of a Resource Inventory analysis and information collecting at the previous two workshops and local briefings. The workshop format included an informational presentation followed by a lengthy comment period. Due to the large number of people wishing to participate, attendees were asked to limit their comments to two minutes and one land use category at a time. Written comments were collected to gather further insight.

General comments did not greatly differ from the topics at previous workshops. However, several points were worthy of specific note. It was observed that there was no real expansion of preservation lands in the park project, because areas like the Emeryville Crescent and Albany Mudflats were already legally protected. Recreation on the Meadow was strongly opposed. Formal recreation fields elsewhere were robustly supported due to the overwhelming numbers of sports enthusiasts at the workshop (far more than at other workshops). Possible locations for sports fields were suggested at the

North Basin Strip or Brickyard. It was also suggested that the "current land use designations were too general for the public to adequately understand and appreciate the difference between preservation, conservation and the highly specific and well-developed relationships that people have with their children, sports, dogs, windsurfing, etc. Without putting a face on preservation and conservation, it is difficult to win the larger public's appreciation…." Several supported a smaller amount of on-site parking while promoting alternative forms of transportation.

4). Regional Workshop #4

The fourth and final workshop will take place in summer 2002 to publicly present the draft General Plan and Draft Environmental Impact Statement. As throughout the entire process, the public will be asked to review the documents and make their comments public.

ADDITIONAL PARK CONCEPT PROPOSALS

Through the regional workshops, public briefings, and project web site, the planning process has encouraged a high level of public participation and attempted to be as open and transparent as possible. In addition, several groups have developed and presented their own proposals for how they envision the park. The two main proposals have come from the habitat and recreation enthusiasts. On many accounts these proposals echo the concept put forward by the planning team. They differ primarily on the value of certain habitats and the potential impact of specific land uses on key natural resources. These differences tend to be focused in a few specific areas such as the Berkeley Meadow and the Albany Plateau. At each regional workshop, groups provided information in the form of newsletters and maps to attendees. Throughout the planning process and its various channels for public input, references have been made to these proposals either in support or opposition.

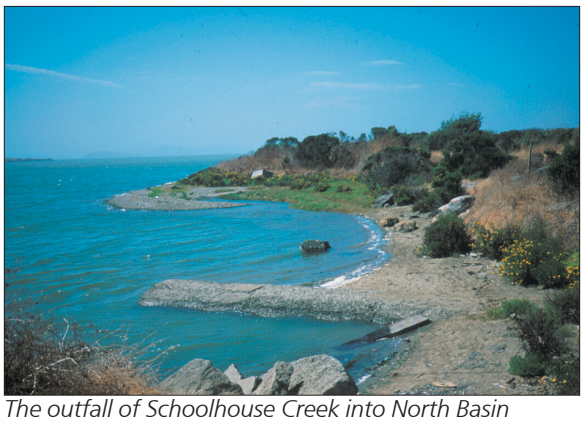
Laura Baker–Audubon member, personal communication 03.21.2002

C. ISSUES AND ANALYSIS

This section summarizes key issues that were identified by the planning team during the planning process. The intent is to highlight important issues that will be addressed by the General Plan goals and guidelines which follow in the Plan section.

a. Habitat Protection and Enhancements

The origin of the Eastshore parkland stems from a concerted community-based effort over the last four decades to halt the filling of San Francisco Bay and prevent further destruction of the Bay's delicate shoreline ecosystem. Over the past century and a half, extensive shoreline modification and bay fill have resulted in the loss of as much as 90 percent of the wetlands and tidal marshes that once edged the Bay. The Bay, which is by far the largest estuary along the California coastline, is an essential resting place, feeding area, and wintering ground for millions of birds on the Pacific flyway from Canada to Mexico. In addition, nearly one hundred species of fish are supported by the estuarine environment that includes marshlands, mudflats, salt production lands, and open water. Within the park project, the Emeryville Crescent, Albany Mudflats, and marshes of the South Richmond shoreline offer some of the richest feeding grounds for birds in the North Bay. Throughout the planning process, protecting these valuable habitat areas from potential degradation caused by an increase in shoreline access and the introduction of incompatible adjacent uses were key issues.



The outfall of Schoolhouse Creek into North Basin

Whereas the quality of the upland habitat, due to its origins as landfill, is generally much lower than the estuarine environment, it also supports a range of biotic resources that are worthy of protection, including riparian areas, seasonal wetlands, and areas of coastal scrub. The upland areas also include areas with quite low habitat value due to past practices, including soil remediation activities that eliminated the top soil, leasehold activities, such as

the soil put-and-take operation and the seasonal sales lots (i.e., Christmas trees, pumpkins, etc.), and the original dumping of construction debris along the shoreline. The degree to which environmental enhancements should be introduced to these more compromised areas is an issue on which there was no clear consensus during the planning process. Because most of the upland area of the park project is urban landfill, it is not a question of whether to "restore" upland habitat, but whether to create or enhance natural habitat values. The other option is that such areas could be improved for other, non-habitat type uses. The General Plan strives to find an appropriate balance between these two approaches that is consistent with the vision for the park project.

b. Landscape Character

Throughout the planning process, the future character of the upland areas of the park project presented something of an enigma. What is the appropriate landscape character of an area that is generally less than a century old and composed primarily of construction rubble and other debris, but includes significant visual and biotic resources? This question has fueled an ongoing debate whose answers range over the entire spectrum from "natural" to "artificial."

Eastern shoreline of Albany Bulb looking towards East Bay hills

The viewpoint favoring a more “natural” landscape envisions a park that focuses on the extraordinary natural resources that exist in the park project and supports a proactive approach to enhancing and expanding the “natural” character to areas that are currently disturbed. This approach recommends practices such as daylighting creeks, returning shorelines to more natural contours, re-establishing native habitats, and restricting human and dog access to significant portions of the park. Although nature would predominate, appropriate resource management and costly enhancements would be needed.

The viewpoint favoring a more “artificial” landscape envisions a park that focuses on the recreational and cultural potential of the project and supports an approach that improves disturbed areas in order to accommodate greater public access (human and dog) to the shoreline and increased recreational opportunities. This approach recommends practices such as creating waterfront promenades, adding turf areas and recreational facilities, providing parking and restrooms, developing visitor/interpretive centers, and allowing for commercial concessions to serve the needs of the park visitors. This vision would require operational facilities and staff to effectively manage the project site.

While there are many people who lean more strongly toward one or the other of these positions, few people seem to actually support either of these views exclusively. Most people seem to support a mix of the “natural” and the “artificial.” A third alternative is a unique blend of the two positions and could be identified as the "status quo" landscape view. From this perspective, the park is envisioned as a symbol of the dynamic interaction of Man with Nature. The focus is placed on the resilience of Nature to reclaim land created out of urban detritus. This position is essentially a critique of the other two positions and the hubris inherent in each. This essentially is a “let it be” approach that would leave the landscape as it is, letting it respond as it may to time and the elements. Construction debris would be left as a cultural artifact, native and exotic vegetation would be allowed to find their own balance, and few if any facilities would be introduced.

Given its history, the Eastshore park project represents a unique planning challenge for State Parks both conceptually and practically. The Plan needs to sort through the three positions outlined above in order to find a solution that best meets the State Parks' mission to both protect the environment and enhance the public's enjoyment of it.

c. Local vs. Statewide Interests

While there is considerable excitement and pride in the community about the Eastshore park project, the planning process also revealed a strong, but not unexpected, bias toward addressing local needs. There was considerably less interest, even resistance, to creating a park project that would serve statewide interests. Even though the parkland is largely unimproved, and in some areas is quite disturbed, it already accommodates substantial, and loyal, use by local residents. For many local residents, the area is just a short walk, bike ride or drive from their homes, so a visit is easily worked into their daily schedule. Current users of the park project enjoy the sense of seclusion from nearby urban activity that it provides. For many, it is their personal oasis. The fact that the park project is also intermingled with local parks and open space facilities without any clear geographic delineation between municipal, regional and State Parks properties further contributes to a community perception that this is a local park.

This strong sense of local "ownership" of the park project seems to contribute to a general resistance to proposals for facilities or improvements that would accommodate or attract new visitors to the park. Throughout the planning process, many people expressed concern for the character of the park and how it would be affected by the inevitable increase in visitation. Comments ranged from "I like it the way it is, don't change a thing" to "Let it be."

Local residents using trail along north edge of Meadow

Although the existence of the Eastshore park project can largely be attributed to the efforts of a committed group of individuals who would not accept development of the shoreline as an inevitability, the park project was ultimately purchased by the state because it was deemed to have resource values that warranted its acquisition as a park project of the State Park System. As such, State Parks is required to protect and improve the park project to meet the recreational needs of the statewide population, not only those who live nearby. Thus, as long as it is compatible with the park project's habitat values, the vision for the parkland and any subsequent improvements to implement that vision need to accommodate a more geographically diverse and potentially larger number of visitors than currently use the area.

The tension that arises out of this conflict between local versus statewide focus is an issue that will be addressed in this plan. Just as it is inappropriate to improve and operate the parkland just for local residents, it is equally inappropriate to propose a project that does not respond to local needs and concerns. The General Plan addresses the issue of providing improvements that accommodate increased visitation without destroying the qualities that currently are so attractive to local residents.

d. Sports Fields and Formal Recreation Facilities

The urbanized areas adjoining the park project generate high demand for sports fields and facilities to accommodate formal sports programs, such as soccer, rugby, football, softball, and baseball. Supporters of organized field sports have made clear throughout the planning process that there is a regional shortage of adequate sports fields and facilities in the East Bay. From this user group perspective, all of the adjoining communities are deficient in the number of sports fields they have to accommodate the current recreation demand within their boundaries, as is the region as a whole. Unfortunately, these communities are also predominantly built out, leaving little open space or vacant land on which they can add new fields. Some of these communities and many field sports organizations see the development of the Eastshore park project as a possible

Berkeley's South Basin launch

solution to relieving the existing shortage. The city of Albany in particular has long designated the Albany Plateau as an area that should accommodate sports fields.

The mission of State Parks is to protect and enhance the state's natural, scenic, cultural, or ecological resources while providing for public recreation that is compatible with and enhances the public's appreciation of those resources. Generally, recreation improvements that are not dependent on or do not directly enhance the public's enjoyment of the park project's resource values are not permitted. Clearly, sports fields do not support recreational activities that are dependent on the Eastshore's bayfront setting, although they may indirectly result in more people enjoying the shoreline setting.

While state parklands are not typically used to provide these types of recreation facilities, the combination of the park's urban setting and the extraordinary regional needs, suggest that special consideration should be given to the request for accommodating sports fields. In addition, State Parks attempts to be responsive to the general plans of local municipalities when preparing their park project plans. Many East Bay cities have joined Albany in supporting sports fields in the project.

Specific management issues relating to the provision of sports fields and facilities for organized sports that need to be addressed in the Plan include:

- Finding an appropriate management strategy that balances State Parks' desire for consistency with local municipalities' land use policies and State Parks' primary mission of protecting natural resources and providing for resource-based recreation.
- Ensuring that providing such recreational facilities would not prevent broad, public access to and use of the park project.
- Ensuring that habitat values would not be compromised by the introduction of organized sports activities and their potential side effects (e.g., increased traffic, noise, nightlight, chemical-loading of runoff, etc.).
- Identifying funding and operating mechanisms that cover the higher costs and labor associated with such facilities so that State Parks' ability to fulfill it's primary objectives will not be constrained.

e. Dogs in the Park

Located as it is in a highly populated urban area, the park project's shoreline is a very attractive location for people to exercise their dogs. Given its proximity and the recurring need for pet guardians to walk their dogs, the park project's shoreline is not just an occasional destination, but a regular daily destination that currently generates over a million trips per year.

The appropriateness of dog use in public parks is a highly charged park management issue that arises on the one hand from concerns for public health and safety and protection of habitat values and environmental quality, and on the other from concerns about individual rights to access public parklands. Park managers throughout California and the country are struggling to find fair and appropriate solutions to the conflicts, real and perceived, between dog access and the protection of the health, safety, and welfare of both park users and the environment. Given its mission to protect natural resources and enhance the public's access to and enjoyment of these resources, State Parks policy has generally been to prohibit off-leash dog use in state park projects and severely restrict the areas for on-leash use.

Dog on Albany Beach

Given the growing demand by dog guardians, EBRPD designated Point Isabel Regional Shoreline as a location for off-leash dog use. Based on the number of annual users, the facility has been a huge success. It led to the establishment of its own support group, PIDO. Anecdotally, it appears that the facility has become a regional destination due to its unique shoreline setting. Dog use of the facility was so intense that ultimately it spilled over onto the North Point Isabel property and established off-leash dog use as a regular, although unauthorized, activity on this State Park land. The high level of dog use at Point Isabel and North Point Isabel appears to have resulted in a number of side effects, including limited use of the facility by the general public and constrained upland vegetation.

Off-leash dog use has not been restricted to EBRPD's Point Isabel facility. In the absence of active management, the unimproved upland areas of the park project have also become locations for significant off-leash dog activity even though such use has not been authorized. Many of these areas, such as the Brickyard, the Berkeley Meadow and the Albany Beach and Bulb, have significantly higher resource values than Point Isabel, yet lack any of the facilities, maintenance, or other protections that are provided at Pt. Isabel to support dog use.

Specific management issues relating to dog activity within the park project that will be addressed in the General Plan include:

- Protecting habitat values by restricting dog access into sensitive upland and aquatic areas.
- Maintaining the public's sense of safety and well-being when in the park project.
- Ensuring appropriate clean-up of waste products in order to avoid impacts to water quality and public health.
- Paying the high cost to police and maintain park facilities for dogs.
- Establishing and enforcing new patterns of public dog use within the park.
- Considering "carrying capacity" for dogs within the designated "off-leash" areas (i.e., is there a level at which there are too many dogs?).

f. Art in the Park

The shoreline within the Eastshore park project has long provided inspiration for artistic expression. Over the years, local residents and artists have used the flotsam and jetsam from the Bay as their medium and the mudflats and upland areas of the park project as their canvas. The resulting installations were typically spontaneous and ephemeral in nature and gained much of their charm from these qualities. The content of the work varied from whimsical to topical to highly political. This "plop" art or "wild" art as it is sometimes referred to, has been a part of the East Bay waterfront scene since at least the late 1960s. The Emeryville Crescent in particular was a favorite location for such creative expression during the 1960s and 1970s due to both the large amount of debris that is regularly deposited in the shallows of the tidal marsh and to the area's high visibility from the freeway and the thousands of motorists that pass by each day. Ultimately, however, state and local resource agencies determined that the foot traffic and disturbance associated with these activities was not consistent with the habitat values of the Crescent's tidal marsh and required clean-up and restoration of the area and restricted future public access.

More recently, the Albany Bulb has been the center of this type of art. Subsequent to the clean-up and closure of the Emeryville Crescent, the Bulb became a focus for such activities because it offers artists several advantages when compared to the Crescent. It is generally not as environmentally sensitive, so it was less likely to be a concern to resource agencies. It is less visible and less accessible to the public so it was less likely to be subject to public criticism or disturbance. In fact, until recently, the numerous homeless encampments that populated the Neck and Bulb kept all but the most adventurous from venturing out on the Bulb. Finally, the Bulb offers a wealth of materials for the aspiring artists, including the flotsam and jetsam brought in by the sea, the construction debris distributed across the surface of the area, as well as any number of objects discarded by the homeless and others.

While the current work follows in the "plop" art tradition, the conditions on the Bulb have resulted in a change in the character of artwork and installations. The current artwork tends to be more elaborate and less ephemeral in nature, and much of it employs materials (e.g., paint, cement, etc.) that have been imported, rather than found on site. Unlike the

Art on the Albany Bulb

anonymity associated with earlier plop art, most of the work on the Bulb has been created by a small, but distinct coalition of artists who promote their existence. Not surprisingly this has resulted in work whose quality tends to be more consistent and whose aesthetic aspirations appear to be more serious. Consequently, there is also a greater effort by the group to display and maintain the work.

The tradition of artistic expression along the park project shoreline is strong and says much about the culture of the East Bay. Specific management issues relating to the role of art within the park project that will be addressed in the General Plan include:

- Promoting a program of public art that preserves the tradition of local artistic expression while focusing the content of such works on the interpretive themes of the park project.
- Providing the management necessary to accommodate public art while ensuring public safety and protecting resource values.
- Developing a program of public art that accommodates temporary, ephemeral art as well as more permanent installations.
- Identifying an appropriate structure or agency to manage the public arts program within the park project.

g. Circulation and Access

A number of physical and operational characteristics combine to make circulation and access a key issue for the park project, including:

- The I-80 and 580 freeways parallel the park project for much of its length. This has the positive effect of providing convenient regional access to the park project, but also has the adverse effect of creating a physical and perceptual barrier between the park project and the adjacent communities, particularly for pedestrians and bicyclists.
- The long, narrow configuration of the park project means there is not a single, or even a primary, access to park. This has implications not only for park access and circulation, but also park identity.

Berkeley's pedestrian overpass over the I-80/580 freeway

- Six interchanges along I-80 provide access to the park project. Despite their number, they do not necessarily provide clear and convenient access to the park project. Two of the intersections (Ashby and University Avenues) only provide direct access from the southbound direction, which means that northbound visitors to the Berkeley portion of the parkland must exit at Powell Street in Emeryville, or go all the way to Gilman Street and double back.
- There is no one roadway that extends the entire length of the park project, which means that park visitors must use city and state roadways

to access different subareas within the park project. I-80 is the most convenient route, but it is also one of the busiest and most congested sections of freeway in the Bay Area.

- The limited amount of upland area means that land area for parking is at a premium. Land set aside for parking will necessarily be competing with potential recreation and habitat uses.
- The Bay Trail, when complete, will provide a convenient north-south connector along the length of the park. The main issues affecting the park project will be the completion of key spurs to improve park and shoreline access, the eventual acquisition of Bay Trail easements along the Golden Gate Fields shoreline, and the creation of safe, attractive, and convenient lateral connections to the Bay Trail from the adjoining communities (particularly across I-80).
- Mass transit currently provides service routes to the Berkeley Marina lands, Emeryville Peninsula, Albany Lands and the South Richmond Shoreline. However, current service is lighter on the weekends when the park would arguably be most heavily used. At present there is no direct service to the parklands from BART rapid transit stations in Berkeley or the nearby AMTRACK stations in Emeryville.
- The Metropolitan Transit Commission, Water Transit Authority, and the city of Berkeley have identified the area at the foot of Gilman Street as a potential site for a ferry terminal if ferry service on the Bay expands. Ferry service to this area could have implications for future use of the land immediately north of the park project, and for wave action on shoreline areas along the North Basin.

Given the constraints to park project access, circulation, and parking, the General Plan will address issues relating to transportation and parking management, and alternate modes of transportation.

h. Shoreline and Bay Access

The rugged conditions along the park project's shoreline currently constrain recreational access to the Bay. Numerous opportunities exist for improving waterborne activities. In response, organizations and individuals have requested that the park project include conveniently spaced access points for enhanced use of the Bay waters by kayakers, windsurfers, dragon boats, and other human-powered watercraft. Corresponding upland support facilities

North shore of Berkeley Meadow

such as restrooms, water, parking, and lay-down areas would further ensure the popularity and use of the aquatic recreational opportunities provided by the Bay. However, the siting of potential facilities and water access points should first consider the significance of adjacent habitat and compatibility with other land uses before approval.

i. Future Land Acquisitions

The landholdings within the park project include a series of partially contiguous, upland and aquatic parcels that were purchased by the state from Catellus after decades of struggle by the public to prevent urban development along the shoreline. As a result, park project boundaries are not always logical in terms of either land use practices or ecological units. Unlike some state parks that comprise a complete or coherent natural or cultural units, the Eastshore units had a political birth and as such represents a natural/cultural park project in the making.

During the planning process, stakeholder groups identified several different areas that they felt should be incorporated into the park project in order to improve recreation services or to enhance resource management objectives. The identified areas include primarily marshland and sensitive habitat areas, such as the marshlands immediately north of the Bay Bridge approach, the

View across Hoffman Marsh to Albany Hill

northernmost portion of the Albany Mudflats and the shoreline south of Central Avenue, and the Hoffman Marsh and other marshland and upland areas along the South Richmond shoreline. Some of these lands are owned by public agencies, such as the Port of Oakland, Caltrans, and the city of Richmond. Other areas are in private ownership. Some of these lands, particularly those along the South Richmond shoreline, are known to be contaminated with toxic materials.

While no acquisitions are recommended at this point, the question of acquisitions raises additional issues that will be addressed in the General Plan, including:

- Identifying the timing and priorities for future acquisition and
- Establishing criteria for making future acquisition decisions.

E A S T S H O R E

III. The Plan

It is good to realize that if love and peace can prevail on earth, and if we can teach our children to honor nature's gifts, the joys and beauties of the outdoors will be here forever.

President Jimmy Carter

A. PROJECT PURPOSE AND VISION

The Plan section establishes the overall long-range purpose and vision for the future of the Eastshore park project. Specific goals and supporting guidelines, which further clarify the vision, are designed to address the issues identified as critical in Section II. C.: Issues and Analysis, while providing a solid foundation for future resource protection, preservation, enhancement, as well as development and interpretation within the park project. The goals and guidelines provide direction for the design and implementation of subsequent management and development plans to be prepared in the future as funding becomes available.

Although much of the content of this plan has been driven by current issues, the intent is that the General Plan provide a vision for the future, serving as a dynamic document that will allow managers the opportunity to incorporate newly emerging technologies and improved management concepts for resolving both current issues, along with the ability to provide adequate direction for resolving those that may arise in the future.

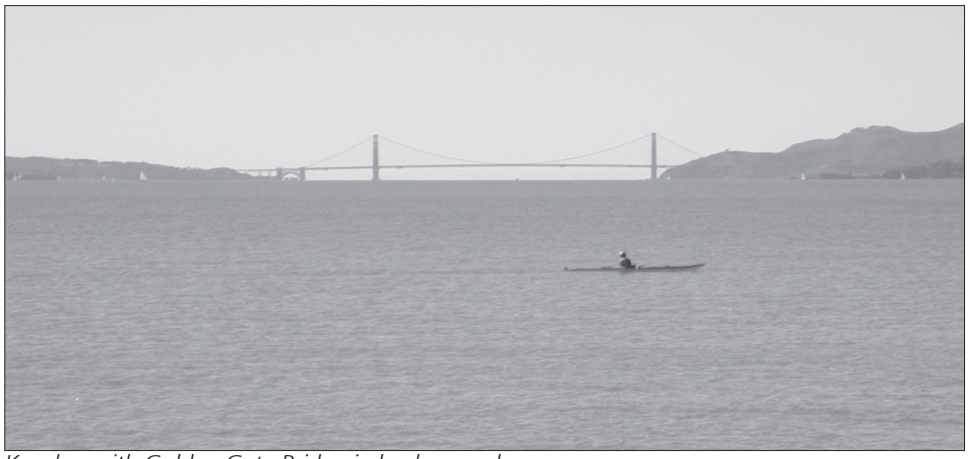
1. Project Purpose

The Declaration of Purpose describes the purpose of the park project and is the broadest statement of management goals. This declaration is required by Public Resources Code, Section 5002.2 (b), "setting forth specific long-range management objectives for the park consistent with the park's classification...."

The Public Resources Code, Section 5003.03(h) has proposed that the Eastshore park project shall be:

> *"...a recreational facility harmonious with its natural setting."*

To accomplish this purpose, the park project's resources will be managed by balancing its scenic and recreational resources with the protection and restoration of its natural resources. Opportunities to enjoy the on-shore breezes, the wildlife, as well as the world-renowned vistas of urban skylines and the Bay and Golden Gate Bridges shall be enhanced. Public access to the San Francisco Bay and its shoreline shall be provided, consistent with resource protection, to meet recre-



Kayaker with Golden Gate Bridge in background

ational needs through use of the Bay Trail and waterfront recreational areas.

2. Project Vision

The park project vision provides an image of the park project's ideal future appearance and character. The vision for the Eastshore park project is as follows:

Bay Area residents have long hoped to reclaim their East Bay shoreline by enhancing this area with an inviting mix of recreational, scenic, and natural resources. The Eastshore park project will become an eight-and-one-half-mile ribbon of parkland seamlessly connecting recreational and habitat areas to the cities of Oakland, Emeryville, Berkeley, Albany, and Richmond. The Bay Trail will be the primary means of shoreline access and passage through the park project. A balanced and diverse range of recreational and cultural improvements, which are unique to this shoreline, will be provided. Windsurfing, kayaking, sailing and other appropriate recreational uses of San Francisco Bay shall be encouraged. All recreational, maintenance and interpretive facilities shall be located in a manner that will protect natural , cultural, and scenic resources. Habitat values shall be preserved and enhanced at appropriate upland, creek, open water, and wetland areas. Wildlife observation and interpretation opportunities will be offered. The Eastshore park project will become one of the rare places where an urban area reconnects with its waterfront to enjoy magnificent vistas and quality outdoor recreational activities.

B. CLASSIFICATION AND MANAGEMENT ZONES

Management of the Eastshore park project is directed by a hierarchy of mandates, the most general of which is the mission of State Parks, which is to:

> *Provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.*

1. Classification

Typically, the naming and classification of a state park unit occurs after the preparation of the Resource Inventory and prior to the preparation of the General Plan. This is done so that the Resource Inventory and the classification can inform the process of identifying appropriate visitor activities and guide the formulation of resource management guidelines. However, during the Eastshore planning process it became clear that given the unique characteristics of this project (i.e., its urban context, dramatic visual and aquatic habitat resources, and ruderal upland habitats and landfill), there was not a clear consensus on the appropriate classification. Rather than prematurely proposing a classification that could then constrain the planning for the park project, it was decided to proceed with the planning and let the classification evolve out of the process.

Based on the extensive public input during the formulation of the General Plan, and the resource base identified in the Resource Inventory, the Preliminary General Plan recommended that the Eastshore park project be classified and named "Eastshore State Recreation Area." This recommendation was based on several criteria including consistency with the Public Resources Code (PRC), consistency with State Parks practice, consistency with public use and acceptability, and unit management flexibility. It is also based on the legislation that authorized purchase of the Eastshore project, which called for "…a recreational facility harmonious with its natural setting" (PRC, § 5002.2 (b)).

Based on the range of recreational uses and environmental enhancements proposed in the plan, the State Recreation Area classification appears to provide the appropriate balance between potential recreation uses and natural resource protection. While there is considerable overlap in the level of protection provided and potential uses permitted by each classification identified in the Public Resources Code, key concepts in the definition of State Recreation Area support this recommendation, including:

- "*…consisting of areas selected and developed to provide multiple recreational opportunities to meet other than purely local needs. The areas shall be selected for their having terrain capable of withstanding extensive human impact and for their proximity to large population centers, major routes of travel, or proven recreational resources such as manmade or natural bodies of water."* (PRC § 5019.56 a)
- *"In the planning of improvements…consideration shall be given to compatibility of design with the surrounding scenic and environmental characteristics."* (PRC § 5019.56)

From the perspective of past experience, the Recreation Area classification also appears more consistent with the use patterns and resource base of local state recreation areas such as Candlestick Point State Recreation Area and Benecia State Recreation Area, than it does with local State Parks such as China Camp, Mount Tamalpais, or Mount Diablo, each of which has a resource base that is in more pristine condition.

In response to the Preliminary General Plan recommendations regarding unit classification, the Director of the Department of Parks and Recreation proposed that State Park and Recreation Commission approve the unit classification for the Eastshore Park Project as a State Seashore rather than the recommended State Recreation Area, and officially name the park unit Eastshore State Park. The State Seashore designation affords a higher level of resource protection consistent with the overall goals and guidelines of this Plan.

In addition to the overall unit classification, it also recommended that two sub-units, the Emeryville Crescent and the Albany Mudflats, be classified as State Marine Reserves in recognition of their significant and sensitive resource value (PRC § 5019.56a). These two tidal marsh areas are major feeding and

resting areas in the North Bay for birds migrating along the Pacific flyway. Pursuant to the Marine Managed Areas Improvement Act (Chapter 7, § 36600 of Division 27), the State Parks Commission must receive the concurrence of the Fish and Game Commission on any classification of a marine managed area established after January 1, 2001. Thus, it is recommended that these areas also be classified as State Marine Reserves by the Fish and Game Commission at a future date. Furthermore, it is recommended that the Fish and Game Commission adopt an appropriate classification for the balance of the aquatic areas in the park consistent with the uses approved by this plan.

The Hoffman Marsh and South Richmond Shoreline area shares similar resource values to the Emeryville Crescent and Albany Mudflats. However, due to the fragmented nature of the parcels within the park project, this subunit is not recommended for classification as a State Marine Reserve at this time. If, in the future, acquisition of additional contiguous marsh lands results in the creation of a more complete ecological unit within the park project boundaries, classification of this sub-unit as a State Marine Reserve should be considered.

2. Management Zones

The creation of management zones is the first and most general attempt to spatially define the management scheme for the Eastshore park project. Five broad management zones have been established within the park project, along with nineteen sub-zones. These management zones and sub-zones reflect consideration of a number of factors including the resource values of the various areas, the type and intensity of proposed land use and visitor experience, and practicalities of day-to-day management and operations. The zones represent portions of the park project that share common characteristics and will be managed as identifiable components or subareas.

The initial step in formulating the management zones was to designate each area of the park project, including both upland and aquatic areas, with one of three broad land use classifications: “preservation areas,” “conservation areas,” or “recreation areas.” The determination of the appropriate land use designation for each area was based on the character and quality of the existing natural resources in each area, and the resources' potential sensitivity to disturbance. The intent of the land use classifications is to establish the

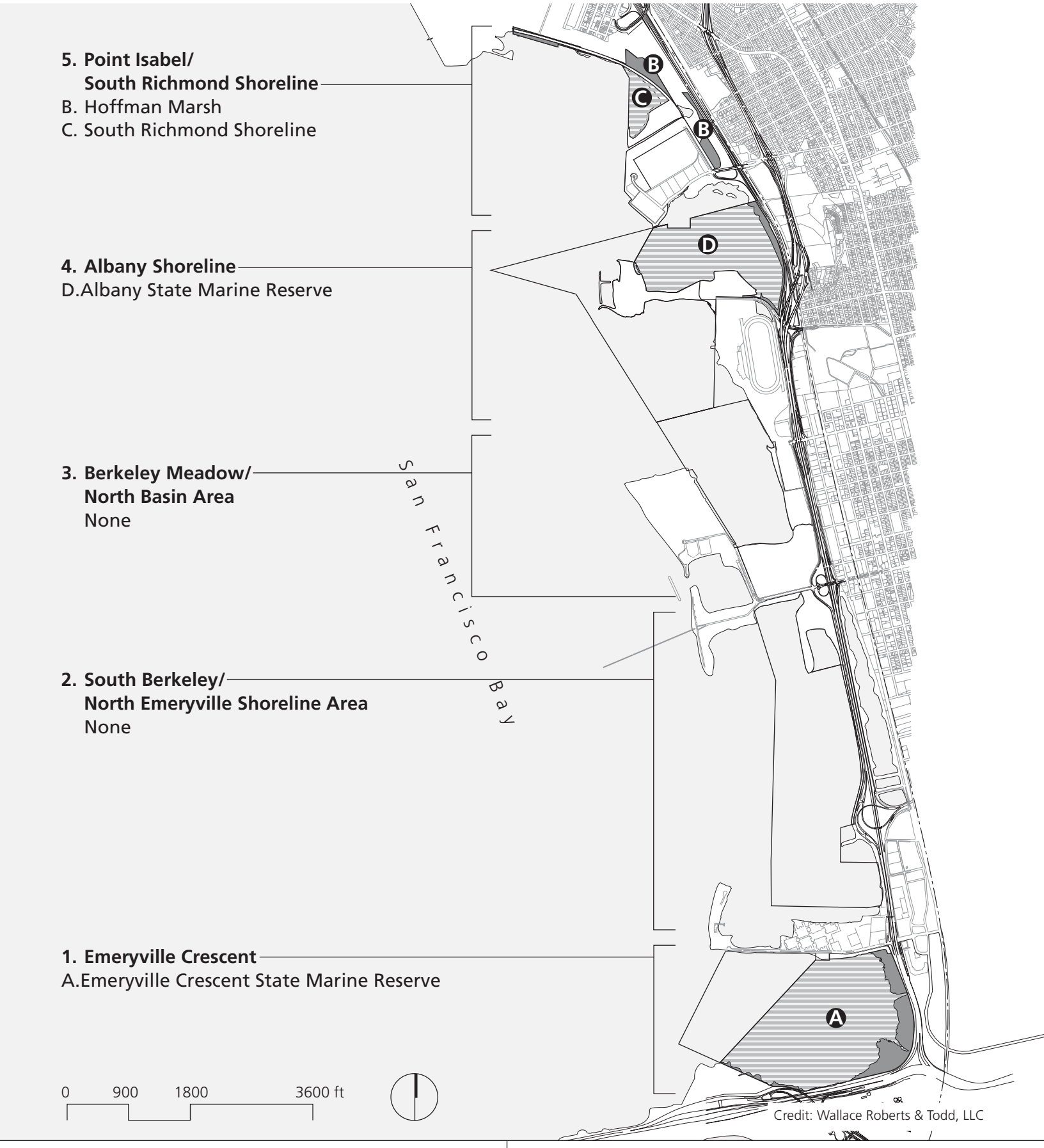
appropriate land use character and intensity for each area within the park project, and to provide a resource-based framework for establishing the management zones and for making future management decisions. Figures III-1 through III-3 show the land use classifications within the Eastshore park project. The definitions for these three land use categories are as follows:

- **Preservation Areas** are those areas with unique or fragile habitat and resource values that need to be protected and preserved. The Emeryville Crescent, Albany Mudflats, and Hoffman Marsh/South Richmond Shoreline are identified as preservation areas. Public access to these areas will be restricted to safety, scientific, maintenance, and controlled interpretive and educational activities.

- **Conservation Areas** are areas whose natural habitat values will be protected and enhanced while accommodating lower intensity recreation that is compatible with and dependent on those values. The Berkeley Meadow and Albany Neck and Bulb are examples of designated conservation areas. Proposed environmental enhancements to the conservation areas may include activities such as creek daylighting, wetlands enhancement, uplands re-vegetation, removal of exotic species, and debris removal.

- **Recreation Areas** are those areas that can accommodate more intensive recreation. These areas are characterized as having limited habitat value and sufficient size to accomodate the necessary parking, utilities, and infrastructure needed to support recreational uses. Areas designated for recreation include portions of the Brickyard, North Basin Strip, Albany Plateau, Point Isabel, and North Point Isabel. Recreation areas may include facilities such as interpretive centers, visitor-serving and operations facilities, enhanced water access points, turf areas, picnic facilities, off-leash dog areas, sports fields, public art, parking lots, restrooms, and commercial recreation-oriented concessions.

Once the general land use patterns within the park project were established, other factors such as the location, size, and adjacencies of the areas were considered in defining the larger management zones. Given the length of the Eastshore park project, geographic relationships play a significant role in defining the five management zones. The definition of the management sub-zones generally corresponds to areas with a single land use classification (e.g., recreation), although a few sub-zones contain two land use classifications (e.g., conservation and recreation).

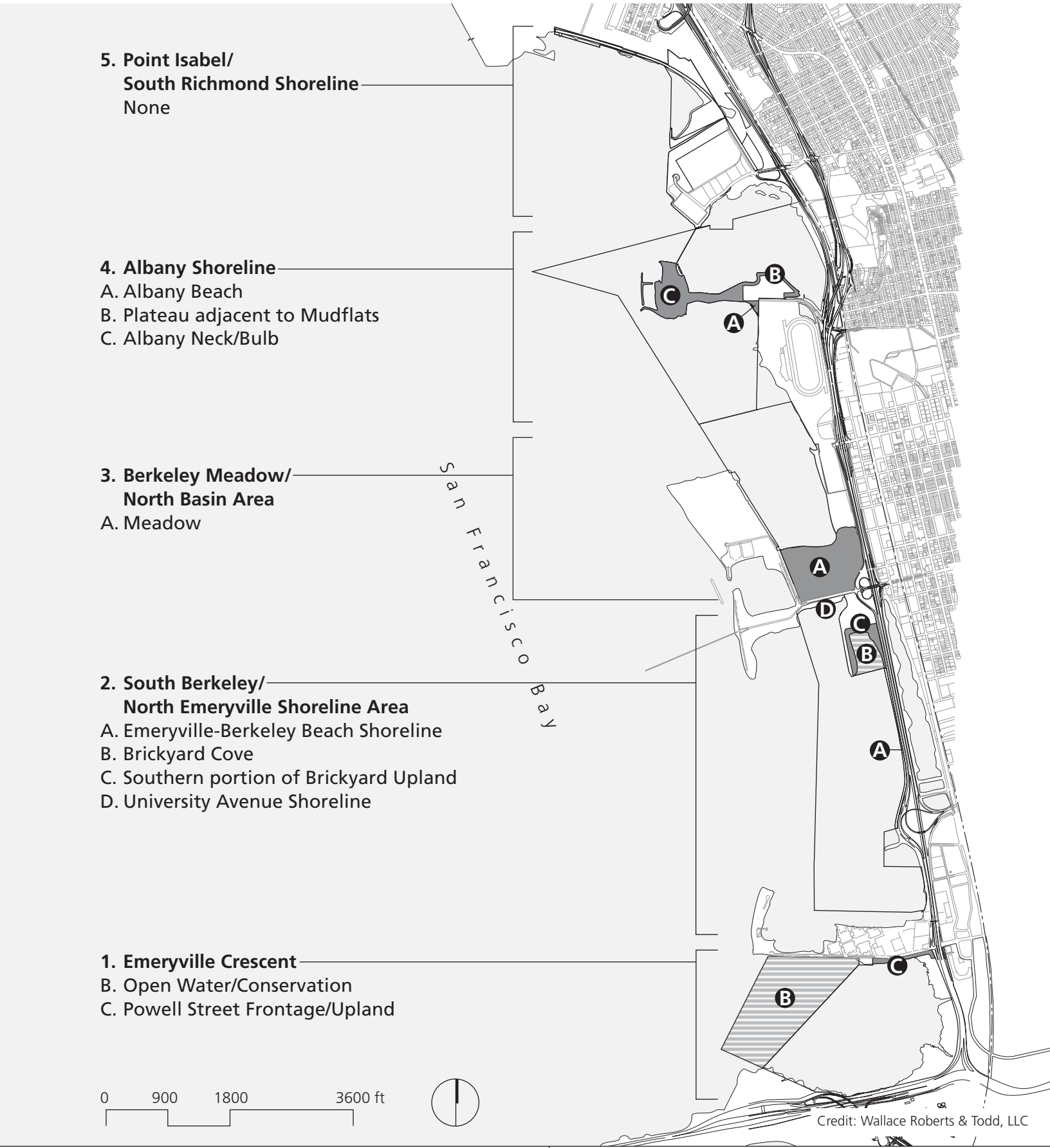


Eastshore Park Project
Preliminary General Plan

Figure III-1 :
LAND USE - PRESERVATION

Preservation

Preservation - Aquatic

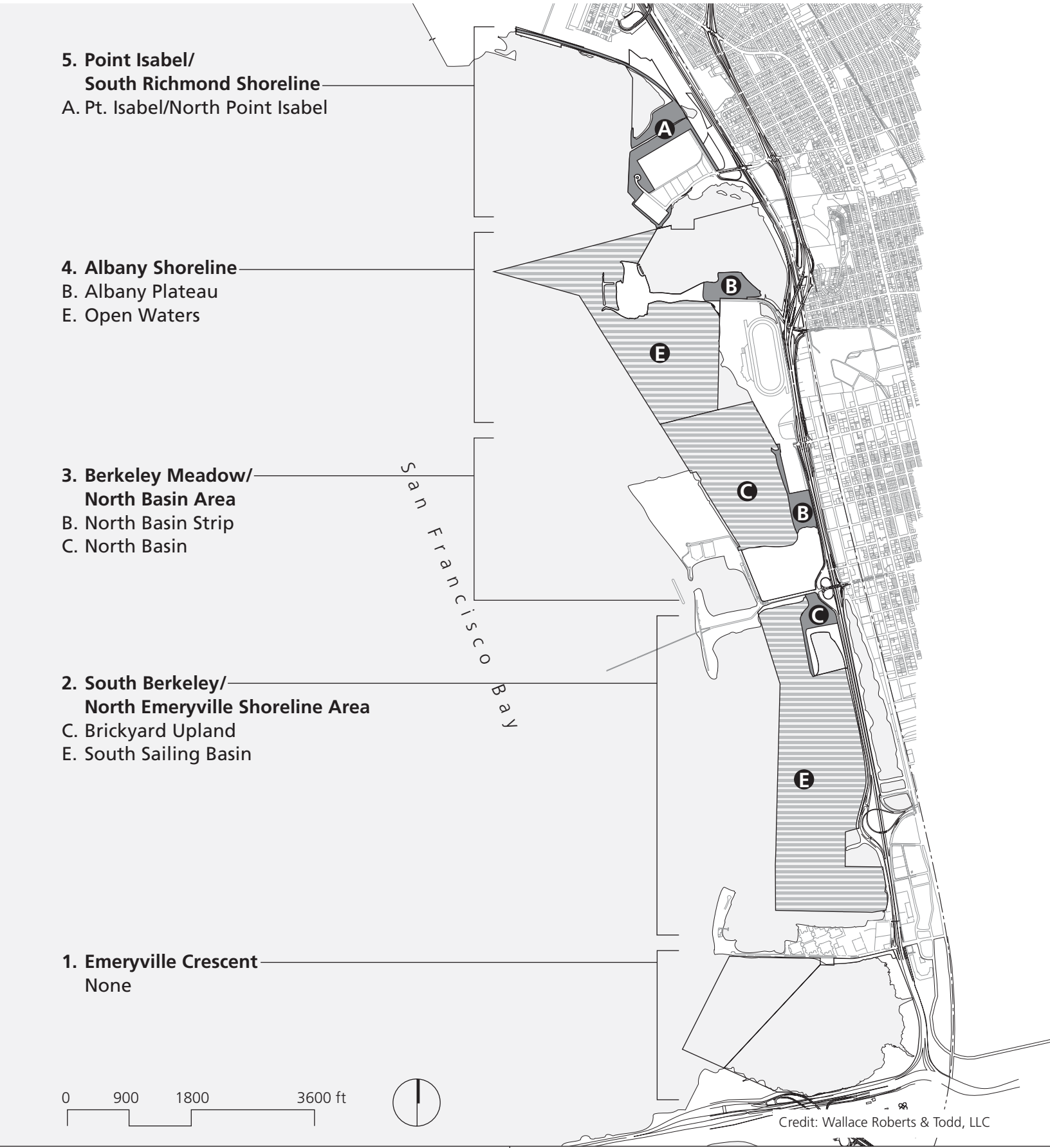


Eastshore State Park
General Plan

Figure III-2:
LAND USE - CONSERVATION

Conservation

Conservation - Aquatic



Eastshore State Park
General Plan

Figure III-3:
LAND USE - RECREATION

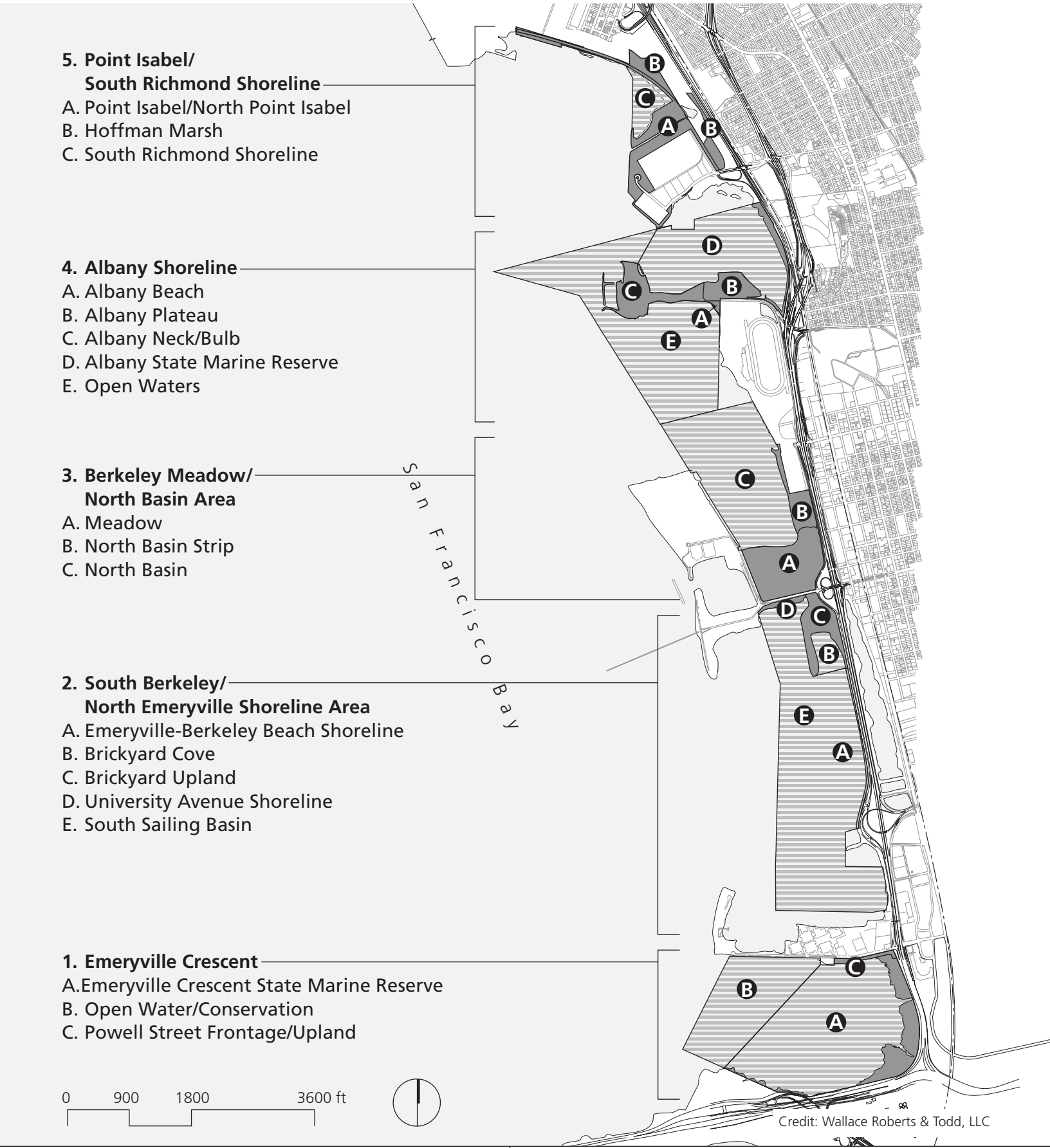
Recreation

Recreation - Aquatic

The management zones and sub-zones for the Eastshore park project include the following:

- Emeryville Crescent
  - Emeryville Crescent State Marine Reserve
  - Open Water/Conservation
  - Powell Street Frontage/Upland
- South Berkeley/North Emeryville Shoreline Area
  - Emeryville-Berkeley Beach Shoreline
  - Brickyard Cove
  - Brickyard Upland
  - University Avenue Shoreline
  - South Sailing Basin
- Berkeley Meadow/North Basin Area
  - Meadow
  - North Basin Strip
  - North Basin
- Albany Area
  - Albany Beach
  - Albany Plateau
  - Albany Neck/Bulb
  - Albany State Marine Reserve
  - Open Waters
- Point Isabel/South Richmond Shoreline
  - Point Isabel/North Point Isabel
  - Hoffman Marsh
  - South Richmond Shoreline

Figure III-4 shows the location of each of the management zones and sub-zones. The zone names reflect the State Marine Reserve classifications previously discussed in this chapter.



Eastshore State Park
General Plan

Figure III-4:
MANAGEMENT ZONES

3. Land Use Summary

The General Plan has been developed to guide future use and enhancement of the Eastshore park project over the next decades. The General Plan strives to provide a balance of uses that protects the park project's natural and cultural resources while enhancing the public's ability to enjoy and understand them. The total land area of the Eastshore park project consists of approximately 2,262 acres, of which roughly 2,002 acres are tidelands and 260 acres are uplands (i.e., generally above mean high tide).

As described above, the General Plan divides this total acreage into three broad land use categories: preservation areas, conservation areas, and recreation areas. Table III-1 provides a summary of the land use area associated with each land use category. Figures III-1 through III-3 illustrate the distribution and extent of each land use designation.

Approximately 29 percent of the park project area, or 650 acres, is designated as preservation area. Preservation areas include approximately 10 acres of upland area and 640 acres of tideland areas. Lands abutting the Emeryville Crescent, Albany Mudflats, and the three non-contiguous parcels in the Hoffman Marsh are identified as upland preservation areas. Tideland preservation areas are located in the Emeryville Crescent and the Albany Mudflats.

Approximately 15 percent of the park project area, or 345 acres, is designated as conservation area. Conservation areas include approximately 158 acres of upland area and 187 acres of tideland area. Upland conservation areas include the Albany Neck and Bulb, the northern and eastern perimeter of the Albany Plateau, Albany Beach, the Berkeley Meadow, the shoreline around Brickyard Cove, the shoreline south of University Avenue, and the shoreline south of Powell Street. Tideland conservation areas include the Brickyard Cove, the west end of the Albany Bulb, and the westernmost portion of the Emeryville Crescent.

Approximately 56 percent of the park project area, or 1,267 acres, is designated as recreation area. Recreation areas include approximately 116 acres of upland areas and 1,151 acres of tideland areas. Upland recreation areas include upland portions of the Brickyard, the North Basin Strip, the Albany Plateau, Point Isabel Regional Shoreline, and North Point Isabel.

Tideland recreation areas extend from just north of the Emeryville Peninsula through the South and North Basins in Berkeley to the southwest tip of Point Isabel.

Eastshore State Park Project

Table III -1 LAND USE SUMMARY

Management Zone	Land Use Category (ac)		
	Preservation	*Conservation*	*Recreation*
1.Emeryville Crescent			
Emeryville Crescent State Marine Reserve	405		
Open Water/Conservation		150	
Powell Street Frontage/Upland		5	
2. South Berkeley/North Emeryville Shoreline Area			
Emeryville-Berkeley Beach Shoreline		5	
Brickyard Cove		19	
Brickyard Upland		11	20
University Avenue Shoreline		5	
South Sailing Basin			460
3. Berkeley Meadow/ North Basin Area			
Meadow		75	
North Basin Strip			20
North Basin			297
4. Albany Shoreline			
Albany Beach		2	
Albany Plateau			20
Albany Neck/Bulb		55[1]	
Albany State Marine Reserve	190		
Open Waters		18	394
5. Point Isabel/South Richmond Shoreline			
Point Isabel/North Point Isabel			50
Hoffman Marsh	20		
South Richmond Shoreline	35		6
Total Land Use by Category	**650**	**345**	**1,267**
% Total Parklands	**29%**	**15%**	**56%**

[1] Acreage includes the narrow band of conservation area that wraps around the north and east ends of the Plateau.

C. GENERAL PROJECT-WIDE MANAGEMENT GOALS AND GUIDELINES

1. Resource Management and Protection

This section presents project-wide goals and guidelines relating to resource management, visitor services, interpretation, operations, and visitor capacity. This section provides goals and guidelines that apply to all geographic areas of the park (more detailed, area-specific guidelines can be found in the subsequent section of this chapter). These goals and guidelines are intended to implement the Declaration of Purpose and Vision for the Eastshore park project. The park project's resources will be managed by balancing its scenic and recreational resources with the protection and restoration of its natural resources.

a. Parkwide Management Goals and Guidelines for Natural Resources

The Department of Parks and Recreation's mission is to "provide for the health, inspiration and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation." Toward this end, the following goals and guidelines create a management framework that will protect existing natural resources while establishing an active program for enhancing the site's natural resource values and supporting nature's re-integration of the largely man-made shoreline into the Bay ecology.

Goals

- Manage the park project's resources by balancing access to its scenic and recreational resources with the protection and restoration of its natural resources for the enjoyment of the people of the San Francisco Bay region and the state of California.
- Preserve and enhance habitat values at appropriate upland, creek, open water, and wetland areas so that the character of the park project's conservation and preservation areas more closely resemble the natural Bay shoreline.

b. Plant Life Management

The General Plan has been designed to protect existing native vegetation and plant communities, which provide important wildlife habitat values. Wetlands represent one of the most significant communities in the park project, in that they are communities that are dominated by native plants. Wetlands in the Eastshore park project include tidal salt marshes, brackish marshes, seasonal wetlands, and seeps. Park project areas that support wetlands have, for the most part, been designated as preservation or conservation areas, with strict limitations on development. The preservation areas include tidal marshes at Emeryville Crescent, Albany Mudflats, Hoffman Marsh, and the South Richmond Shoreline. The conservation areas include seasonal wetlands in the Berkeley Meadow and the Albany Neck and Bulb. In addition, the following management guidelines will be implemented to protect and enhance native plant populations and wetlands:

1) Park-wide Management Guidelines for Plants and Wetlands

Goal

- The long-term preservation and enhancement of the native plant communities within the park project.

Guidelines

The following management guidelines will be implemented on a parkwide basis, to the extent feasible, given the availability of adequate funding:

PLANTS-1: As soon as possible, develop a control plan for the most invasive plant species, especially those that invade wetlands. Implementation of the control plan should be a high priority collaboration with adjacent land owners. These species include non-native cordgrass species and perennial pepperweed. Control measures for such species could be much more costly if deferred to a later date, when the invasive species could be much more widespread. The following should be the highest priority efforts:

- Remove all known stands of non-native cordgrass species from the tidal wetlands in the park as soon as possible (existing stands are relatively small, so complete removal may be possible) and control future incursions of this

species. Existing stands have been reported at the Emeryville Crescent, Albany Mudflats, and South Richmond Marshes;

- Remove all known stands of perennial pepperweed from the park as soon as possible. These include stands near the outfall of Strawberry Creek, at the south end of the Brickyard Peninsula, on the west side of Brickyard Cove, and in the North Basin Strip. Stands may also be present along the Albany Mudflats, as one stand was recently removed near the mouth of Cerritos Creek, and another stand is present upstream along the creek, east of Pierce Street.

PLANTS-2: As specific projects are planned and implemented, develop and implement programs to remove invasive plant species to the extent possible, giving priority to the most noxious weeds. The Resource Inventory provides additional information about key invasive species (e.g., French broom, pampas grass, false bamboo, Kikuyu grass, fennel, yellow star-thistle, purple star-thistle, cardoon artichoke thistle, spurge, etc.) and their known locations in the park.

PLANTS-3: After removing invasive, exotic plant species, the affected areas generally should be re-vegetated with locally native plant species.

PLANTS-4: In addition to increasing the presence of locally native plant species, a goal of all area specific enhancement programs should be to explore the potential for the re-introduction of rare and endangered plant species in appropriate locations.

2) Wetlands

Goal

- The long-term preservation and enhancement of the park project's diverse wetlands areas.

Guidelines

PLANTS-5: As part of the planning and design process for area-specific projects, and prior to commencement of any grading or construction related to new facilities or enhancements, a qualified wetland scientist will identify and delineate any "jurisdictional wetlands" that could be affected. The delineation will follow standard Army Corps of Engineers protocol and will be submitted to the Corps for review and verification.

PLANTS-6: If jurisdictional wetlands are located within or adjacent to areas that will be affected by the proposed activities, such activities will be planned and designed to avoid or minimize impacts to the delineated wetlands.

PLANTS-7: In the event that some disturbance to wetlands is unavoidable, appropriate measures will be identified and implemented in consultation with appropriate resource agencies and monitored to ensure their long-term success. Such measures shall be consistent with all applicable rules and regulations relating to the protection of wetlands and shall ensure that proposed activities will not result in a net loss of wetland acreage or habitat value. Disturbed wetland areas will be re-vegetated entirely with locally native plant species.

PLANTS-8: As part of the planning and design process for area-specific projects, explore the possibility of enhancing existing wetlands through re-vegetation and control of exotic species and/or expansion of wetland areas. Potentially suitable wetland restoration areas are present in the Berkeley Meadow, the North Basin Strip (southern portion) and the Albany Bulb.

3) Native Plant Populations

Goal

- The long-term preservation and enhancement of native plant populations within the park project.

Guidelines

PLANTS-9: Provide long-term management to ensure the persistence and health of native plant communities.

PLANTS-10: To the extent feasible, enhance or restore native plant communities in areas that have been identified as important for wildlife habitat restoration.

PLANTS-11: To the extent feasible, use only locally native species in future plantings within conservation or preservation areas. "Locally native" species are defined here as those that are indigenous to the park, or native to Alameda and Contra Costa counties, and occur naturally in bayside settings. Limited plantings of non-native species may be acceptable in recreation areas, if such plantings are limited to species that are non-invasive and do not conflict with wildlife habitat values.

PLANTS-12: As part of the planning and design process for area-specific projects, and prior to commencement of any grading or construction related to new facilities or enhancements, a qualified botanist will identify any special-status plant species that potentially occur in the affected area, and will conduct appropriately-timed surveys for the area. The Resource Inventory and appropriate resource agencies will be consulted to identify species of concern.

PLANTS-13: If any special-status species are found within the areas that would be affected by the proposed activities, such activities will be planned and designed to avoid or minimize potential impacts during both the construction and post-construction periods.

PLANTS-14: In the event that some disturbance to special-status species is unavoidable, appropriate measures to offset those impacts will be identified and implemented in consultation with a qualified botanist and appropriate resource agencies. Such measures shall be consistent with all applicable rules and regulations relating to the protection of rare, endangered, and federally-

and state-listed species, and necessary authorizations will be obtained from the U.S. Fish and Wildlife Service (USFWS) or the California Department of Fish and Game (CDFG).

PLANTS-15: Minimize disturbance to sandy foredune areas and relatively undisturbed beaches. These are rare habitat types along the Bay shoreline, and often support specialized native plant species.

PLANTS-16: Over time, develop and maintain a cumulative list of native and non-native plant species observed during plant surveys conducted for individual improvement projects. This list should be kept in the Unit Data File, and used for educational purposes and as a baseline for future botanical studies. Any botanical observations (e.g., records of special-status species, plant lists for specific areas of the park, and records of invasive species) that are reported by park personnel and other qualified observers should also be preserved in the Unit Data File.

c. Animal Life Management

The park plan has been designed to protect the most valuable wildlife habitat areas by designating them as preservation areas or conservation areas. These include nearly all of the existing wetlands, as well as large blocks of existing upland habitat, most notably the Berkeley Meadow and the Albany Neck and Bulb. Additional upland habitat is protected at the Brickyard, Albany Beach, Albany Plateau (northern and eastern edges), and along the shorelines of the Emeryville Crescent, North Point Isabel, and South Richmond Marshes. In addition, the following management measures will be implemented to protect wildlife species and enhance wildlife habitats:

Goal

- The long-term preservation and enhancement of the park project's wildlife habitat.

Guidelines

WILDLIF-1: Provide long-term protection for the existing upland and non-tidal wetland habitat within designated preserves and conservation areas, and minimize impacts on these areas due to development of trails and other park facilities. These areas provide habitat for the burrowing owl, northern harrier, white-tailed kite, other raptors, and loggerhead shrike. Upland wildlife habitat should also be protected within recreation Areas to the extent feasible, consistent with the design of planned facilities.

WILDLIF-2: Provide long-term protection and enhancement of foraging and nesting habitat for burrowing owls at the upland Conservation Areas in the park, particularly at the Berkeley Meadow and the Albany Neck and Bulb. To the extent feasible, preserve burrowing owl den-sites (rodent burrows, riprap, or rubble piles) that are present in the park, and allow ground squirrel populations to persist (as a source of burrows).

WILDLIF-3: To the extent feasible, locate visitor-serving facilities in areas already subject to considerable disturbance or of low resource value in order to minimize disturbance to existing habitat areas.

WILDLIF-4: As part of the planning and design process for area-specific projects, and prior to commencement of any grading or construction related to new facilities or enhancements, a qualified wildlife biologist will identify any potential habitat for special-status wildlife species or important shorebird roost sites that exist in the affected area, and will conduct appropriately-timed surveys if such species may be disturbed by the proposed project (see Appendix A for procedures). The Resource Inventory and appropriate resource agencies will be consulted to identify species of concern.

WILDLIF-5: If any special-status species or important shorebird roost sites are found within the areas that would be affected by the proposed activities, such activities will be planned and

designed to avoid or minimize potential impacts during both the construction and post-construction periods (see Appendix A for procedures).

WILDLIF-6: In the event that some disturbance to special-status species or important shorebird roost site is unavoidable, appropriate measures to offset those impacts will be identified and implemented in consultation with a qualified wildlife biologist and appropriate resource agencies. Such measures shall be consistent with all applicable rules and regulations relating to the protection of rare, endangered, and federally- and state-listed species, and necessary authorizations will be obtained from the U.S. Fish and Wildlife Service (USFWS) or the California Department of Fish and Game (CDFG).

WILDLIF-7: A program of interpretive signs and exhibits that discuss the value of tidal marshes, tidal mudflats, and subtidal habitats for California clapper rails, California black rails, shorebirds, waterfowl, marine mammals, and other wildlife will be implemented. Other interpretive exhibits should discuss the wildlife values associated with upland and seasonal wetland habitats and any associated special-status species.

WILDLIF -8: Over time, a cumulative list of wildlife species observed during surveys conducted for individual improvement projects will be developed and maintained. This list should be kept in the Unit Data File, and used for educational purposes and as a baseline for future studies. Any fish and wildlife observations (e.g., records of special-status species, wildlife observed in specific areas of the park, and records of invasive species) that are reported by park personnel and other qualified observers should also be preserved in the Unit Data File.

WILDLIF -9: Plantings in upland buffers between trails and sensitive habitat areas where necessary to provide a visual screen to minimize wildlife disturbance will be installed. At a minimum, the plantings should consist of locally native shrubs, but they may also include locally native herbaceous species. Such plantings

Waterfowl in one of the many wetlands within the park site

would also provide cover for wildlife and could be used to screen fencing from view, if desired.

WILDLIF -10: Trees will generally not be planted within 200 feet of tidal marsh areas and occupied burrowing owl nest or roost sites. Raptors, crows, and ravens often perch in trees to search for prey, and tree plantings near tidal marshes and burrowing owl nest sites may expose burrowing owls and special-status species in the marshes to a higher incidence of predation.

WILDLIF -11: Disturbance to wildlife will be minimized by restricting access by people and dogs to sensitive wetland and upland habitat areas. Marsh birds, shorebirds, waterfowl, and other water birds are vulnerable to disturbance when people and dogs are allowed too close to important nesting, feeding, or roosting areas. Park visitors and dogs can also disrupt nesting activities of raptors and other birds in upland areas. Trails and other facilities should be sited to maintain appropriate distances from sensitive areas. Signs should be posted restricting access to sensitive habitat areas. Fencing and vegetative buffers can be used between trails and sensitive habitat areas, as necessary to minimize disturbance of wildlife. Dogs can be prohibited from sensitive habitat areas or restricted to access while on leash.

WILDLIF -12: Pest control activities will be conducted as necessary to maintain healthy populations of native wildlife species, while minimizing adverse impacts on native wildlife and plants. Control measures may be necessary for Norway rats and roof rats (which prey on bird eggs and young), feral cats (which prey on many species of birds and mammals), red foxes, and perhaps some native predators (if necessary to preserve special-status species). Control measures for California ground squirrels should be avoided, except as necessary for public health reasons or for structural maintenance, as these rodents provide burrows for burrowing owls and serve as an important prey item for several species of raptors.

d. Marine Life Management

The General Plan has been designed to protect the most valuable marine habitat areas in the park by designating them as aquatic preservation areas or aquatic conservation areas. These include the Emeryville Crescent, Albany Mudflats, South Richmond Marshes, Brickyard Cove, and two subtidal areas at the west end of Albany Bulb. In addition, the following management measures will be implemented as part of the specific area development plans to protect the marine life of the park:

Goal

- The long-term preservation and enhancement of the park project's marine habitat areas.

Guidelines

MARINE-1: To the degree permitted by federal and state law, prohibit the use of motorized boats and motorized personal watercraft throughout the park, in order to minimize disturbance of aquatic habitats for eelgrass, waterfowl, and other water birds. Work with local marinas to help notify boaters of these restrictions, and post conspicuous signs near boat ramps and other access points, identifying restrictions on use of watercraft in the park project.

MARINE-2: To the degree permitted by federal and state law, prohibit the use of non-motorized vessels (e.g., kayaks, sailboats, rowboats, dragon boats, and sailboards) in all aquatic preservation areas

South Richmond Shoreline looking north

(Albany Mudflats, Emeryville Crescent, Hoffman Marsh, and South Richmond marshes) to protect waterfowl and other water birds.

MARINE-3: Work with a qualified wildlife biologist and appropriate resource agencies to develop guidelines for the use of non-motorized vessels in selected aquatic areas (e.g., the North Basin and Brickyard Cove), as necessary to minimize disturbance to water birds or other marine species.

MARINE-4: Discourage launching of non-motorized vessels from environmentally sensitive areas of the shoreline.

MARINE-5: To the degree permitted by federal and state law, fishing should be prohibited in aquatic preservation areas.

MARINE-6: In aquatic recreation and conservation areas, encourage fishing from designated piers, structurally-protected shoreline areas, and from vessels.

MARINE-7: To the degree permitted by federal and state law, prohibit the collection of invertebrates for food or bait in tidal mudflats,

tidal marshes, and natural rocky shoreline areas within the park project.

MARINE-8: Post signs in appropriate areas identifying the restrictions on fishing and collection of invertebrates within the park project.

MARINE-9: Incorporate management measures for marine mammals as part of the Operations and Maintenance Manual for the park. The manual should address the handling of marine mammals such as harbor seals, California sea lions, and whales that are beached in the park. It also should provide information such as: (1) organizations that can provide technical assistance; (2) how to determine whether beached animals require treatment; (3) how to treat sick or injured animals; (4) how to remove and dispose of dead animals; and (5) institutions that may wish to preserve the remains for scientific research.

MARINE-10: Provide training to park staff regarding the management and protection of marine resources in the park project. Park staff should work with boaters, fishermen, and other park visitors to ensure that the protection measures for marine life are observed.

e. Potential Habitat Enhancement Activities

Given the disturbed condition of much of the upland habitat within the park project, and the absence of facilities to accommodate the public, the General Plan identifies numerous improvements that need to be made, including many habitat enhancement projects. Beyond the specific enhancements identified, the intent is also to support the general long-term enhancement of habitat values in the park project to the degree that funding is available to plan and implement it. The following represent examples of long-range actions that should be considered for implementation, to the extent that the projects are feasible and that funding becomes available:

- Create tidal salt marsh habitat along the northern perimeter of the Berkeley Meadow (the south shore of the North Basin);
- Create or expand tidal salt marsh at other suitable locations (e.g., South Richmond Marshes, Hoffman Marsh, and Strawberry Creek outfall area);

- Enhance seasonal wetlands, particularly at the Berkeley Meadow. Explore the feasibility of enhancing seasonal wetlands by deepening or enlarging them to pond water for increased lengths of time, thereby benefiting water birds, amphibians, and aquatic invertebrates;
- Restore coastal scrub habitat at the Berkeley Meadow, Albany Neck and Bulb, Brickyard, and other upland areas by removing invasive species and planting locally native species;
- Remove invasive plant species, and restore native marsh and riparian vegetation, along the drainage channels at the eastern edge of the Brickyard and the southeastern edge of the Albany Plateau;
- Restore old piers, or install new structures, to provide shorebird roosting habitat, particularly on the south side of Emeryville Crescent (near the radio towers). It is particularly important to provide adequate shorebird roosting habitat near major shorebird foraging areas, such as Emeryville Crescent and Albany Mudflats;
- Create artificial islands to provide roost-sites for shorebirds and potential nest-sites for California least terns, American avocets, black-necked stilts, and killdeer. Islands provide protection from disturbance by humans, dogs, and predators. The most suitable locations for creating islands include the aquatic preservation areas at Emeryville Crescent, the Albany Mudflats, and the waters north of North Point Isabel;
- Construct artificial burrowing owl burrows within suitable foraging habitat for this species, such as in the Berkeley Meadow or the Albany Neck and Bulb. The artificial burrows should be located as far as possible from trails and other park facilities, to minimize disturbance by park visitors and dogs. Preferably, they should be at least 200 feet from trees and other potential perch-sites for raptors that prey on burrowing owls;
- Restore and expand eelgrass beds in the tidal waters of the park, including sites off the South Richmond Shoreline, Albany Beach, the North Basin, and Emeryville Crescent.

Prior to implementing each of these measures, a feasibility study should be conducted to assess the costs and the benefits to wildlife.

f. Hydrologic Resources

Goal

- Creation, over time, of a safer and more stable shoreline that is both more attractive and better integrated with the Bay's hydrologic and biologic systems.

Guidelines

HYDRO-1: Replace areas of shoreline protection that currently consist of unconsolidated construction debris, concrete, and slag material with appropriate shoreline protection alternatives to improve long-term function, respond to project program priorities, and enhance shoreline appearance. Two different shoreline enhancement strategies should be considered. The shoreline can either be structurally reinforced to provide greater shoreline protection and allow for more intensive public use, or "softened" (i.e., removal of structural elements and re-graded to more natural contours) to re-establish more natural shoreline contours and enhance habitat values. The specific strategy employed will be determined on a case-by-case basis as funding becomes available. The strategy selected will be dependent on site-specific factors such as hydrodynamics, soil conditions, and land use and resource management objectives for the area.

HYDRO-2: Consider engineered rock revetment where spatial constraints of land use and project priorities limit options for alternative softer shoreline treatments.

HYDRO-3: Give high priority to shoreline protection improvements in areas of high activity and attractive views, current or pending, with implementation of additional areas phased in the future.

HYDRO-4: Give highest priority to improvements in areas of observed erosion that potentially threaten infrastructure, water quality, stability of landfill areas, and/or new facilities for shoreline protection improvements.

Unconsolidated construction debris and concrete along the Albany Neck

HYDRO-5: An "adaptive management" approach is recommended for some of the shoreline stabilization alternatives. Pilot projects should be implemented to refine the design of the most environmentally sensitive approaches. Shoreline enhancement projects should be monitored and maintained to develop a responsive adaptive management program. A strong need exists for an experimental approach, particularly towards shoreline treatment options. Except when it is necessary to protect important infrastructure immediately adjacent to the shoreline, less structural treatment options generally should be considered. In addition, opportunities to backfill (i.e., cover) existing shoreline debris may be considerably cheaper than removal and replacement. Considering the extent of non-engineered shoreline, a pilot scale approach in a number of different wave climate settings may be beneficial in determining the optimal approach.

HYDRO-6: Design and construct all proposed resource enhancements (e.g., daylighting of Schoolhouse Creek, shoreline re-contouring at mouth of Strawberry Creek) and facilities (e.g., restrooms, boat launches, etc.) only after site-specific environmental analysis has been conducted for factors such as

local hydrology, soil suitability, visual resources, cultural resources, subsurface toxics, water quality protection, and wetland habitat.

HYDRO-7: All of the recommendations and considerations for improvements to shoreline protection, existing or proposed environmental enhancement projects and wetland creation must be integrated with other project priorities such as biological considerations, access and circulation, recreation and economics. Implementation of these recommended approaches can be phased over time.

g. Cultural Resources

Despite the relatively recent formation of much of the park project's upland area as a result of local landfill practices, the Resource Inventory identifies a number of areas that have the potential to contain cultural resources of some significance. "Cultural resources," as referred to in this General Plan, consist of historical, archaeological, and traditional cultural properties that are eligible or potentially eligible for listing on California or National registers of historic resources. These may include, but are not limited to, prehistoric archaeological sites, historical archaeological sites, and historic structures.

Protecting and interpreting cultural resources is a way of preserving remnants of the East Bay waterfront's diverse heritage and helping park visitors understand the multifaceted prehistory and history of this unique area.

Goal

- Appropriate protection, preservation, and interpretation of significant cultural resources identified within the park project.

Guidelines

CULT-1: As part of the planning and design process for area-specific projects, and prior to commencement of any ground disturbance, grading, or construction related to new facilities or enhancements, a qualified cultural resource professional will conduct appropriate record reviews and any necessary fieldwork to determine the presence of cultural resources or culturally sensitive areas.

CULT-2: If the cultural resource investigations indicate the presence of cultural resources or culturally sensitive areas within or adjacent to areas that will be affected by the proposed activities, such activities will be planned and designed to avoid or minimize impacts to the identified resources.

CULT-3: In the event that some disturbance to cultural resources is unavoidable, appropriate measures will be identified and implemented in consultation with a qualified cultural resource professional. Such measures shall be consistent with all applicable rules and regulations relating to the protection of cultural resources.

2. Project-wide Interpretation

Unlike most state park units in California, the Eastshore park project is not an unspoiled landscape with exemplary habitat. A century of human modification has dramatically altered both the uplands and tidelands. The original shoreline in the vicinity of the park was a relatively smooth, sweeping curve with the exception of minor creek deltas and an occasional rocky promontory. As the practice of filling the Bay extended the shoreline westward, native vegetative communities and wildlife either adapted to the change in conditions or disappeared altogether. Indeed, 95 percent of the existing terrestrial plant species found within the park project are non-native. As such, the Eastshore park project presents a unique opportunity to demonstrate the often precarious relationship between human and natural systems.

Regardless of its modified characteristics, the park project offers an unusually rich array of resources that can contribute to the public's appreciation and understanding of the East Bay shoreline, the Bay ecology, and the effect of man's habits of consumption and disposal. Casual visitors have too few opportunities to achieve significant understanding of natural and cultural forces that shape the landscape around them and can easily take for granted that resources as rich as the Emeryville Crescent or areas as developed as Point Isabel have always been with us. Interpretation provided in the context of the Eastshore park project can enhance the public's park experience by adding depth and breadth to the visitor's understanding and appreciation of this unique setting, and assist in educating the public on the steps being taken to preserve, restore, and enhance the park.

Goals

Two main goals exist for the park's interpretive program:

- To demonstrate the delicate interplay between human intervention and the natural systems' resilient response.
- To foster public understanding of the need for ongoing protection and enhancement of the parks' natural and cultural resources for the education, inspiration, and enjoyment of present and future generations.

PARK UNIFYING THEME: "Connections: Linking the Urban and Natural Environments on the Eastshore"

The park project's interpretive potential embodies the confluence of the urban environment and nature. Thus, the unifying theme encourages an appreciation of the significant natural and cultural influences on the park in the past, present and future.

Berkeley's pedestrian overpass - A physical link between the urban and natural environments on the Eastshore

PRIMARY THEME: "Connecting with the Water: The Evolution of a Shoreline"

An exploration of the natural and cultural processes that have shaped the shoreline through history and will continue to exert pressure for change in the future.

Guidelines

INTERP-1: Discuss the original shoreline conditions influenced largely by natural processes.

INTERP-2: Interpret the changes over time to the shoreline by human modification

INTERP-3: Interpret the role of transportation in evolution of the shoreline including boat and ferry traffic, the creation of the railroad, the introduction of freeways, and the creation of the Bay Trail

INTERP-4: Explore society's changing attitudes about the Bay and the shoreline and how those attitudes have influenced the physical and cultural landscape of the Eastshore

INTERP-5: Interpret the response by natural processes to form tidal mudflats and marshlands in the wake of human disturbance.

PRIMARY THEME: "Connecting with the Land: Nature and the City"

An exploration of the vegetation and wildlife native to San Francisco Bay, its role in the larger environment, and nature's incredible adaptability and transformative powers.

Guidelines

INTERP-6: Provide opportunities for visitors to gain an understanding of the park's significant natural resources, including how the present day habitats have developed on highly disturbed land, and how they change through succession.

INTERP-7: Describe the Pacific flyway and interpret the role of the park project in supporting the phenomenon of seasonal migration.

INTERP-8: Interpret the rich diversity of avian species that use the park project for resting, nesting, and foraging, and explore their compatibility with a bustling, noisy urban waterfront.

INTERP-9: Describe the invasiveness of certain species and how they affect and displace native flora and fauna.

INTERP-10: Interpret the park project's several wetlands as primary producers and highly productive communities in the marine ecosystem. Describe how they have formed and will continue to change through both creek and Bay influences, and creation and restoration efforts.

INTERP-11: Interpret landscape rehabilitation efforts with topics such as creek daylighting, tidal and freshwater wetlands

PRIMARY THEME: "Connecting with the Future: "Garbage" vs. Resource Recovery"

An exploration of the role of refuse in the formation of the park and how today's responsible conservation and waste management practices can prevent future degradation of the environment.

Guidelines

INTERP-12: Interpret the shifting values over time regarding bay fill along the shoreline. Discuss the implications of early 20th century urban planning and the effect of municipal landfill practices.

INTERP-13: Interpret changes in how society views "waste." and the subsequent management of all materials to their highest and best use to better protect public health and safety and the environment.

INTERP-14: Interpret the "plop" art phenomenon on the Eastshore which uses refuse as its main ingredient, and explore its relationship to other Bay Area traditions in art and activism.

INTERP-15: Interpret the life cycle of the waste material that the upland area comprises, exploring the original composition of

Construction debris at Brickyard Cove

materials in the fill, what those materials were used for, what happens to those when exposed to the elements both above and below ground, how long it takes them to decompose, etc.

INTERP-16: Interpret the variety of applications for the re-use of recycled materials as an option for reducing waste and energy consumption. Explore the potential of recycling surface debris for re-use within the park project as an ongoing interpretive exhibit (e.g., the crushing of concrete to create gravel/aggregate for new construction).

INTERP-17: Identify the challenges of managing parks built on landfill, including managing toxic materials, hazardous waste and geologically unstable conditions associated with construction debris landfills. This includes the challenges of preventing contamination of the natural environment and public use areas.

INTERP-18: Educate park visitors on how the planning, design and operations of the park project can incorporate practices to reuse and recycle materials as a means to reduce energy use and waste.

INTERP-19: Explore the idea of the “Modern midden,” i.e., that today's garbage is tomorrow's archaeology.

PRIMARY THEME: "Connecting with the Past: Indigenous Peoples"
An exploration of the Ohlone and how the shoreline influenced their culture.

Guidelines

INTERP-20: Interpret the Native American history of the park project area, particularly Ohlone traditions and their use of bay resources.

INTERP-21: Enhance visitors understanding of Native American cultures, contrasting Native American and Euroamerican land use practices, identifying similarities as well as differences.

INTERP-22: Involve Native American tribes and groups when researching interpretive programs regarding Native American cultural values and the enhancement of public appreciation of those values.

3. Project-wide Visitor Services

Visitor services provide the means for allowing the public to enjoy and benefit from the many resources and recreational opportunities provided by the Eastshore park project. Both state park and concession-offered visitor services should provide enhanced, quality recreation opportunities for the widest possible range of visitors with respect to age, race, income, education, and physical ability. However, such facilities should not be provided at the expense of the park project's natural and cultural resources.

This General Plan assumes that the formal classification of the park project, planned improvements to park project access, and the significant projected population increases in the cities, counties, and region within which the park project is located, will result in significant visitation rates. Not only must

visitor services be provided that anticipate increases in visitation to the park project, but also to ensure that the number of visitors does not exceed the park project's ability to accommodate without damaging its resources.

The following goals and guidelines are intended to guide the development and implementation of new visitor services within the Eastshore park project.

a. Recreation

The Eastshore park project provides the potential for a wide range of recreational activities, from the more passive nature appreciation to active sports activities, and from water-oriented to land-oriented facilities.

Goals

- A setting where all Californians can enjoy dramatic Bay views and natural open space in the midst of an urban setting.
- A balanced range of high quality recreational opportunities that facilitate and enhance the public's enjoyment and appreciation of the Eastshore park project's natural, cultural, and scenic resources.
- A range of recreational opportunities and facilities that recognizes and responds to the unique pressures on the Eastshore park project to address the continually shifting demand for public recreation.
- Recreational facilities that are sensitively sited and designed to ensure protection of resource values as well as contributing to the park project's identity and sense of place.

Guidelines

Visitor-Serving Facilities

VISIT-1: Prepare a Specific Project Plan for each management zone in order to establish the nature, scale, and location of new visitor facilities and associated services, including facilities related to recreation, interpretation and education, visitor services, and operations. Such facilities and associated services must reflect the intent of the land use designations of the park project with respect to resource protection, permitted uses, intensity of uses, and access. Specific Project Plans will also specify where and how utilities (e.g., sewer, water, and drainage) will be provided.

Visitors enjoying shoreline views at Berkeley's Cesar Chavez Park

VISIT-2: Provide visitor-serving and operations facilities within the park project as needed to facilitate the public's enjoyment of the natural setting.

VISIT-3: Ensure that new visitor facilities and associated services reflect a balance between the need for resource protection, recreation, and interpretation and education.

VISIT-4: Larger visitor-serving facilities should generally be located in areas that have convenient access and are suitable for higher intensities of use.

VISIT-5: The primary location for major visitor-serving facilities such as a park headquarters, interpretive center(s), a hostel, boathouse, café/restaurant, market, and recreational equipment rentals will be the recreational zones in the Brickyard and North Basin Strip.

VISIT-6: In the planning of new visitor-serving facilities, evaluate services provided by local entities, such as those in the Berkeley Marina area, to provide complementary facilities and programs.

VISIT-7: Visitor-serving services, including operations such as equipment rentals and food purveyors, may be operated as concessions. Non-profit organizations and other public agencies, as well as private businesses, will have an opportunity to contract to provide these services.

Upland Recreation

VISIT-8: The public's enjoyment of this shoreline will be facilitated by providing for a wide range of recreational activities, from nature appreciation to active sports activities, and by providing water-oriented and land-oriented facilities.

VISIT-9: Recreational opportunities and facilities should be planned within a regional context, focusing on complementing, rather than duplicating, existing regional facilities and on creating new opportunities that respond to the specific characteristics of the Eastshore.

VISIT-10: Site facilities and areas for more intense recreational use in areas with less significant habitat value.

VISIT-11: Visitor support facilities such as restrooms, water fountains, benches, picnic tables, and parking will be provided in convenient locations throughout the park project.

Aquatic Recreation

VISIT-12: Support the concept of an aquatic Bay Trail by providing conveniently spaced shoreline access/resting points along the length of the park project.

VISIT-13: Comply with applicable local and state laws and regulations that restrict or prohibit the use of motorized watercraft within the park project waters.

VISIT-14: Enhance the recreational use of Bay waters by kayakers, windsurfers, dragon boats, and other human-powered watercraft by providing safe and convenient Bay access facilities. Such facilities will be sited so that they respect

sensitive shoreline habitat and features. The character of access accommodations (e.g., ramps, steps, gravel/sand beach, etc.) and their design shall be responsive to both the specific setting and the nature of the projected use. Such facilities should be designed to minimize dependence on regular, on-going maintenance operations, and to avoid altogether activities that would require damaging the environment to remain operational.

VISIT-15: Provide upland facilities such as parking, restrooms, potable water, lay-down areas, etc. that support aquatic recreation uses.

Nature Appreciation

VISIT-16: Incorporate interpretive and educational facilities and programs into the park project. Appropriate facilities may include interpretive centers, observation platforms/bird blinds, vista points, interpretive signage, and public art.

VISIT-17: Enhance existing trails and introduce new trails that ensure opportunities for visitors to enjoy the diverse topography, biotic communities, avian habitat areas, and scenic views in the park project. Provide fencing or signing of trails where necessary to protect adjacent resources.

VISIT-18: Work with appropriate bird watching groups and other groups specializing in avian resources to identify services, programs, and facilities that would enhance the public's ability to understand and appreciate the avian resource.

h. Circulation

A number of factors related to the park project's location and configuration result in circulation and access being an important and complex management issue. The long, narrow, and non-contiguous configuration of the park, the adjacency of the I-80/580 freeways, the urban setting and associated traffic congestion problems, and the limited amount of upland area within the park project, all contribute to conditions which complicate the provision of access to and circulation within the park project.

Goal

- An integrated and efficient multi-modal circulation system that facilitates visitor access to, and movement within, the park project.

Guidelines

General

CIRC-1: Establish standards for new and improved circulation facilities within the park project, including project entry points and gateways, roadways, pedestrian and bicycle facilities, transit facilities, parking, and signage.

CIRC-2: Design a circulation system that separates vehicular from non-vehicular traffic as much as possible in order to enhance non-vehicular modes and reduce potential conflicts.

CIRC-3: In order to minimize increases in traffic and the demand for parking, provide facilities that encourage and support alternate modes of transportation to the Eastshore park project, including pedestrian, bicycle, bus, and boat.

CIRC-4: Emphasize walking, biking, and non-motorized boating as the primary and preferred modes of transportation within the Eastshore park project.

CIRC-5: Work with Caltrans to establish a coordinated wayfinding program that provides clear direction to visitors as to how to access the park in the most convenient and efficient manner. Such a program should address appropriate locations for directional signs related to both regional freeway access and local access to the park.

Trails

CIRC-6: Provide a convenient and attractive system of multi-use trails throughout the park that links all subareas of the park project into an integrated whole.

CIRC-7: To the extent feasible, the trail system will be designed and constructed to provide universal access.

CIRC-8: Recognize the Bay Trail as the park project's primary non-vehicular transportation corridor and an important means of unifying public use areas within the non-contiguous portions of the park project.

CIRC-9: In order to improve access to and through the park project, support neighboring jurisdictions in their efforts to expedite the completion of the Bay Trail as set forth in ABAG's Bay Trail Master Plan.

CIRC-10: Improve access to the park project from the Bay Trail by adding spurs, laterals, and loops from the main trail corridor into the park project.

CIRC-11: Work with local jurisdictions to enhance bicycle and pedestrian trail connections from the adjacent communities into the park project, with particular emphasis on providing safe, efficient, and attractive connections across (i.e., over or under) the I-80/580 corridor.

Transit

CIRC-12: Coordinate with transit providers to provide more frequent transit service to the park, including weekends and holidays when visitation to the park project will be highest. Explore the possibility of having a north-south route along the Frontage Road in addition to the existing east-west routes.

CIRC-13: Encourage public transit use by incorporating transit-friendly design features (e.g., bus pullouts, transit shelters, bus schedules) into the park project.

CIRC-14: Explore, with AC Transit, adjoining jurisdictions, and local businesses, the feasibility of instituting an Eastshore shuttle service that would link key activity centers within the park project, and provide connections to key activity centers in the project vicinity. This would allow visitors to park in one area and then use the shuttle, instead of driving.

CIRC-15: Support a shuttle or more frequent transit service between the park project and the BART and Amtrak stations in the area.

CIRC-16: Explore options for accommodating water-based transit service such as water taxi or ferry service to the park project.

Parking

CIRC-17: Ensure that adequate parking is provided to accommodate public access to the park project and serve park uses and facilities.

CIRC-18: Distribute parking areas strategically throughout the Eastshore park project to support proposed activities and facilities.

CIRC-19: Given the limited amount of upland area within the park project, parking strategies that minimize the use of upland habitat for the development of parking lots should be explored, including the following:

- Pursue shared parking arrangements with adjoining municipalities and landowners;
- Work with local municipalities to explore the feasibility of increasing on-street parking in public rights-of-way on both a permanent and special event basis;

Parking off Rydin Road at Point Isabel

- Design and implement parking improvements in phases in order to be responsive to actual use and demand and to avoid development of too much parking;
- Base parking demand projections on typical use patterns, rather than worst case or special event scenarios;
- Explore alternatives for accommodating special event parking conditions, such as the use of unpaved overflow parking areas, satellite parking areas, special event shuttle service, etc.

i. Parkwide Goals and Guidelines for Aesthetics

Signage/Identity

AESTH-1: Design an identity and wayfinding program for the Eastshore park project that will establish design guidelines and standards for park signage, and provide guidelines for the location and distribution of signs throughout the park project.

AESTH -2: Establish primary and secondary entry points to the park project, and develop design standards for these "gateway" areas that will create a sense of arrival and establish an initial identity and sense of place for the park project. Design standards and guidelines for entry points should distinguish primary and secondary gateways.

Architectural Style

AESTH-3: Given the lack of a consistent character or identity for the park project, create architectural design guidelines that establish an architectural vocabulary that can be used for facilities throughout the park project. The intent is not to design all facilities so that they look the same, but that they share enough similarities in style and/or materials to have perceivable association.

Landscape Character

AESTH-4: To the degree practicable, all landscape plantings in improved areas, not including turf areas, (e.g., around buildings, picnic

areas, paths, etc.) should use California native species that are endemic to the East Bay shoreline in order to introduce the public to the area's biotic heritage and to enhance habitat values for native wildlife species. All landscaping should also emphasize plant species with low water requirements.

Lighting

AESTH-5: In order to minimize disturbance to wildlife, lighting shall not be permitted in areas designated as preservation areas or in areas with sensitive habitat values. Night lighting should generally be restricted to the more developed areas of the park project (i.e., buildings, paths, parking lots, etc.) consistent with security and safety needs. Lighting plans shall be reviewed for compatibility with habitat values prior to construction.

AESTH-6: Night-lighting of recreational fields shall not be permitted.

AESTH-7: Lighting levels (i.e., intensity/foot-candles) should generally be kept as low as possible, consistent with public safety standards. Luminaires should focus the light downward and prevent the splay of ambient light to other areas. Whenever possible use path-level or bollard type fixtures that keep the light source closer to the ground. Color-tinted and lower wattage lamps should be used to help reduce lighting-related disturbance.

Public Art

AESTH-8: Explore the feasibility of establishing a formal program of public art consistent with the mission of State Parks and the interpretive themes of the Eastshore park project.

AESTH-9: If it is determined that a public art program is feasible, work with appropriate arts organizations, artists, and interested public to identify how a public art program could be managed and by whom, and prepare a Public Art Management Plan that will guide the use of public art in the park project.

AESTH-10: The mission of the Public Art Management Plan should be to:

- Provide a forum for exploring the relationship between the arts, preservation of the natural environment, historic preservation, and recreation;
- Promote public understanding and appreciation of the environmental, historical, cultural, and sociological context of the park through the use of art;
- Foster expressions of art and design which will reflect the unique environmental and cultural resources of the Eastshore;
- Foster work that is diverse, high quality, and reflects the ethnic, geographic, and cultural diversity of the Bay Area's population.

Viewshed Protection

AESTH-11: Buildings, structures, and landscaping should be sited to be sensitive to scenic views from and through the park project. Given the general openness of the site, facilities should be sited to minimize the impact on views from key viewpoints (e.g., from southbound University Avenue overpass).

AESTH-12: The maximum height for buildings and structures generally shall be one story. Two-story structures may be permitted in limited instances (e.g., hostel, boathouse, etc.) consistent with the protection of significant scenic views.

j. Parkwide Goals and Guidelines for Community Relations

Given the location within five different cities, the number of municipal facilities that are interspersed with the park project, and the proximity to the local communities, maintaining strong community relations is essential for ensuring the best possible experience for park visitors. Formal and informal partnerships and the ongoing exchange of information will provide park management and local community leaders the best opportunities to meet the environmental, recreational, and social needs of the local public and park visitors.

Goal

- Ongoing liaison and communication between the operators of the park project and local, county, state, and federal agencies should be encouraged in order to maximize the potential benefits and opportunities each might bring to the other and minimize potential conflicts.

Guidelines

COMM-1: Conduct marketing surveys to determine additional services that could be supported by park visitors. Based on survey analysis and trend identification, and if appropriate and economically feasible, encourage concessions and work with nearby communities to provide visitor services that might include, but not be limited to:

- Café/Market/Deli;
- Bicycle and in-line skate rentals;
- Aquatic recreation equipment rentals (e.g., canoe, kayak, wind-surfing, etc.);
- Interpretive center/facilities for natural and cultural resources;
- A hostel;
- New facility for dog washing and coffee bar.

COMM-2: Work with local municipalities to provide a unified delivery of services in response to structural and public safety emergencies, utilizing the training and expertise of all personnel.

COMM-3: Coordinate with local municipalities on the scheduling, operation and management of seasonal festivals and special events that may have implications for park project operations and facilities.

k. Parkwide Goals and Guidelines for Operations

OPER-1: Specific project plans will be prepared for each management zone or sub-zone prior to any major development or enhancement projects. These plans will include project area resource surveys and monitoring as necessary. They will also take into account potential impacts of facilities and visitation increases on the resource base, the relationship of the new facilities to those already existing, traffic and access, views, etc. Specific project plans will specify where and how utilities (e.g., sewer, water, and drainage) will be provided, and local service providers will be coordinated with to ensure a unified delevery of services.

OPER-2: The need for new public facilities will be balanced with their potential negative impacts to plant and wildlife species, scenic resources, and the spirit of the place. In particular, avoid adverse impacts to critical resource areas.

OPER-3: Acquisition of new Eastshore parklands should be considered if such acquisition would contribute to improving the quality, character or function of the park project. Given the specific character of the project site, areas that meet any of the following criteria should be given strong consideration:

- Areas that would contribute to a more complete and functional ecological unit or protect unique features or habitat;
- Areas that would contribute to improving the contiguity of park project lands and creating a more logical management unit;
- Areas that would improve the visitor services by providing upland areas that would allow for more efficient circulation, enhanced facilities, less disturbance to habitat areas, etc.

OPER-4: A maintenance plan, consistent with guidelines and protocols of the operating agency, should be developed as soon as

possible after park operation begins to guide the maintenance and operations procedures and practices for the Eastshore park project. The maintenance plan should address operational topics such as:

- Procedures, techniques, and timing of maintenance and cleanup activities in tidal marshes and other wetland habitat areas;
- Procedures, techniques, and timing of maintenance and cleanup activities in upland habitat areas;
- Procedures, techniques, and timing of fuel modification and fire prevention activities in upland habitat areas;
- Procedures, techniques, and timing of integrated pest management activities;
- Procedures, techniques, and timing of irrigation and water use to conserve water wherever possible and reduce the amount of excess surface runoff;
- Information on the known locations of wetlands, special-status plant and animal species, and sensitive wildlife habitat areas;
- Training for park staff regarding the park project's biological resources, and the staff's responsibilities for protecting those resources. Park staff should help educate park visitors about the wildlife protection measures that need to be observed.

Windsurfing on the Bay—balancing recreational needs within the natural setting

Dogs

OPER-5: Dog use and activity in the park project will be managed according to State Parks' guidelines in order to protect habitat values and enhance public safety. As such, dogs will not under any circumstances be permitted in management sub-zones designated as preservation areas or on any beach. Elsewhere in the park project, dogs will be allowed consistent with the managing agency's laws, rules and polices. The Point Isabel/ North Point Isabel area is the only alrea of the park project in which off-leash dog use will be permitted (see area-specific guidelines for more detailed guidelines affecting the Point Isabel/North Point Isabel area).

Hazardous Materials Evaluation Guidelines

OPER-6: Design, improvement, and/or development plans should consider the potential presence of Chemicals of Potential Concern (COPC's), methane gas, and remediation areas in the subject area. Site-specific data should be reviewed to determine whether additional chemical data and site characterization is required. Design plans should include consideration for potential methane gas build-up, particularly for improvements such as vault boxes or other enclosed structures that could collect methane gas from subsurface soils and fill materials.

OPER-7: If design, improvement, and/or development plans involve intrusive activities, available chemical data should be reviewed for those specific locations. Depending on the scope and extent of intrusive activities, additional testing in those areas may be warranted to evaluate soil, groundwater, and soil-gas conditions that may be encountered. Furthermore, available data should be provided to the contractors to assist with worker health and safety considerations during actual soil and groundwater handling activities.

OPER-8: If design, improvement, and/or development plans involve onsite reuse and/or offsite disposal of soil, available chemical data should be reviewed for those specific locations.

Additional testing in those areas may be warranted to evaluate the suitability of that soil for onsite reuse and/or offsite disposal. Evaluation of the data should include consideration of the existing Regional Park Preliminary Remediation Goals (PRG's) developed for the project site (found in the Unit Data File), as well as the planned future use of that soil.

OPER-9: If design, improvement, and/or development plans involve wetlands creation or restoration, available chemical data should be reviewed for those specific locations. Additional testing in those areas may be warranted to evaluate the suitability of that soil for onsite reuse and/or offsite disposal. Chemical data should be compared with sediment screening and beneficial reuse criteria established by the Regional Water Quality Control Board (RWQCB) and such plans should be approved by the appropriate regulatory agencies.

OPER-10: If design, improvement, and/or development plans involve work in the risk and remediation areas described in the Resource Inventory, the RWQCB should be notified of those plans and RWQCB concurrence to disturb those areas should be obtained in advance.

Geotechnical Evaluation Guidelines

OPER-11: Consider surface conditions at each of the sites during the conceptual design phase to evaluate the potential for soil loss by erosion and to develop means (by grading, structural measures and/or other improvements) to control site erosion.

OPER-12: Perform site-specific geotechnical investigations at the conceptual design phase of individual projects including:

- Review and update geologic hazard data such as seismic site response, liquefaction potential, hazard from flood and inundation, and potential for earthquake-induced ground failure (lurching);
- Evaluate potential settlements as a result of loads imposed by new buildings and structures, placement of new fills

including landscape berms, mounds, levees, trails, roadways, bulkheads, ramps and slope protection measures;

- Evaluate the impact improvements may have on static and seismic slope stability of existing fill slopes, and wetland slopes;
- Prepare specific geotechnical recommendations for: seismic hazard mitigation including effects of liquefaction, placement of new fills, reworking of existing fills, placement of slope protection measures, provide geotechnical parameters for foundation design including estimates of differential settlements of underlying fills and soft clays, and effects of potentially liquefiable soils, and seismic lateral loads;
- Prepare recommendations for construction-related issues including de-watering and temporary excavation support as required for construction of the proposed improvements and remediation activities.

OPER-13: Prepare a comprehensive, detailed geotechnical design including slope geometries that provide adequate stability during short and long term static conditions and seismic ground shaking, slope stabilization/shoreline protection measures, grading of new habitat enhancements areas, bulkheads, ramps, and structures such as viewing platforms and interpretive centers.

OPER-14: Perform a geotechnical review of final design documents to check conformance with recommendations of the detailed geotechnical investigations.

OPER-15: Provide geotechnical engineer oversight for any construction that involves significant re-configuring or grading of the site, including projects such as creek day-lighting and shoreline stabilization or re-configuration.

Sustainability Guidelines

Although habitat protection and aesthetic guidelines will be important criteria for future enhancement and management actions, other design principles and criteria such as sustainable design will also be a part of the planning, enhancement, and operation of the Eastshore park project. A widely-used definition of sustainable development is a "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." With regard to design, project implementation, and management, Governor Gray Davis' Executive Order on sustainable design offers a more specific definition of sustainability: "…to site, design, deconstruct, construct, renovate, operate, and maintain buildings that are models of energy, water, and materials efficiency; while providing healthy, productive, indoor environments and long-term benefits…." For state park projects such as the Eastshore park project, this definition will be expanded to include site development and outdoor environments. When preparing implementation projects, sustainable design can be incorporated into future Eastshore projects by addressing the following key principles and practices:

OPER-16: Sustainable Sites: Minimize the negative environmental impacts of site enhancement, development, maintenance, and operations by considering the following guidelines when implementing the General Plan:

- Reuse or rehabilitate existing disturbed or developed sites, and avoid developing sites that contain sensitive species, habitats, or wetlands;
- Facilitate access to public transportation to provide an alternative to the private automobile;
- Minimize impacts during construction. Use site sedimentation and erosion control plans. Limit heavy equipment access;
- Preserve existing vegetation, especially native plants, and protect such vegetation during construction;
- Limit the area of parking, paving, and lawns to the minimum that will actually be used;

Path in Berkeley Meadow

- Design new plantings as diverse communities of species well-adapted to the site. Use primarily native species that require less maintenance and less water than exotics. Reserve exotics for accents. Avoid use of any plant that is invasive. Use plants that attract desirable wildlife;
- Employ integrated pest management (IPM) against weeds, insects and other pests, with biological controls (e.g., parasitic insects, pheromone traps, natural pesticides, and companion-planting) as the first line of defense;
- Use mulching, alternative mowing, and composting to maintain plant health. Organic mulch around plantings conserves water and maintains favorable soil temperatures.

OPER-17: Safeguarding Water: Conserve water and protect water quality by considering the following guidelines when implementing the plan:

- Use municipal sewer systems instead of on-site septic sewer systems, to the degree practical;
- Minimize the area of impervious surface, including building footprints and paving;
- Implement measures to minimize the increase in either the rate or volume of stormwater runoff, and improve the quality of runoff;

- Use pervious surfaces in site development, and incorporate features such as vegetated filter strips and bioswales to slow and filter runoff;
- Plant indigenous vegetation and species that are suited to the local environment;
- Where feasible, use reclaimed water or recycled water for uses such as landscape irrigation, fire protection, toilet flushing, wetlands recharge, and outdoor water features;
- Use water-efficient irrigation design and systems for landscaping;
- Use low-flow water fixtures within buildings.

OPER-18: Energy and Atmosphere: Design the project to enhance energy efficiency and expand the use of renewable resources by considering the following guidelines when implementing the plan:

- Light the minimum area for the minimum time. Limit illumination to areas with actual night use or extreme security concerns;
- Clearly identify the actual purpose of lighting to determine minimum acceptable levels;
- Use simple timers, motion-sensors, or photocells to turn lights on and off at seasonally appropriate times;
- Use occupancy sensors within buildings to turn lights on and off;
- Use cut-off fixtures, shades, or highly focused low-voltage lamps to avoid spillover. Linear "tube lights" and fiber-optics can be used to light the way for pedestrians without illuminating a large area;
- Use energy-efficient lamps and ballasts, including low-voltage lighting to decrease power and energy usage;

- Use renewable energy sources for lighting and other outdoor power. Photovoltaic (PV) power is generally cost-effective, and can be used for applications such as solar path-lights, streetlights, security lights, pumps, and irrigation systems;
- Integrate PV panels into the architectural design of buildings and structures;
- Use energy efficient equipment and fixtures;
- Integrate facilities for car, bus, train, bicycle, and pedestrian modes of transport, thus reducing dependence on private cars to access the park project;
- Design site circulation patterns to encourage pedestrian and bicycle movement and reduce the need for automobile use once in the park project.

OPER-19: Materials and Resources: Minimize the life-cycle impact of materials by considering the following guidelines when implementing the plan:

- Reduce material use whenever possible, and reuse and recycle materials whenever possible;
- Reduce material requirements through effective site layout;
- Design and site structures with careful regard to site-specific conditions in order to avoid structural, maintenance, and ecological problems;
- Specify reused materials where possible;
- Specify recycled-content materials (e.g., wood substitutes, concrete, asphalt, etc.) for site use, based on life-cycle performance requirements;
- Consider factors such as renewability (can the material be grown or naturally replenished?), sustainable production (will resources be used up too fast?), and recyclability when selecting materials;

- Practice effective waste management (recycling);
- Limit paved areas to the strict minimum required for their intended purpose;
- Avoid over-designing paved areas by distinguishing the structural requirements for light-vehicular, heavy-vehicular, and pedestrian paving. For light-duty roads and paths, stabilize without pavement.

OPER-20: Indoor environmental quality: Enhance the health and comfort of building occupants by considering the following guidelines when implementing the plan:

- Provide for occupant control of lighting, airflow, or operable windows;
- Maximize the use of daylight and maintain access to the outdoors;
- Use materials with low emissions.

Incorporation of these principles and practices into the Eastshore park project's design, improvements, operations, and maintenance will also enhance environmental education and interpretive programs at Eastshore park project by demonstrating what sustainable design is and how it can be incorporated into an urban open space setting.

The benefits of these sustainable design concepts and practices include:

- Increasing environmental benefits (conservation of natural resources and reduced waste);
- Reducing operating costs through less energy consumption;
- Promoting better health for park project visitors (fewer toxic materials, low-emitting materials, interior climate conditions);
- Increasing operations and maintenance efficiency (more durable products, less maintenance with toxic substances, lower maintenance costs from resource and energy conservation).

Accessibility Guidelines

State Parks is committed to providing access to its units for all visitors. The site concept for the Eastshore park project centralizes the majority of the visitor-serving programs and activities (interpretation, education, and concessions) in the Brickyard and North Basin Strip areas where some of the most level terrain in the park project exists. Since there are few improvements in the park project at this time, all new buildings and site improvements can be designed to state and federal accessibility standards. Parking designed and designated for the disabled will be provided in all park project parking areas. Drop-off areas at building entrance turnarounds will also be available for disabled visitors travelling with others. The proposed hostel will, if constructed, include a proportion of the overnight accommodations that are accessible for those with disabilities.

Access will be provided to natural resource areas such as the Meadow and Bulb, as well as to more developed areas.

Authorized vehicle access for visitors with disabilities to areas such as the Brickyard Cove and Albany Beach and Bulb areas will be considered on a case by case basis. Given the rugged condition of the shoreline, provision of universal access to the area's shoreline and water will require the greatest consideration.

OPER-21: All programs in the Eastshore park project will compliant with the Americans with Disabilities Act (ADA). All proposed structures and landscape features will be evaluated during their design for their compliance with ADA standards.

OPER-22: The development and enhancement of the Eastshore park project for public use will mandate compliance with certain requirements regulating construction. These requirements include:

- Title 24, CCR, Part 2, California Building Code for building construction standards;
- Title 24, CCR, California Building Code together with the Federal Americans with Disabilities Act (ADA) to cover access compliance;

- Title 24, CCR, California Building Code, Part 9 the California Fire Code.

4. Visitor Capacity

In both state and national park units, increases in the rates of certain recreation activities have resulted in a concern that use levels could cause environmental damage or reduce the satisfaction of unit users. As a result, the concept of "carrying capacity" is used in recreation planning as an indication of a limit in allowable levels of use. The Public Resources Code states that "Attendance at state park system units shall be held within limits established by carrying capacity determined in accordance with Section 5019.5" (PRC § 5001.96). While the Code does not define "carrying capacity," it is understood here to mean a land's inherent ability to sustain both the integrity of its natural systems and the land uses dependent upon them over time. It implies that there is a point in any system after which the ability to regenerate is exceeded by demands on the system and a cumulative net loss in resource quality results.

Potential impacts associated with overuse of the Eastshore park project can be reduced or avoided by implementing management actions and initiating proper mitigation measures. Visitor capacity limits, use regulations and enforcement, education and interpretation, site investigations and monitoring, planning and proper design, and staff presence all contribute to minimizing the potential impacts visitors may have on park values.

The first step in guiding future public access and use of the park project is to determine the location and significance of the park project's resources. The second step is making an assessment of the level of sensitivity of the existing resources and their compatibility with human (and canine) activity. At the General Plan level, these two steps have been incorporated into the process of assigning the three General Plan land use designations (preservation area, conservation area, and recreation area) to each area within the park project (see section B.2 of this chapter). The designation of these categories is based upon a comprehensive inventory of the park project's physical and natural resources (refer to the Eastshore park project Resource Inventory, April 2002).

The three land use categories signify the types and intensities of use that are deemed appropriate for each area in order to ensure that a balance can be achieved between recreation and conservation without diminishing resource values. Areas in the park project that have the most unique or fragile habitats are designated as preservation areas. To ensure the protection and preservation of these habitats, access to such areas is restricted to safety, scientific, interpretive, and educational activities. Areas with positive resource values, but not of the highest quality or sensitivity, are designated as conservation areas. Public access is permitted but the types of uses allowed in these areas are generally more passive in character and dependent on the resources. Programs to improve resource values through increased protection and enhancements are recommended for these areas. Those areas that are highly disturbed, have limited habitat value, and are relatively level are designated as recreation areas. These areas may be used to accommodate more intense uses and activities, such as visitor-serving and operations facilities, sports fields, recreation-oriented concessions, etc.

Given that the Eastshore park project is a new entity that lacks a history of use as a public park, there is little available data on which to base conclusions regarding the area's carrying capacity. Also, given the status of the upland area as a "reclaimed" landscape (i.e., reclaimed from the garbage of past generations), the criteria for assessing the area's carrying capacity are yet to be defined. The sustainability of resources and high quality visitor experiences can be assured if overuse is prevented. Establishing carrying capacities, quantified in terms of visitor attendance levels, will be addressed through inventorying and monitoring for subsequent planning efforts. However, as a park unit in an urban setting with multiple entry points and unrestricted access, implementing a visitor limit will be a management challenge.

When site-specific proposals for land uses or facilities are to be prepared, additional review of resource constraints and sensitivities of the proposed project location will be required during the project's preliminary planning phases, and site specific field investigations may also be necessary. Section 5019.5 of the Public Resources Code requires that:

> *"Before any park or recreational area developmental plan is made, the Department shall cause to be made a land carrying capacity survey of the proposed park or recreational area, including in such survey such factors as soil, moisture, and natural cover."*

Goal

- Ensure that the level and character of use within the Eastshore park project are managed in such a way so as not to exceed the carrying capacity of park project resources.

Guidelines

CAPACITY-1: Establish a visitor capacity management program that will monitor the carrying capacity of each management zone and establish appropriate use limits for the protection of park project resources. The capacity management program must include an ongoing monitoring and assessment program to ensure that established use limits are responsive to changing conditions.

CAPACITY-2: Prior to site-specific development or development of management plans, survey and review areas of potential impacts, employing appropriate personnel and responsible agencies, in accordance with the California Environmental Quality Act (CEQA).

CAPACITY-3: Use the Eastshore state park project General Plan management zones established in this Plan as the guide for allowing and managing appropriate types and levels of public use of park resources. Periodically assess resource conditions and design and implement appropriate actions to manage public and department operational impacts while assuring maintenance of acceptable resource conditions.

D. SPECIFIC AREA GOALS AND GUIDELINES

Management areas are designed around geographically or operationally related areas within the park. These areas are based on analysis of the natural conditions and current human use impacts on the natural resource sensitivities. All specific area management will adhere to appropriate parkwide goals and guidelines in addition to the following more specific guidelines.

1. Emeryville Crescent Management Zone

Statement of Management Intent

This zone includes some of the richest avian habitat in the East Bay and is therefore designated as a preservation area. The management intent is to protect and enhance the habitat value of this area, while also facilitating compatible public access. Access will be confined to the upland area along Powell Street. Facilities and improvements to the upland area will focus on providing day use opportunities such as bird watching and picnicking and enhancing the upland habitat and the public's ability to view and appreciate the vistas and the wildlife that use the Crescent.

Emeryville Crescent Management Zone
LAND USE SUMMARY

Land Use Designation	*Upland Area*	*Tideland Area*	*Total Area*
Preservation Area	50 acres	355 acres	405 acres
Conservation Area	5 acres	150 acres	155 acres

Guidelines

a. Emeryville Crescent State Marine Reserve

EC-1: Preserve the tidal marsh, tidal mudflat, subtidal, and associated habitats. Minimize impacts from human disturbance on adjacent uplands.

EC-2: Consistent with local ordinances and state and federal regulations, restrict use of motorized and non-motorized vessels (e.g., kayaks, sailboats, rowboats, dragon boats, and sailboards) in the Emeryville Crescent estuarine preserve area to protect waterfowl habitat.

EC-3: Consider the creation of high-tide roost-sites (e.g., structures, islands) for shorebirds in areas that are protected from disturbance by park visitors, dogs, and predators.

EC-4: Introduce signs and/or fencing as needed to restrict public access to the preserve area.

View west from the Powell Street Frontage of the Bay Bridge and Yerba Buena Island with the San Francisco skyline in the distance

b. Open Water/Conservation Area

EC-5: Non-motorized boating is permitted in the open water portion of the Crescent that is identified as a conservation area.

c. Powell Street Frontage/Upland Area

EC-6: Enhance coastal scrub habitat in this area by removing noxious weeds and planting locally native species.

EC-7: Enhance public access to the shoreline along Powell Street in a way that provides opportunities for passive recreation and viewing the natural habitats. A non-paved trail should be provided along the bluff with appropriate connections back to Powell Street and a connection to the existing shoreline trail that runs behind the fire station and out to the end of the Emeryville Peninsula.

EC-8: Explore the feasibility of removing the concrete and construction debris/slag that currently lines the shoreline, and replace with engineered rock and/or tide pool revetments, and gravel beaches.

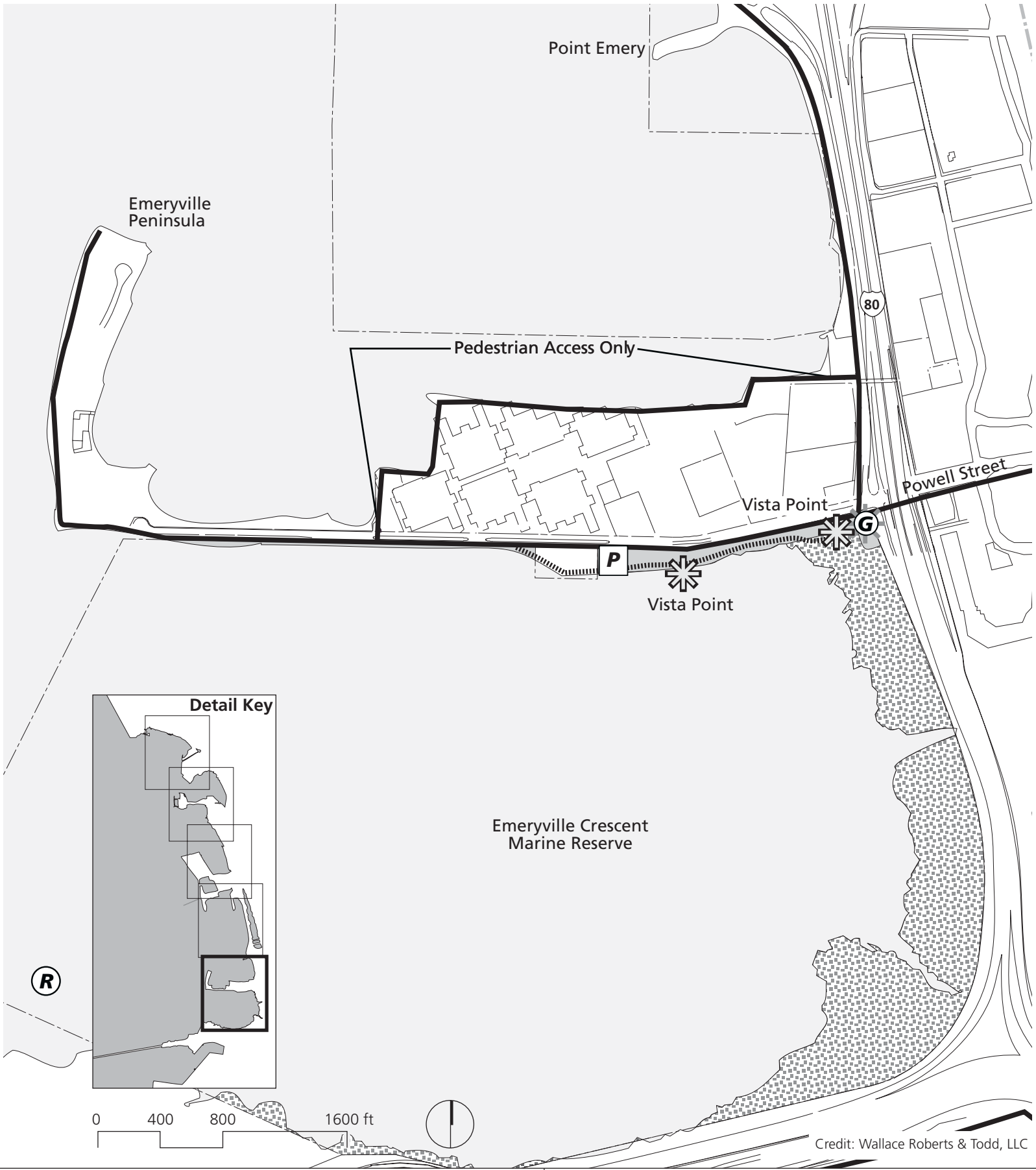
EC-9: Install a vista point/observation deck in the upland area overlooking the tidal marsh. The precise location should be determined with site specific planning. Views of the marsh

and of more distant elements such as the Bay Bridge should be primary criteria in determining the location. Work with BCDC to revise Caltrans' permit requirement that calls for the location to be in the area just east of the fire station.

EC-10: Consider installing a bird blind on the remediation site overlooking the tidal marsh (i.e., near the Powell Street/ Frontage Road intersections). The blind should be designed to visually screen bird-watchers from the marsh, but not accommodate vagrants or illicit activities. The blind should be designed so that views into it are permitted from Powell Street. The blind can also be incorporated into a bermed landform so that it does not create a visual barrier/sheltered area on its south side.

EC-11: The vista point and bird blind should include interpretive exhibits that address appropriate site-specific topics such as bird species that frequent the Crescent, history of the Crescent including its restoration, the influence of transportation infrastructure such as the freeways and Bay Bridge, etc.

EC-12: Provide dedicated park project parking for up to 20 vehicles in order to accommodate public access to this area. Given the limited amount of upland area, parking strategies have been proposed by the local community that avoid using upland habitat for the development of parking lots. The city of Emeryville has suggested designating 12 on-street spaces along Powell Street near the fire station for State Park use, and securing parking in adjacent lots north of Powell Street. In the event that adequate off-site parking cannot be provided by the city of Emeryville or the local community, 15 to 20 parking spaces should be provided on site. In order to minimize the land area used for on-site parking, parking bays with parallel or diagonal parking should be explored as preferred solutions. Parking improvements can be phased to monitor actual use and demand.



Eastshore State Park
General Plan

Figure III-5:
EMERYVILLE CRESCENT

- Recreation
- Conservation
- Preservation
- Promenade
- Constructed Wetland
- Bridge
- Restoration Area
- Parking
- Gateway
- Vista Point
- Bay Trail-Exist
- Bay Trail-Prop'd
- Park Trail
- Facility
- Water Access

2. South Berkeley/North Emeryville Shoreline Area

Statement of Management Intent

This zone includes a diverse range of shoreline conditions. The open waters of the South Sailing Basin and the dramatic views of San Francisco and the Bay Bridge dominate this zone. The management intent focuses on providing a range of recreational opportunities from passive to active that respond to the zone's diverse features, including open waters, sandy beaches, protected cove and mudflats, upland habitat, and developed areas. The strategic location and disturbed condition of the majority of the upland area of the Brickyard makes it an appropriate area for locating the operations center for the park, various visitor-serving facilities, and enhanced urban recreation.

South Berkeley / North Emeryville Shoreline Area
LAND USE SUMMARY

Land Use Designation	*Upland Area*	*Tideland Area*	*Total Area*
Conservation Area	21 acres	19 acres	40 acres
Recreation Area	20 acres	460 acres	480 acres

Guidelines

a. Emeryville/Berkeley Beach Shoreline

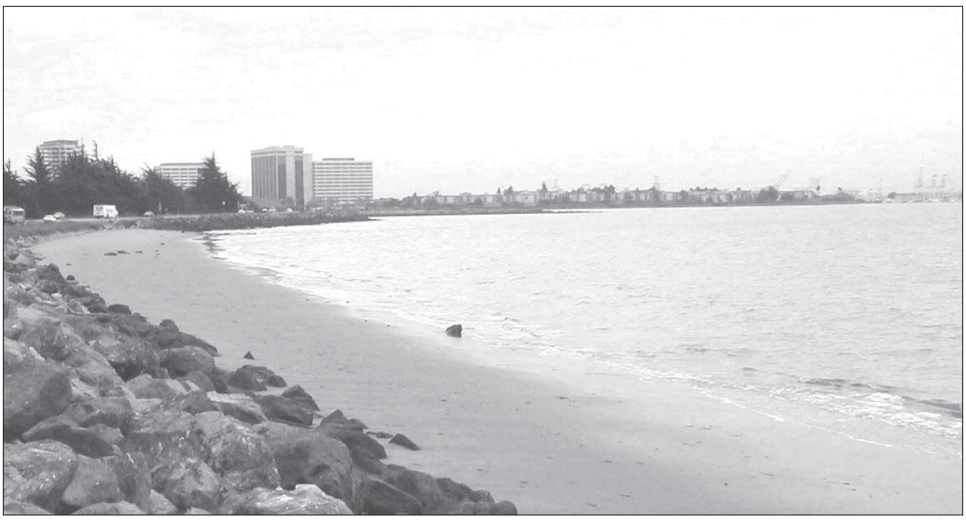
SB/NE-1: Provide enhanced pedestrian access to the Berkeley Beach in the vicinity of city of Berkeley's new Bay Trail.

SB/NE-2: Encourage continued use of this area for surf fishing. Explore the desirability of adding facilities (e.g., water, restrooms, etc.) to support recreational use of this area.

SB/NE-3: Investigate possibilities for protecting/enhancing the amount of sandy beach along the Berkeley/Emeryville shoreline.

SB/NE-4: Introduce interpretive panels along the shoreline that address issues such as the demise of the Berkeley Beach, and the history of the shoreline and how it was modified by humans.

SB/NE-5: Minimize disturbance to the large rafts of wintering ducks in the South Sailing Basin.



Berkeley Beach looking south towards Emeryville Peninsula

b. Brickyard Cove/Conservation Area

SB/NE-6: Minimize disturbance to the large numbers of water birds in Brickyard Cove (mainly shorebirds foraging at low tides and ducks foraging or rafting at high tide). Prior to constructing proposed water access improvements to Brickyard Cove, consult with appropriate resource agencies to establish appropriate management guidelines for boating. The guidelines may include measures such as partial or full closures of the Cove to boating during the rafting season (i.e., October through April), restrictions on the types or numbers of watercraft that will be permitted, restrictions on the areas open to boating, etc.

SB/NE-7: Protect and enhance upland habitat in the southern part of the Brickyard. Enhance coastal scrub habitat in the conservation areas at the Brickyard and on the south side of University Avenue by removing noxious weeds and planting locally native species. Such habitat enhancements should also be included within the recreation area at the Brickyard, where compatible with the proposed facilities.

SB/NE-8: Introduce interpretive signs that explain seasonal limitations and sensitivities associated with the Cove and mudflats.

SB/NE-9: Implement a program for removing surface construction debris from Brickyard Cove Beach and the upland areas.

SB/NE-10: Implement a program for removal of invasive exotic species and re-vegetation with native species (refer to Parkwide Management Goals and Guidelines for Natural Resources for more detail).

SB/NE-11: Delineate and protect seasonal wetlands above the beach area, and improve wetlands via exotic plant removal and re-vegetation programs.

SB/NE-12: Enhance the marsh and riparian habitat along the east side of the Brickyard by planting willows and other locally native species and enhancing freshwater flows, if feasible.

c. Brickyard Upland

SB/NE-13: Remove concrete/debris revetment and surface hazards along west face of Brickyard spit, and replace with engineered rock revetment (as necessary) and/or tide pool protection alternative.

SB/NE-14: Explore the feasibility of re-contouring the shoreline opposite (i.e., south of) the Strawberry Creek outfall in order to improve flushing of area and restoring tidal marsh and wetland habitat at the outlet of Strawberry Creek.

SB/NE-15: Consider installing a bird blind near the outlet of Strawberry Creek to provide wildlife viewing opportunities, while minimizing visitor impacts. Incorporate interpretive panels into the blind that address birds and marine life found at the confluence of the creek and Bay.

SB/NE-16: Prepare a facilities concept plan for the Brickyard area that supports recreational use through the introduction of a number of recreation and visitor-serving facilities. Until facility concept plans are prepared for the Brickyard and North Basin Strip, the precise facilities and their distribution will remain flexible. Preliminarily, facilities that are recommended for the Brickyard include, but are not restricted to:

Shorebirds at lowtide in Brickyard Cove

Origins of the "Brickyard"

- A park operations facility/visitors center;
- Café/restaurant/market/deli;
- Restroom facilities;
- Recreation concessions, such as equipment rentals;
- Turf areas for informal recreation;
- Picnic facilities;
- Benches and seating areas;
- A waterfront promenade that extends along the west side of the Brickyard spit for its entire length with stairs/ramps down to the water and a vista point at the southern terminus;
- An internal multi-use trail system that links facilities within the Brickyard area and provides convenient connections to the Bay Trail (on West Frontage Road and University Avenue) and the Berkeley bike/pedestrian overpass approximately 2,800 linear feet;
- Parking for up to 200 cars and an appropriate number of buses. Parking can be phased in order to monitor use and demand. Parking should generally be located in the eastern portion of the site to provide a buffer between the I/80 and West Frontage Road corridors and the public use areas;

- A non-motorized boat launch facility at Brickyard Cove Beach. Locate restrooms and some parking in this area specifically to serve the beach area;
- The maximum building area projected for the Brickyard will be approximately 25,000 square feet of useable area. Maximum coverage related to parking will be approximately 87,120 square feet (2.0 acres).

d. University Avenue Shoreline

SB/NE-17: Remove concrete and construction debris/slag that currently lines the shoreline south of University Avenue and replace it with engineered rock and/or tide pool revetments, and gravel beaches.

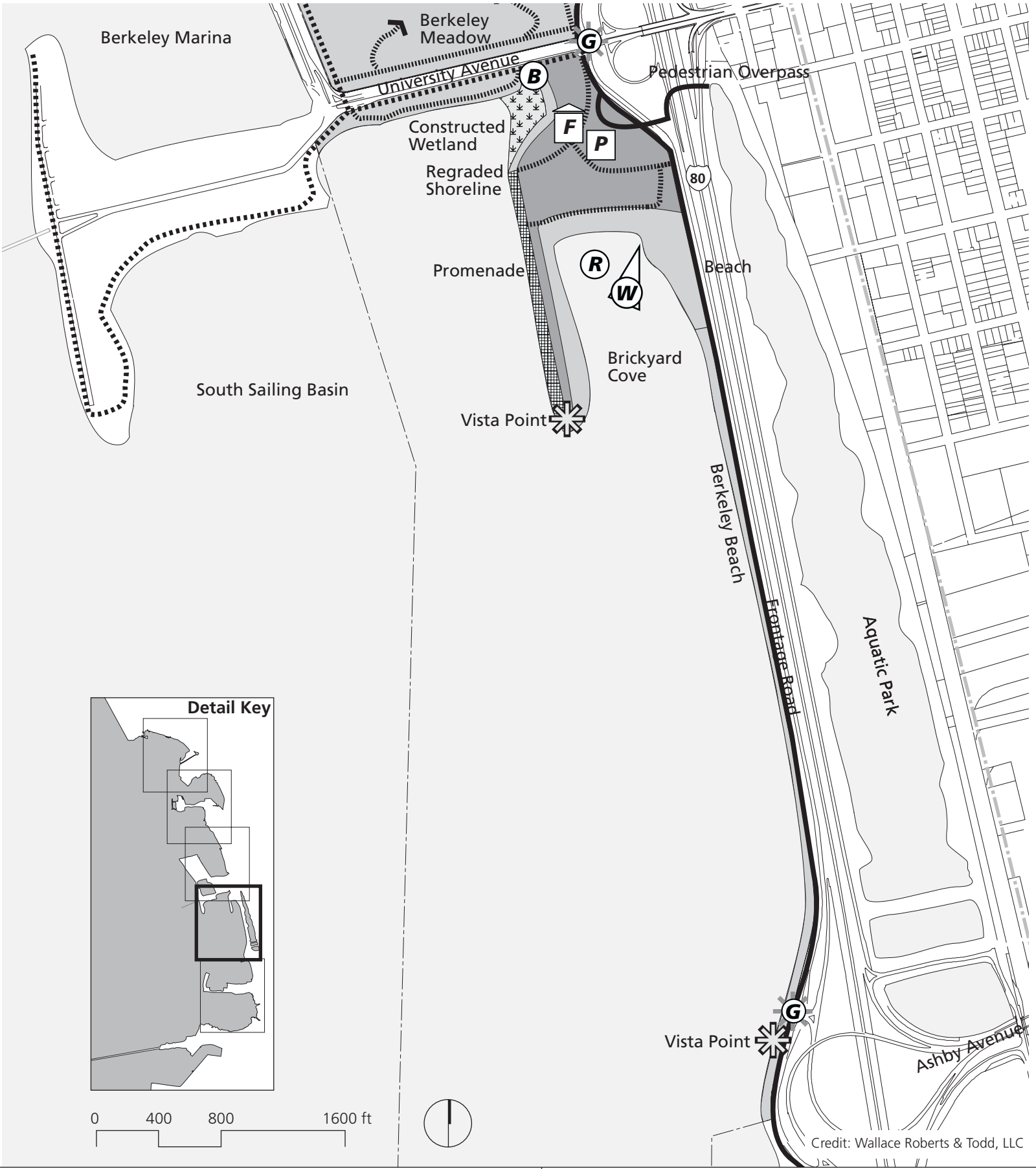
SB/NE-18: Coordinate with the city of Berkeley to ensure implementation of the Bay Trail spur along the south side of University Avenue from West Frontage Road to Marina Boulevard. Due to limited right-of-way, a pedestrian/bicycle bridge should be considered over the Strawberry Creek outfall.

SB/NE-19: Implement a program for removal of invasive exotic species and re-vegetation with native species (refer to Parkwide Management Goals and Guidelines for Natural Resources for more detail).

SB/NE-20: Provide a non-paved trail along the bluff from Strawberry Creek to Marina Boulevard with benches/seating areas and picnic facilities along the trail overlooking the South Sailing Basin.

e. South Sailing Basin

SB/NE-21: Indications are that the South Sailing Basin is gradually filling with sediment. Although this area is an important recreation area for windsurfing, sailing, and other personal watercraft, it is not currently the intention of State Parks to artificially maintain this use through on-going dredging operations.



Eastshore State Park
General Plan

Figure III-6: SOUTH BERKELEY-NORTH EMERYVILLE

Recreation
Conservation
Preservation
Promenade
Constructed Wetland
Bridge
Restoration Area
Parking
Gateway
Vista Point
Bay Trail-Exist
Bay Trail-Prop'd
Park Trail
Facility
Water Access

3. Berkeley Meadow/North Basin Area

Statement of Management Intent

This zone, which includes the Berkeley Meadow, the North Basin, and the North Basin Strip, serves as a transitional area between the urban areas of Berkeley and the open space areas of the Berkeley Marina. The Meadow, which is the largest upland open space area along the shoreline, will be protected as a unique vestige of natural upland habitat along the Bay shoreline, providing dramatic contrast with the more urban open space of the North Basin Strip, Cesar Chavez Park, and the Berkeley Marina. Environmental enhancements such as daylighting of Schoolhouse Creek and naturalizing the Meadow shoreline will establish this area as a unique demonstration of multi-habitat environmental restoration on the Bay. Water access to the North Basin will be enhanced to open this area to greater aquatic recreation. Similar to the upland area of the Brickyard, the location and disturbed condition of the North Basin Strip makes it an appropriate area for locating visitor-serving and recreational facilities.

Berkeley Meadow / North Basin Area
LAND USE SUMMARY

Land Use Designation	*Upland Area*	*Tideland Area*	*Total Area*
Conservation Area	75 acres	--	75 acres
Recreation Area	20 acres	297 acres	317 acres

Guidelines

a. Meadow

BM/NB-1: Protect and enhance the upland habitat in the Meadow for raptors and other birds and wildlife. A large "no-access" area should be provided in the central portion of the Meadow that is suitable to accommodate foraging by raptors and establish an undisturbed nesting area for raptors such as the northern harrier, which recently nested in the Meadow. Access to this area should be restricted to emergency and maintenance activities only. To the degree possible, maintenance activities should be limited to the non-nesting season (generally, October through March). The perimeter of this no-access area should be posted to restrict access, and fencing should be

The Berkeley Meadow

Former roadway along northern edge of Meadow

installed as necessary to prevent off-trail access by visitors and dogs and to minimize disturbance to wildlife using the seasonal wetlands.

BM/NB-2: Enhance the coastal scrub habitat by removing noxious weeds and planting locally native species. Restrict visitor access to designated trails. Dog use will be governed by the managing agencies' laws, rules and policies.

BM/NB-3: Protect seasonal wetlands at Berkeley Meadow, and enhance them where feasible. Refer to Parkwide Management Goals and Guidelines for Natural Resources for additional direction relating to wetlands protection and enhancement.

BM/NB-4: Schoolhouse Creek and the existing outfall structure lie within the Virginia Street right-of-way that is owned by the city of Berkeley. Work with the city of Berkeley to explore the feasibility of "daylighting" Schoolhouse Creek west of Frontage Road and creating a freshwater marsh adjacent to the creek. Remove the current underground infrastructure, create a naturalistic open channel, and restore native marsh and riparian vegetation along the banks of the new creek channel. All stream improvement recommendations must consider flood control issues and storm water quality and conveyance.

BM/NB-5: Explore the feasibility (e.g., wildlife benefits, construction requirements, and costs) of naturalizing the shoreline along north side of the Berkeley Meadow (i.e., removing construction rubble and re-grading shoreline to more natural contours) and creating new tidal marsh/mudflats along the south shore of the North Basin.

BM/NB-6: Establish a trail system in the Meadow that completes key linkages to other areas of the park and provides opportunities for interpretation of the natural resources associated with this designated conservation area. Specifically, the trail system should include:

- Trails through the interior of the Meadow that are consistent with the creation of a "no-access" habitat area in the central portion of the Meadow;
- East-west trail and parkway along north side of University Avenue from West Frontage Road to Marina Boulevard;
- East-west trail along the northern edge of the Meadow (i.e., adjacent to the North Basin) from West Frontage Road to Marina Boulevard;
- North-south trail through Meadow from University Avenue/West Frontage Road intersection to pedestrian bridge over Schoolhouse Creek;
- North-south trail along the west edge of the Meadow from University Avenue/Marina Boulevard intersection to Cesar Chavez Park;
- Interpretive panels and displays that discuss the coastal scrub habitat and seasonal wetlands that comprise the Meadow, and the wildlife that they support;
- Bird blinds that accommodate bird watching in the Meadow with minimal disturbance to the foraging and nesting habitats of resident birds;
- Fencing and signs as necessary to prevent off-trail access by visitors and dogs, and to minimize disturbance to wildlife.

b. North Basin Strip

BM/NB-7: Prepare a facilities concept plan for the North Basin Strip area that supports recreational use through the introduction of a number of recreation and visitor-serving facilities. Until facility concept plans are prepared for the Brickyard and North Basin Strip, the precise facilities and their distribution will remain flexible. Preliminarily, facilities that are recommended for the North Basin Strip include, but are not restricted to:

- Interpretative Center;
- Hostel with 20-40 beds;
- Boathouse;
- Recreation concessions;
- Turf areas for informal recreation;
- Picnic facilities;
- Restroom facilities;
- Benches and seating areas;
- A waterfront promenade that extends along the North Basin shoreline from Schoolhouse Creek to Golden Gate Fields with stairs/ramps down to the water;
- Water access facility (e.g., ramp, dock, etc.) to the North Basin. Ideally, restrooms and other boating support facilities, such as the boathouse and aquatic recreation concessions would be located near this shoreline access point;
- An internal multi-use trail system that links facilities within the North Basin Strip area and provides convenient connections to the Bay Trail (on West Frontage Road);
- Pedestrian Bridge linking North Basin Strip and Berkeley Meadow (i.e., across newly daylighted Schoolhouse Creek);

- Parking for approximately 350 cars and an appropriate number of buses. Parking can be phased in order to monitor use and demand. Parking should generally be located in the eastern portion of the site to provide a buffer between the I/80 and West Frontage Road corridors and the public use areas;
- The maximum building area projected for the Brickyard will be approximately 25,000 square feet of useable area. Maximum coverage related to parking will be approximately 130,680 square feet (3 acres).

BM/NB-8: Clean up shoreline using engineered rock revetment and pocket beaches for water access, aesthetic and habitat improvement objectives.

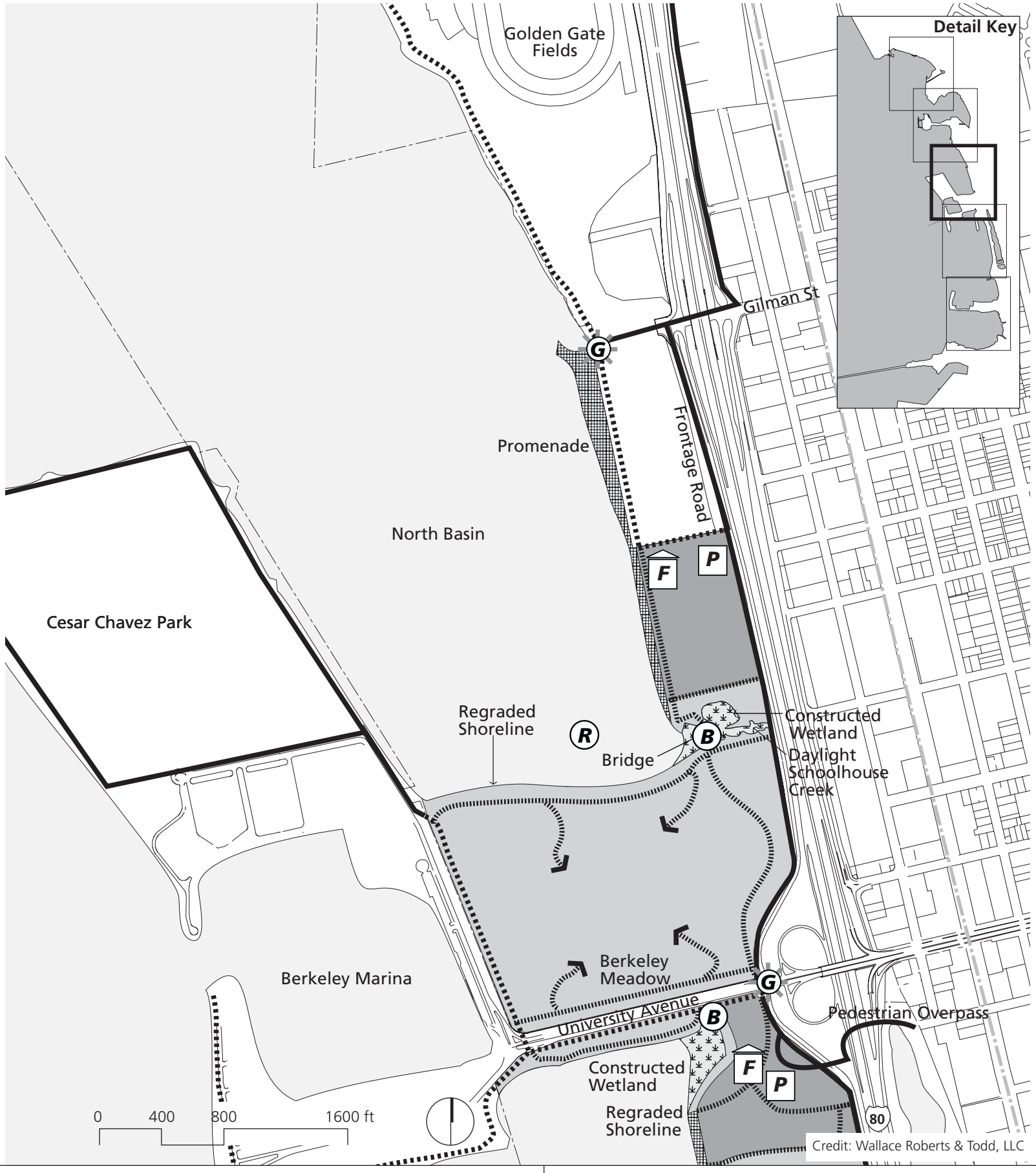
BM/NB-9: Enhance coastal scrub habitat in the North Basin Strip, where compatible with the proposed facilities.

c. North Basin

BM/NB-10: Enhance use of the North Basin for non-motorized watercraft by providing safe and convenient access to the water from the North Basin Strip.

BM/NB-11: Enhance use of the North Basin for non-motorized watercraft by providing safe and convenient access to the water from the North Basin Strip.

BM/NB-12: Minimize disturbance to the large rafts of wintering ducks and other water birds in the North Basin. Prior to constructing proposed water access improvements on the North Basin Strip, consult with appropriate resource agencies to establish management guidelines for boating. The guidelines may include measures such as partial or full closures of the North Basin to boating during the rafting season (generally October through April), restrictions on the types or numbers of watercraft that will be permitted, restrictions on the areas open to boating, etc.



Eastshore State Park
General Plan

Figure III-7: BERKELEY MEADOW/NORTH BASIN

4. Albany Area

Statement of Management Intent

Albany Beach

The configuration of the Albany area management zone creates a unique character for the area that distinguishes it from the other management zones. Because it extends out from the main shoreline as a narrow peninsula, the Neck and Bulb possess a sense of distance and separation from the urban mainland. This sense of distance is further enhanced by the "wild" character of the landscape expressed both through the topography and the vegetation. The designation of the Neck, Bulb, and Beach as conservation areas is intended to preserve this sense of naturalness and isolation. The Albany Mudflats are a significant avian habitat area and are therefore designated as a preservation area. The management intent is to protect and enhance the habitat value of this area, while also enhancing the public's ability to appreciate this resource from the adjacent shoreline areas. The Albany Plateau, due to its generally level terrain, is designated for active recreation, including both formal sports fields and informal recreation areas. Since State Parks is not in the practice of developing or operating formal sports facilities, the sports fields component would be developed and operated under a separate agreement with an independent agency or joint powers authority.

Albany Area
LAND USE SUMMARY

Land Use Designation	*Upland Area*	*Tideland Area*	*Total Area*
Preservation Area	11 acres	179 acres	190 acres
Conservation Area	57 acres	18 acres	75 acres
Recreation Area	20 acres	394 acres	414 acres

Guidelines

a. Albany Beach

A-1: Protect the dune habitat at the Albany Beach by introducing boardwalks and/or fencing. Boardwalks should be designed to provide for wheelchair access.

A-2: Restore the dune vegetation by removing noxious weeds (e.g., iceplant and Kikuyu grass) and planting locally native species that are adapted to this habitat, and explore the feasibility of re-introducing rare or endangered species that are native to the Bay Area, such as California seablite, San Francisco spineflower, and robust spineflower, to the dune area.

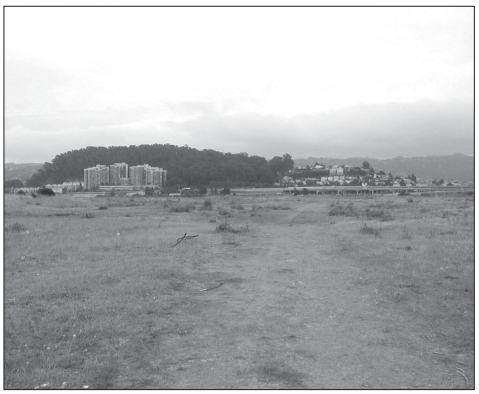
A-3: Explore the feasibility of expanding the dune areas behind the beach.

A-4: Protect and enhance eelgrass beds that exist off Albany Beach. Explore the possibility of these eelgrass beds being a possible mitigation site (i.e., a receiver site for mitigation from projects outside of the park project).

A-5: Enhance beach/Bay access for non-motorized watercraft by creating a vehicle drop-off and parking at the south end of the beach. Locate restroom facilities near the beach water access.

b. Albany Plateau

A-6: Prepare a facilities concept plan for the Albany Plateau that supports recreational use through the introduction of a number of recreation and visitor-serving facilities. In terms of use characteristics, the Plateau has two distinct subareas. The easternmost portion (i.e., the area east of the Buchanan Street roundabout) is designated for active recreational uses including the possibility of developed fields for organized sports. The area due north of the Albany Beach and immediately west of the sports fields area is designated for informal recreation. Preliminarily, facilities that are recommended for the Albany Plateau include, but are not restricted to:



View east towards Albany Hill from the Plateau

View west towards Point Isabel from the Plateau

- Concessions/maintenance services/restrooms building to support sports fields needs for equipment storage, snack bar, restrooms, etc.;
- Turf area for informal recreation immediately west of sports fields area;
- Picnic facilities immediately west of sports fields area;
- A vista point/bird blind with appropriate interpretive exhibits at the east end of the Plateau overlooking the Albany Mudflats;
- A system of trails that connects the various recreation areas and provides access around the perimeter of the Plateau;
- Approximately 60 new parking spaces to serve the recreation areas.

A-7: It is generally not the mission of State Parks to build and operate sports fields. In fact, the Public Resources Code states that State Recreation Areas should not undertake improvements to provide for "urban or indoor formalized recreational activities" (PRC §5019.56 a). However, the provision for sports fields on the Plateau is in response to the Eastshore park project's unique circumstances regarding its origins and urban setting, including statutory direction (PRC 5003.03) for the planning and development of the Eastshore park project to be consistent with the general plan policies of the local jurisdictions to the degree feasible. In recognition of

the exceptional nature of this use, sports fields will only be permitted on the Albany Plateau if the following conditions are met:

- State Parks will not develop or operate the sports fields;
- A formal agreement will be reached with an appropriate operator, e.g., a local jurisdiction or a joint powers agency;
- The operator will be responsible for developing and operating the fields at no cost to State Parks, and will assume liability and be accountable to State Parks;
- The operator will be responsible for ensuring adequate parking to support field sport activities, and no more than 60 parking spaces can be provided on site (i.e., necessary additional parking must be provided off site);
- The operator will provide a facilities operations and management plan that ensures adequate protection for adjacent habitat areas (i.e., Albany Mudflats and riparian area on the southeast side of the Plateau);
- The operator will provide for broad public use of the sports facilities and will not allow the facilities to be dominated by a single use or group;
- The sports fields will not include lighting for nighttime sports activities.

In the event that an appropriate operator is not found or these conditions cannot be met, the Plateau will be maintained and improved for informal recreation and/or conservation purposes.

A-8: Enhance the riparian habitat along the south side of the Plateau (just north of Buchanan Street) by removing invasive, non-native plant species and planting willows and other locally native plants. Provide fencing and buffers as necessary to restrict access to the riparian area by people and dogs.

A-9: Maintain an enhanced vegetative buffer between the sports fields area and the north and east edges of the Plateau in order to protect wildlife habitat in the adjacent Albany Mudflats. The vegetation buffer should be at least 100 feet wide, measured from the top of the slope.

A-10: Design trails along the north and east side of the Albany Plateau, and the north side of the Albany Neck, to minimize disturbance of ducks, shorebirds, and other water birds on the Albany Mudflats, and to restrict visitor access to the riparian drainage along the southeast side of the Plateau. Trails should generally be set back from the top of slope, but should include periodic viewpoints over the mudflats.

A-11: Protect and enhance upland habitat for raptors and other birds and wildlife along the northern and eastern perimeter of Albany Plateau (the conservation areas). Enhance ruderal scrub habitat by removing noxious weeds and planting locally native species.

c. Albany Neck/Bulb

A-12: Protect and enhance upland habitat for wildlife at the Albany Bulb, Albany Neck, and the northern and eastern perimeter of Albany Plateau (the conservation areas). Enhance the upland scrub habitat by removing noxious weeds and planting locally native species.

A-13: Develop and implement a program for the removal of safety hazards associated with construction debris on the surface of the Neck and Bulb (e.g., unstable rubble piles, unsafe structures and protruding rebar). The clean-up program should be designed to minimize disturbance to upland wildlife habitat. Approaches that involve mass grading and the wholesale removal of vegetation are not appropriate. Given the magnitude of the task, priorities for clean-up, areas for potential closure to public access, and appropriate phasing should be identified.

View west from Albany Neck towards Bulb

A-14: Provide fencing and/or buffers to protect the tidal marsh on the northeast shoreline of the Bulb (in the small lagoon) from disturbance.

A-15: Explore options for enhancing the safety, aesthetic, structural and habitat conditions along the south shoreline of the Albany Neck, including the following:

- Address transition from Albany Beach into armored shoreline areas including the potential for extending sand beach condition further west;
- Break up large concrete and construction debris to improve appearance, reduce safety hazards, etc.;
- Consider placement of fill (sand, gravel, cobbles or soil) over the rubble in some select locations to improve habitat, planting, access, safety, etc.;
- In some locations, align trail and access routes against the hill slope to create more potential space for shoreline grading;

- Consider and balance necessary structural function and potential habitat enhancements;

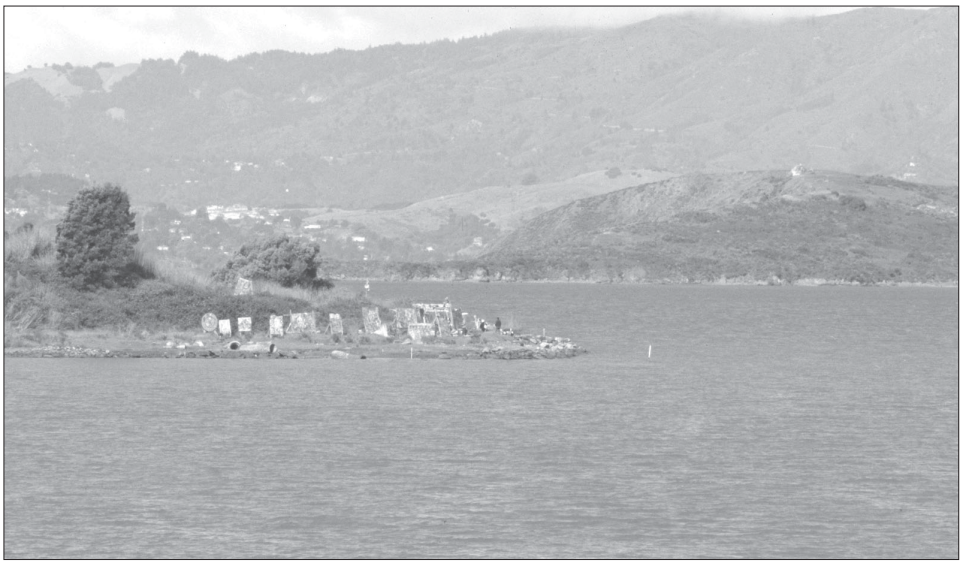
- Consider creation of small pocket beaches (shallower profile shoreline) within this straight section to increase sand and gravel beach habitat as well as recreational access;

- Consider re-grading northwest corner (intersection of neck and bulb) to shallow slope condition to create sand or gravel beach.

A-16: Provide shoreline stairs and/or ramp at the south side of the Albany Neck in order to enhance water access for windsurfers and other human powered watercraft. Work with windsurfers and other user groups to explore options for conveying equipment from the drop-off to the access point.

A-17: Generally prohibit, or enforce prohibition of vehicle access, other than for safety or maintenance personnel, beyond the roundabout on Buchanan Street.

A-18: Maintain a comprehensive and integrated multi-use trail system that provides access throughout the Albany area. As specific improvements are planned for the Albany area,



View west of art on the Albany Bulb with islands within San Francisco Bay and the Marin Hills in the background

evaluate existing trails and identify trails that need to be closed, improved, or created.

A-19: Create a vista point/seating area on the bluff at the west end of the Bulb. The vista point/seating area could contain interpretive exhibits that describe key features of the landscape visible from this setting, as well as the history of the Bulb and its formation.

A-20: Coordinate with the city of Albany to ensure that the remediation plans for the west and northeast lagoons are implemented as approved by the Regional Water Quality Control Board, including the breaching of the west lagoon and the creation of the pedestrian trail around the west end of the Bulb. Review remediation plan to:

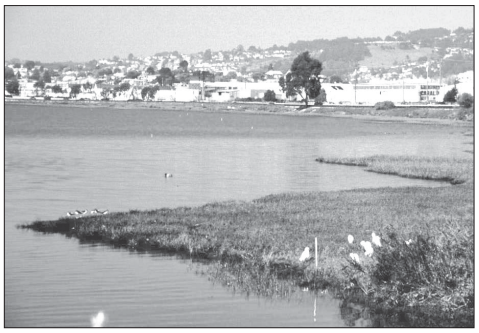
- Verify dimensions (depth and width) of levee breaks at the west lagoon for desired objectives: habitat isolation, tidal interaction and lagoon evolution (via sediment deposition);
- Increase tidal action and potential sediment supply to the west lagoon in effort to encourage sediment deposition and fringe marsh establishment.

A-21: Consistent with the Eastshore park project's cultural resource guidelines, the practice and products associated with unauthorized artistic expression (e.g., installations, structures, paintings, etc.) on the Albany Bulb will be reviewed in accordance with State Parks' systemwide cultural resource procedures prior to their removal.

c. Albany State Marine Reserve

A-22: Preserve the tidal marsh, tidal mudflat, subtidal, and adjacent upland habitats, and minimize impacts from human disturbance.

A-23: Continue to prohibit all motorized and non-motorized watercraft in the Albany Mudflats estuarine preserve area to protect waterfowl habitat.



View northeast across Albany Mudflats

View east across the Mudflats towards Albany Hill

A-24: Coordinate with owners of the upland areas south of Central Avenue and the northern portion of the Albany Mudflats to ensure adequate protection to this preservation area.

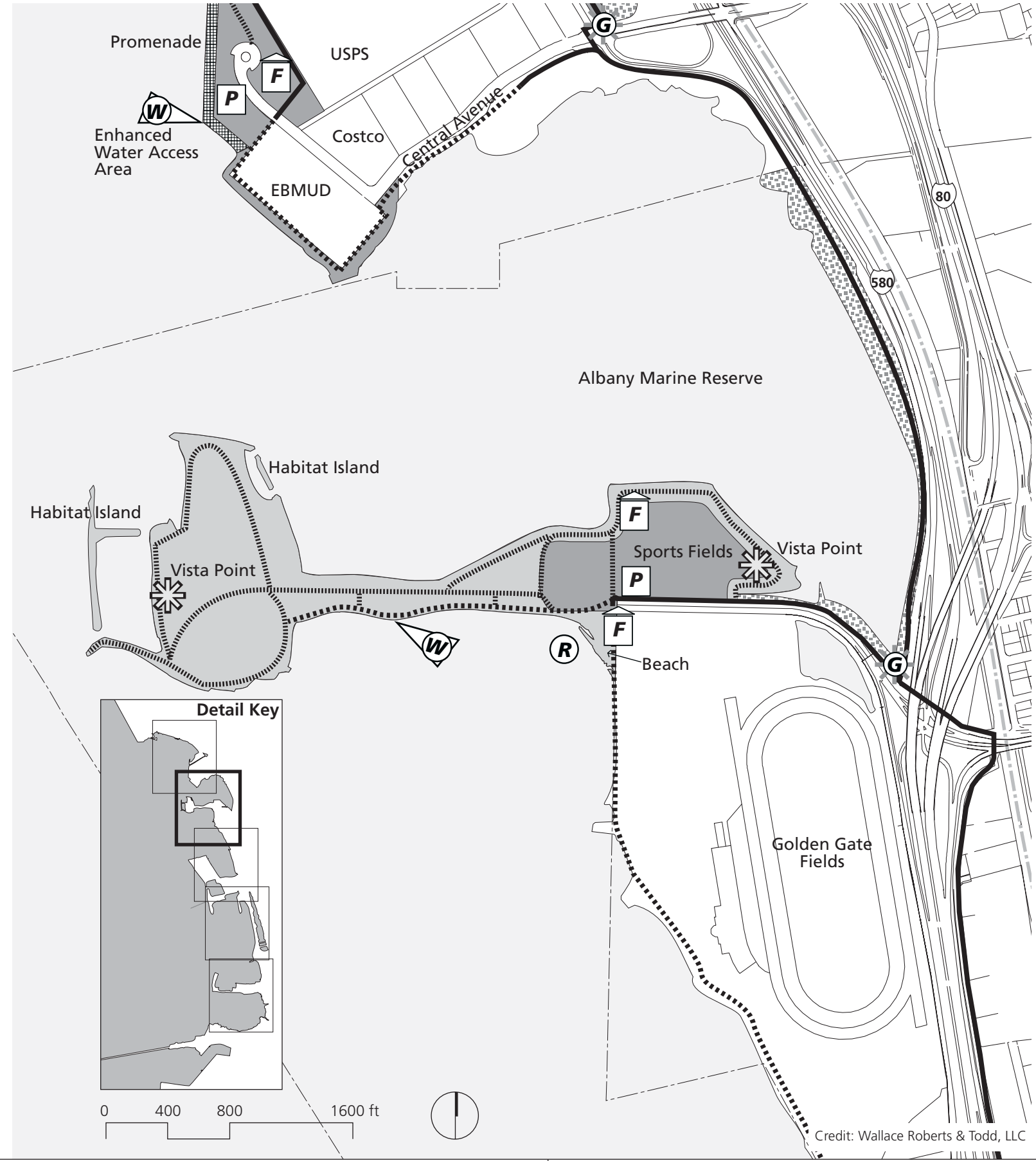
A-25: Introduce signs and/or fencing as needed to restrict public access to the preservation area

A-26: Expand the number of interpretive panels along the Bay Trail that discuss the function of the Mudflats in the Bay ecosystem and the Pacific flyway, in addition to identifying birds and marine life that frequent the area.

d. Open Water/Conservation Area

A-27: Continuation of non-motorized boating is permitted in the open water area (i.e., non-preservation area) off the Albany shoreline.

Shorebirds in the Albany Mudflats



Eastshore State Park
General Plan

Figure III-8:
ALBANY SHORELINE

Recreation
Conservation
Preservation
Promenade
Constructed Wetland
B Bridge
R Restoration Area
P Parking
G Gateway
Vista Point
Bay Trail-Exist
Bay Trail-Prop'd
Park Trail
F Facility
W Water Access

5. Point Isabel/South Richmond Shoreline

Statement of Management Intent

The Point Isabel/South Richmond Shoreline management zone includes the greatest amount of existing improvements of any of the management zones due to East Bay Regional Park District's operation of the Point Isabel Regional Shoreline and the existing Bay Trail. The Point Isabel/North Point Isabel area is also the most intensely used due to its designation as an off-leash dog facility. The management intent for the Point Isabel/North Point Isabel sub-zone is to continue to allow off-leash dog use under an agreement with an independent operator, but also to encourage more diverse use by providing additional facilities. The Hoffman Marsh and South Richmond Shoreline areas are designated as preservation areas due to their high habitat value.

Pt. Isabel/South Richmond Shoreline
LAND USE SUMMARY

Land Use Designation	*Upland Area*	*Tideland Area*	*Total Area*
Preservation Area	30 acres	25 acres	55 acres
Recreation Area	56 acres	--	56 acres

Guidelines

a. Point Isabel/North Point Isabel

PI/SR-1: Prepare a facilities concept plan for the Point Isabel/North Point Isabel area that supports recreational use through the introduction of a number of recreation and visitor-serving facilities. The area will continue to be designated as a facility approved for off-leash dog use. Recommended improvements to the area are intended to support a more diverse use of the area, taking advantage of the area's dramatic views and suitability for windsurfing. Preliminarily, facilities that are recommended for the Point Isabel/North Point Isabel area include, but are not restricted to:

- A waterfront promenade that extends along the west-facing shoreline of Point Isabel from the EBMUD facility to northwestern-most point of North Point Isabel. The promenade should include stairs/ramps to improve access down to the water and a pedestrian bridge across the Hoffman Channel, linking Point Isabel and North Point Isabel;

Looking south from North Point Isabel

People and their dogs enjoying Point Isabel

- Improvements to the area west of the Point Isabel entry road and north of EBMUD facility to expand and enhance access for aquatic recreation, particularly windsurfing. Improvements should include an enhanced launch facility (e.g., ramp, steps, dock, etc.) that facilitates visitors getting their equipment into the Bay. The area should also include restrooms, an equipment lay-down area and turf area with picnic facilities;
- New 30-space parking area on the west side of Isabel Road near the new water access area (just north of EBMUD);
- Add 30 new parking spaces to East Parking Area off Rydin Road;
- New facility for dog-washing concession and coffee bar to replace existing temporary structure (already planned and funded by EBRPD);
- Complete the connection of Bay Trail spur on Central Avenue west and around the Bay side of EBMUD facility.

PI/SR-2: Improve shoreline protection conditions in Point Isabel, specifically, south bank of the channel entering Hoffman marsh and south around point towards EBMUD treatment facility.

PI/SR-3: Enhance ruderal scrub habitat along the Bay Trail, and along the north shore of North Point Isabel, by removing noxious weeds and planting locally native species.

PI/SR-4: Provide protective fencing and vegetative buffers along north shore of North Point Isabel, from Bay Trail to promenade, to protect the mudflat and subtidal habitats north of North Point Isabel from disturbance by visitors and dogs. Provide fencing along the Bay Trail where necessary to protect tidal marshes tidal mudflats, and water birds from disturbance.

PI/SR-5: Introduce interpretive exhibits to the area that discuss the history of the area, including the modification of the original Point Isabel and the role of the railroad in the creation of North Point Isabel.

b. Hoffman Marsh/South Richmond Shoreline

PI/SR-6: Explore opportunities for additional wetlands/marsh restoration in Hoffman Marsh.

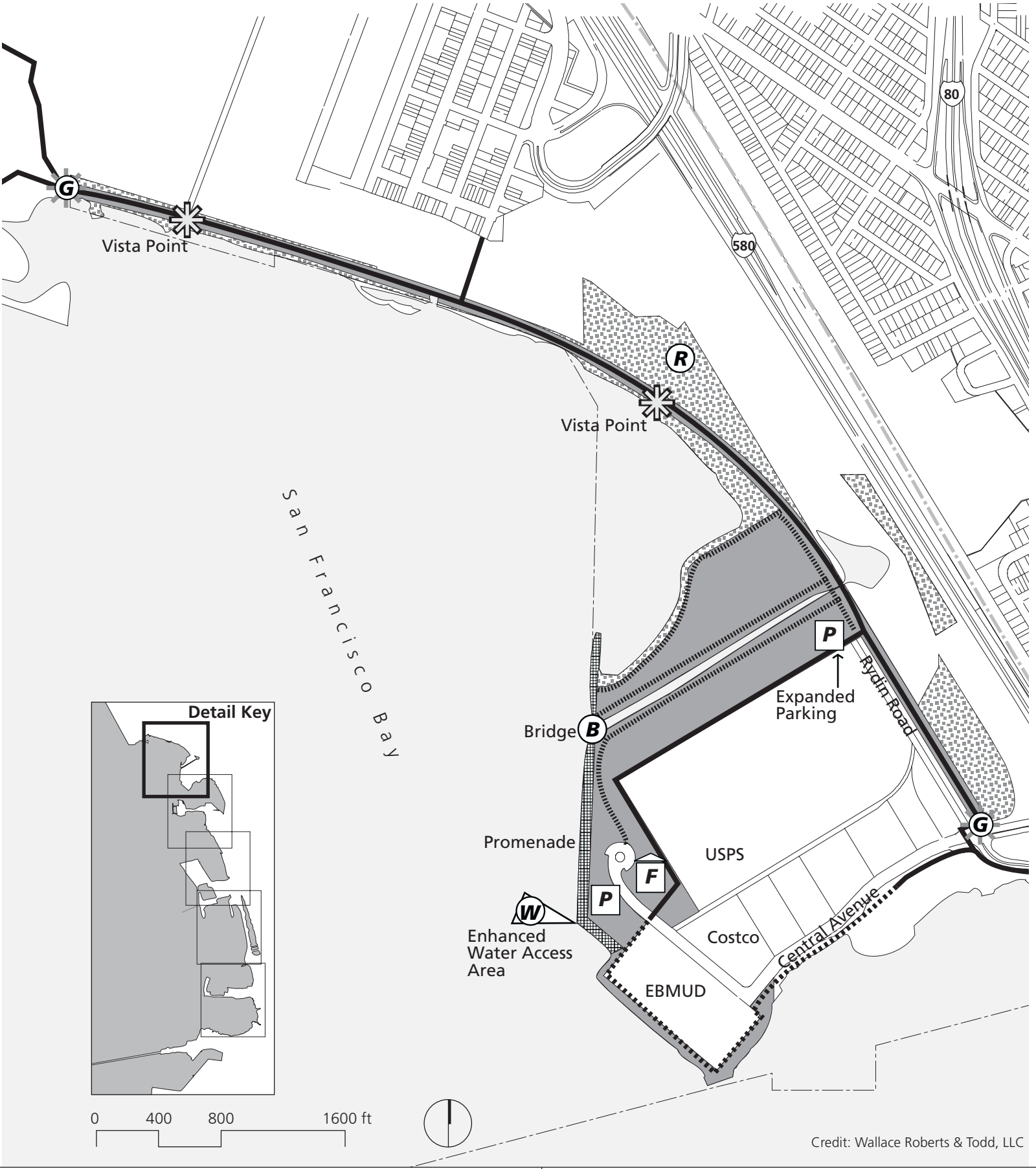
PI/SR-7: Removal of invasive exotic plant species and re-vegetation with native plant species in Hoffman Marsh and along South Richmond shoreline.

PI/SR-8: Coordinate with the owners of the adjacent tidal marsh, mudflat, subtidal, and upland habitat areas to ensure adequate protection of this valuable natural area.

PI/SR-9: Explore the possibility of adding one or two new vista points/ seating areas along the Bay Trail north of Point Isabel.

PI/SR-10: Incorporate interpretive panels into the vista points and other key points along the Bay Trail that explore the natural, cultural and social history of this portion of the park project.

PI/SR-11: Provide fencing along the Bay Trail where necessary to protect tidal marshes, tidal mudflats, and water birds from disturbance.



Eastshore State Park
General Plan

Figure III-9: PT. ISABEL/SOUTH RICHMOND SHORELINE

E A S T S H O R E

Appendices

San Francisco Bay is an irreplaceable gift of nature that man can either abuse and ultimately destroy–or improve and protect for future generations.

Joseph E. Bodovitz

A. PROTECTION OF WILDLIFE DURING CONSTRUCTION

- Protect special-status wildlife species that are located during pre-construction surveys (or are assumed to be present, in lieu of doing surveys) by providing adequate buffers from construction activities, and/or restricting construction during nesting seasons. The construction buffers should be clearly delineated by means of temporary fencing and signs. In addition, active nest-sites should be monitored by a qualified wildlife biologist throughout the nesting season to verify that the protective measures are effective and to implement additional measures, if necessary. The protective measures should remain in effect until the biological monitor verifies that the nesting cycle has been successfully completed or that the nest is no longer active.

- Conduct surveys for northern harrier, white-tailed kite, short-eared owl, other raptor species, and loggerhead shrike within 30 days prior to construction activities that may adversely affect their nesting success. Construction buffers should be established around each nest, at a minimum radius of 300 feet from the nest for northern harrier and short-eared owl; 200 feet from the dripline of the nest tree or shrub for white-tailed kite and other raptors; and 100 feet from the nest shrub for loggerhead shrike.

- Conduct surveys for burrowing owls within 30 days prior to all construction activities, or by following the CDFG survey protocol currently in effect at that time. If construction activities are delayed or suspended for more than 30 days, the site should be re-surveyed. A construction buffer should be established around each occupied burrow, at a minimum radius of 160 feet (50 meters) from the burrow during the non-breeding season (September 1 through January 31) and 250 feet (75 meters) from the burrow during the breeding season (February 1 through August 31). During the non-breeding season, if such buffers cannot be protected, the burrowing owls should be passively relocated prior to construction, subject to prior approval of CDFG (CDFG does not allow relocation of burrowing owls during the breeding season).

- Protect special-status bird species that occur (or potentially occur) in tidal marshes on the site (e.g., California clapper rail, California black rail, short-eared owl, Alameda song sparrow, and salt marsh common yellowthroat) by appropriate timing of construction. Construction activities within 100 feet from a tidal marsh should be scheduled between September 1 and January 31 to avoid potential impacts on breeding activities of these species. Any exceptions to this seasonal closure, and any direct impacts in tidal marsh areas, are subject to the prior approval of CDFG and (in the case of clapper rails) USFWS.

- If required by USFWS or CDFG, conduct surveys and/or implement protection measures for salt marsh harvest mouse, in areas where construction activities may occur in tidal or non-tidal salt marshes, or within 100 feet.

- Conduct pre-construction surveys to identify important high-tide shorebird roosts (generally defined as more than 200 shorebirds recorded at three or more high-tide events per year). Surveys should be conducted monthly during a nine month period (August through April) at one of the highest tides each month. Construction buffers should be established around each of these roosts, at a minimum radius of 100 feet, if construction activities will occur during August through April.

B. ACKNOWLEDGMENTS

Management Steering Committee Members

East Bay Regional Park District

Robert E. Doyle, Assistant General Manager, Land Division, Eastshore Project Manager
Tom Mikkelsen, Assistant General Manager, Planning/Stewardship/Design & Construction
Larry Tong, Interagency Planning Manager (Lead)

Staff of California Department of Parks and Recreation

Ronald Schafer, District Superintendent - Bay Area District
Brian Hickey, State Park Superintendent III - Bay Area District - Diablo Sector
Robin Ettinger, Associate Landscape Architect, Environmental Design Division

Staff of California State Coastal Conservancy

Brenda Buxton, Project Manager

Other Participating Staff Members

East Bay Regional Park District

Pete Small, Lieutenant, Public Safety Department
Dee Tilson, Park Supervisor
Ray Dawson, Shorelines Unit Manager
Brad Olson, Environmental Specialist
Jerry Kent, Assistant General Manager, Operations & Interpretation

Staff of California Department of Parks and Recreation

Dave Keck, Supervisor, General Planning Team
Shaelyn Raab Strattan, Associate Park & Recreation Specialist
Roy Martin, Associate Resource Ecologist
Monica Aleman, State Historian II
Philomene Smith, Associate State Archaeologist

Staff of California State Coastal Conservancy

Nadine Hitchcock, Bay Conservancy Program Manager

Project Management

Don Neuwirth, Neuwirth & Associates
Rebecca S. Neuwirth, Associate

Consultant Team

Wallace Roberts & Todd, LLC - Prime Consultant
Stephen Hammond, Director of Planning
John Gibbs, Project Landscape Architect
Brent Raymond, Landscape Designer
Laura Burnett, Senior Landscape Architect
Kevin A. Harper, Planner

LSA Associates, Inc.
Laura Lafler, Principal-in-Charge, Resource Inventory & General Plan
Stephen Granholm, Principal, Biological Resources
Tony Petros, Principal, Traffic and Circulation
Christian Gerike, Associate, Cultural Resources
Tony Chung, Associate, Air Quality and Noise
Meghan Macias, Project Manager, Traffic
Carmen Borg, Project Manager, Resource Inventory

Subsurface Consultants, Inc.
Terrence J. McManus, Vice President
Glenn Young, R.G., Associate Geologist

Philip Williams & Associates
Jeffrey Haltiner, Managing Director
Jorgen Blomberg, Associate

Public Affairs Management
Kay Wilson, Public Involvement Manager
Dawn Schellenberg, Public Involvement Coordinator

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Notes on the Design of this Publication

This publication was designed to be accessible to all readers as recommended by the California State Parks Accessibility and Publications Policy. A balance was sought between a readable yet visually appealing document that effectively communicates to a diverse audience. We referred to two key documents for guidance: "Accessible Text Guidelines" by Roger Whitehouse, prepared for the Society for Environmental Graphic Design and the U.S. Access Board, and the "Smithsonian Guidelines for Accessible Publication Design" by the Smithsonian Institute.

The body text of the General Plan was set in 12 point Adobe Garamond chosen for its legibility at small and medium sizes, on a leading of 16.8 point (40%). Headings used a hierarchy of type sizes with bold and italic versions of Adobe Garamond for emphasis. There is no hyphenation in the document.

Figures and tables within the General Plan use several forms of Frutiger (Roman, Bold, and Light) selected for their legibility at a number of sizes, none of which is less than a 12 point Adobe Garamond equivalent. Figures were created with a minimum of 30% difference between tones to ensure adequate contrast.

Contact Information

Project Phone Number: 1-888-988-PARK (7275)
Project Website: http://www.eastshorestatepark.org

Source for Additional Copies

Hard copies of the Eastshore Park Project Preliminary General Plan are available free of charge with one copy per individual, from Kinko's, 5895 Christie Avenue, Emeryville, 510/644-9701. Please contact beforehand to ensure the document is ready before arrival.