

- 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

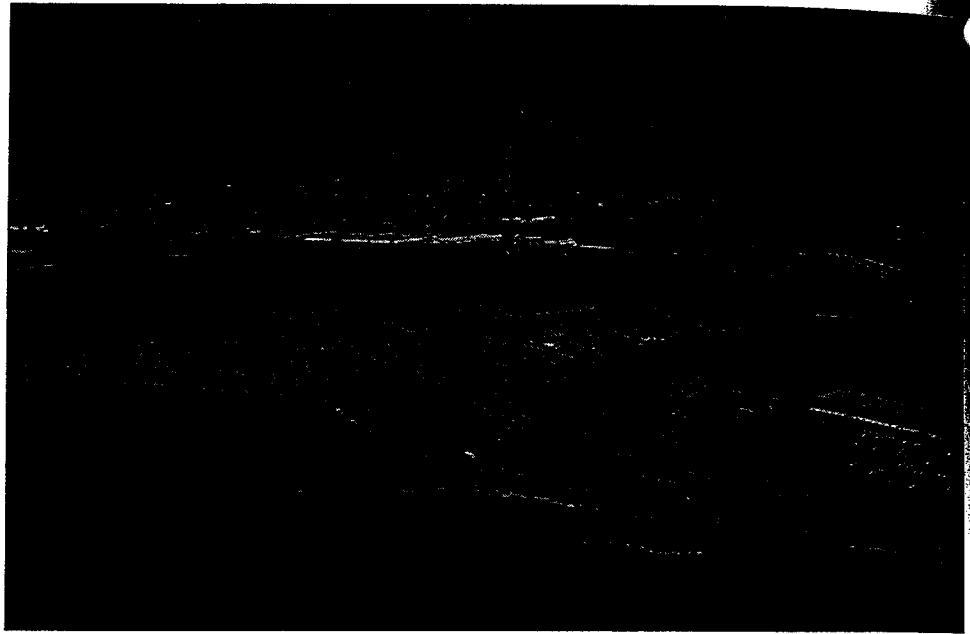
The city of Albany has a history of plans for their portion of the waterfront, with policies reflecting a commitment to cooperation with other agencies. Two key city planning documents provide guidance for the future of the waterfront: the city's General Plan and a detailed proposal for that portion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

ATTACHMENT # 1



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 public 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.

In addition to the overall unit classification, it also recommended that two areas, 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 area 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 area 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 accommodate 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

4. Albany Area

Statement of Management Intent

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



Albany Beach

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

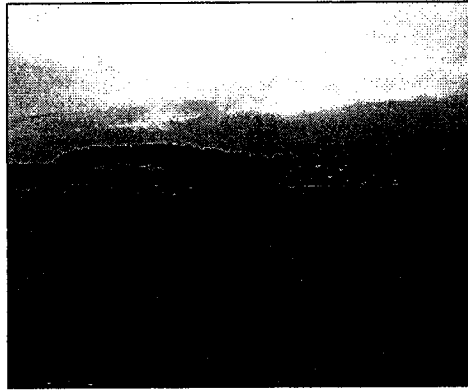
Guidelines

a. Albany Beach

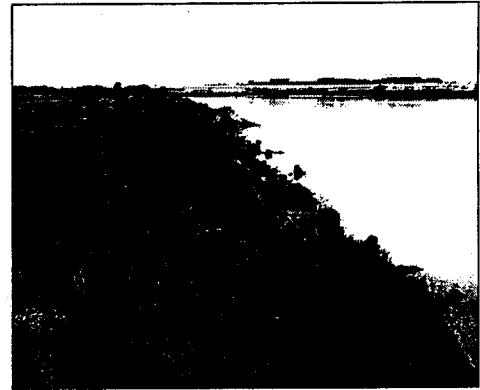
- A-1: Protect the dune habitat at the Albany Beach by introducing boardwalks and/or fencing. Boardwalks should be designed to provide for wheelchair access.
- A-2: Restore the dune vegetation by removing noxious weeds (e.g., iceplant and Kikuyu grass) and planting locally native species that are adapted 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. The provision for sports fields on the Plateau is in response to the 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. Sports fields will only be permitted on the Albany Plateau if the following conditions are met:

- State Parks will not own, develop or operate the sports fields;
- An appropriate operator will follow the guidelines of the approved General Plan
- The owner-operator will be responsible for developing and operating the fields and will assume all liabilities;
- The owner-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 owner-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 owner-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, or if an alternative site is not acquired and approved for sports fields, State Parks can assume ownership of the property. 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.

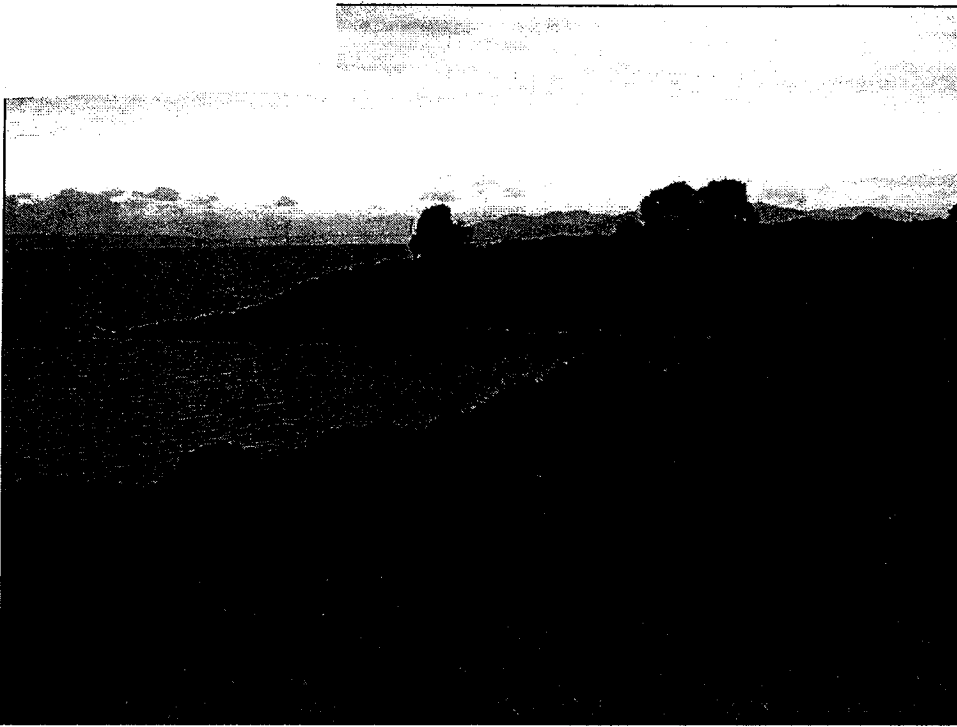
A-10: Design trails along the north and east side of the Albany Plateau, and the north side of the Albany Neck, to minimize disturbance of ducks, shorebirds, and other water birds on the Albany Mudflats, and to restrict visitor access to the riparian drainage along the southeast side of the Plateau. 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

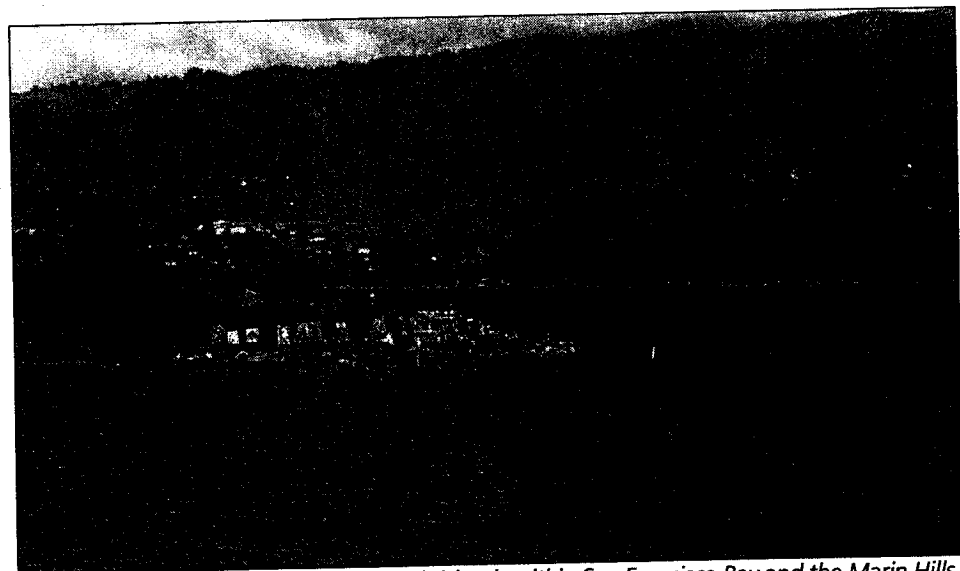
- A-14: Provide fencing and/or buffers to protect the tidal marsh on the northeast shoreline of the Bulb (in the small lagoon) from disturbance.
- A-15: Explore options for enhancing the safety, aesthetic, structural and habitat conditions along the south shoreline of the Albany Neck, including the following:
- 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 along the south side of the Albany Neck and the south side of the Albany Bulb 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:

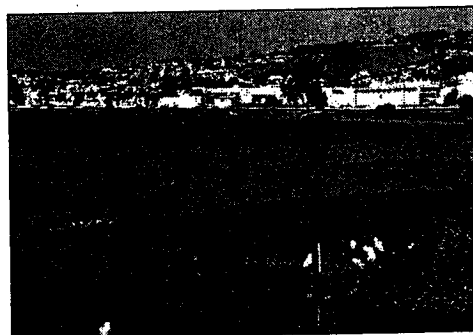
- Verify dimensions (depth and width) of levee breaks at the west lagoon for desired objectives: habitat isolation, tidal interaction and lagoon evolution (via sediment deposition);
- Increase tidal action and potential sediment supply to the west lagoon in effort to encourage sediment deposition and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



View northeast across Albany Mudflats

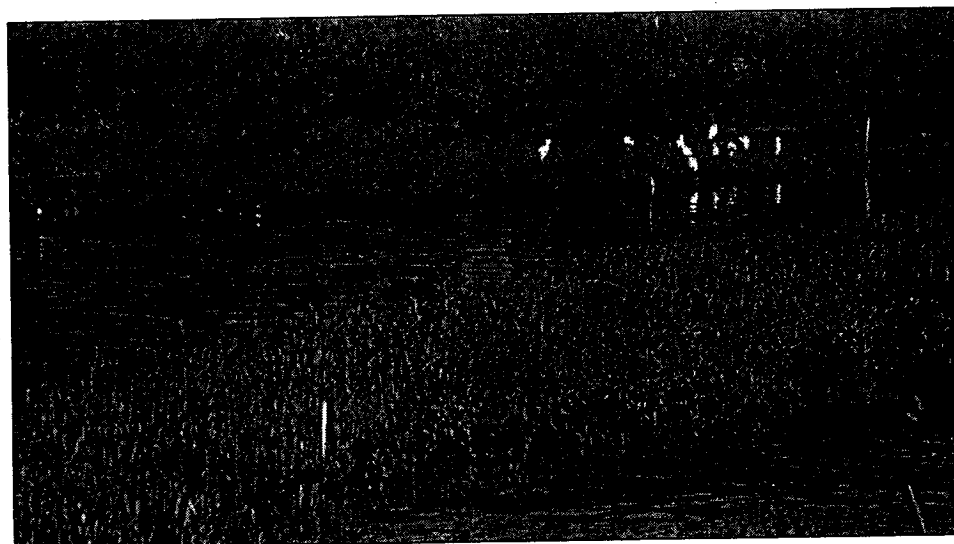


View east across the Mudflats towards Albany Hill

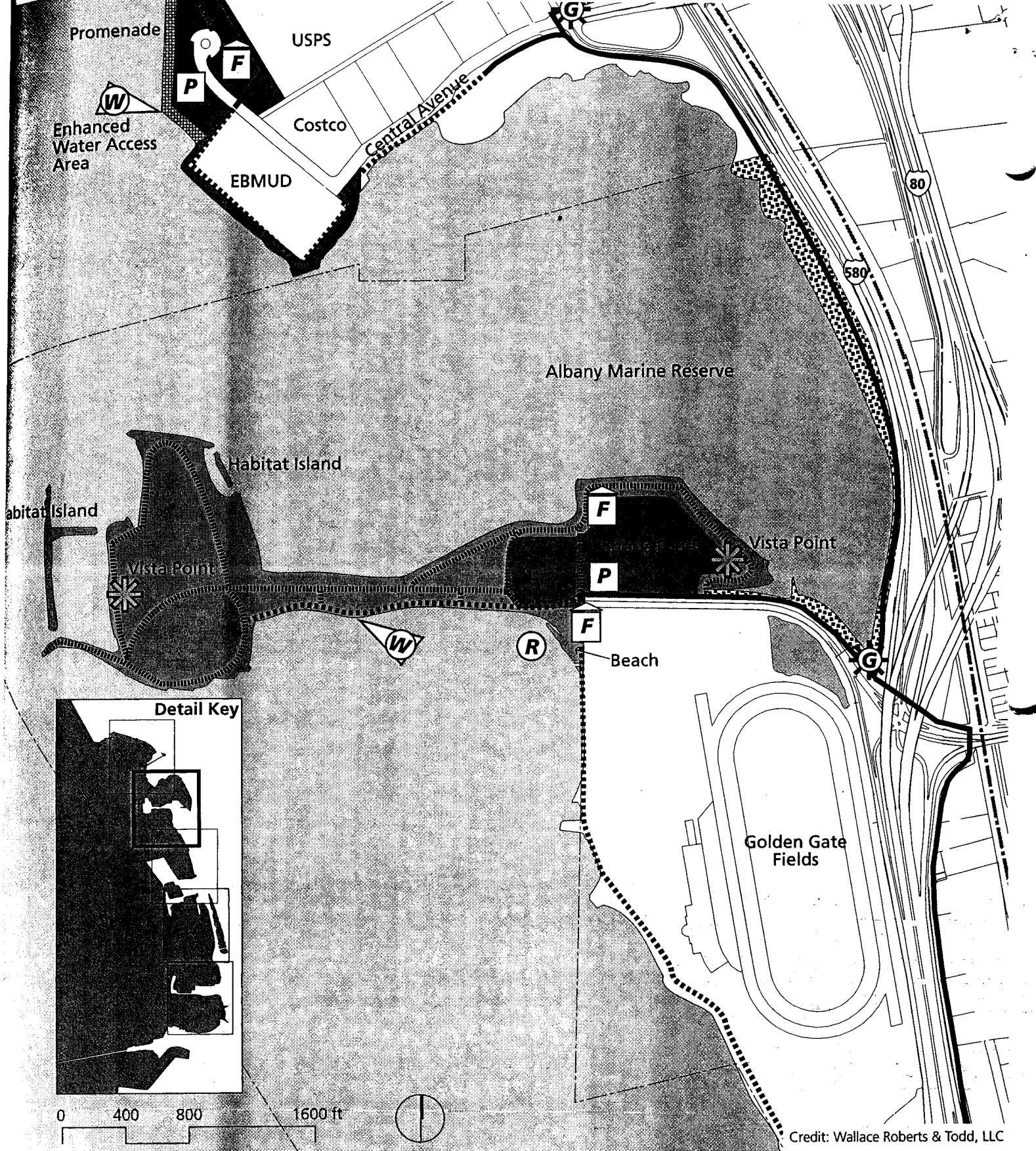
- A-24: Coordinate with owners of the upland areas south of Central Avenue and the northern portion of the Albany Mudflats to ensure adequate protection to this preservation area.
- A-25: Introduce signs and/or fencing as needed to restrict public access to the preservation area
- A-26: Expand the number 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	Bridge	Bay Trail-Exist
Conservation	Restoration Area	Bay Trail-Prop'd
Preservation	Parking	Park Trail
Promenade	Gateway	Facility
Constructed Wetland	Vista Point	Water Access

Credit: Wallace Roberts & Todd, LLC