

# THE RECREATION PLAN

A PLAN FOR BEACHES, PARKS AND RECREATION AREAS  
BEING A PART OF THE MASTER PLAN

ALAMEDA COUNTY, CALIFORNIA

AMENDED MAY 5, 1994  
BOARD OF SUPERVISORS RESOLUTION 94-272  
(see insert for text changes)

JUNE  
1956

**AMENDMENTS TO  
ALAMEDA COUNTY RECREATION ELEMENT**  
(Consists of two documents)

**Amended May 5, 1994  
Board of Supervisors Resolution 94-272**

New language is indicated in *italics*; deletions are shown in ~~strikeout~~.

**The Recreation Plan: A Plan for Beaches, Parks, and Recreation Areas Being a Part of the Master Plan (adopted June 1956)**

Recreation Plan Map, immediately preceding Introduction page, has been modified to remove the area covered by the East County Area Plan. The East County Area Plan Land Use Diagram and policies should be consulted for park and recreations facilities and specific policies for the East County area.

Pages 16 and 17, The heading and list under "Pleasanton and Murray Townships" have been modified to read as follows:

~~Pleasanton and Murray Townships~~

**EXISTING**

~~Alameda County Fairgrounds  
Castlewood Golf Course~~

**PROPOSED**

~~Recreation area in the hills bounding Pleasanton and  
Washington Townships, including the Pleasanton Ridge,  
Sunol Ridge, Stonybrook Canyon, all north of Niles  
Canyon  
Calaveras Park and Parkway, including the area in the  
vicinity of Calaveras Reservoir  
Doolan Canyon, northeast of Pleasanton  
Arroyo Del Valle Park, south of Livermore  
Recreation area southeast of Livermore, including  
Cedar Mountain and the Mines Road area  
Brushy Peak Park, north of Altamont, location of  
Murietta Caves and last Indian territory in the  
County  
Tesla Geological and Historical Park, site of early  
mining and fossil deposits  
Old River Small Boat Harbor, in the northeast corner of  
the County  
State Riding and Hiking Trail, in the general location  
indicated on the preliminary state wide plan~~

East County Area

*See East County Area Plan, Volume II, Background Reports, D. Public Facilities and Services, and Volume I - Goals, Policies, and Programs, Policies 206 through 210*

**A Part of the Park and Recreation Element of the General Plan: Principles and Standards for Planning Local Parks and Other Recreation Areas (adopted November 21, 1968)**

Park and Recreation Element Map, immediately preceding page 1, has been modified to remove the area covered by the East County Area plan. The East County Area Plan Land Use Diagram and policies should be consulted for park and recreations facilities and specific policies for the East County area.

Page 1, The following paragraph was inserted after the second full paragraph:

*Major new urban developments, as defined in the East County Area Plan, are subject to the Level of Service Guidelines for parks contained in Volume I - Goals, Policies, and Programs, Table 7.*

# THE RECREATION PLAN

## A PLAN FOR BEACHES, PARKS AND RECREATION AREAS

### BEING PART OF THE MASTER PLAN OF THE COUNTY OF ALAMEDA, STATE OF CALIFORNIA

We hereby certify that the County Planning Commission of Alameda County did on the 12th day of June, 1958, adopt by resolution this plan and the accompanying report entitled "THE RECREATION PLAN, BEING PART OF THE MASTER PLAN OF ALAMEDA COUNTY, STATE OF CALIFORNIA."

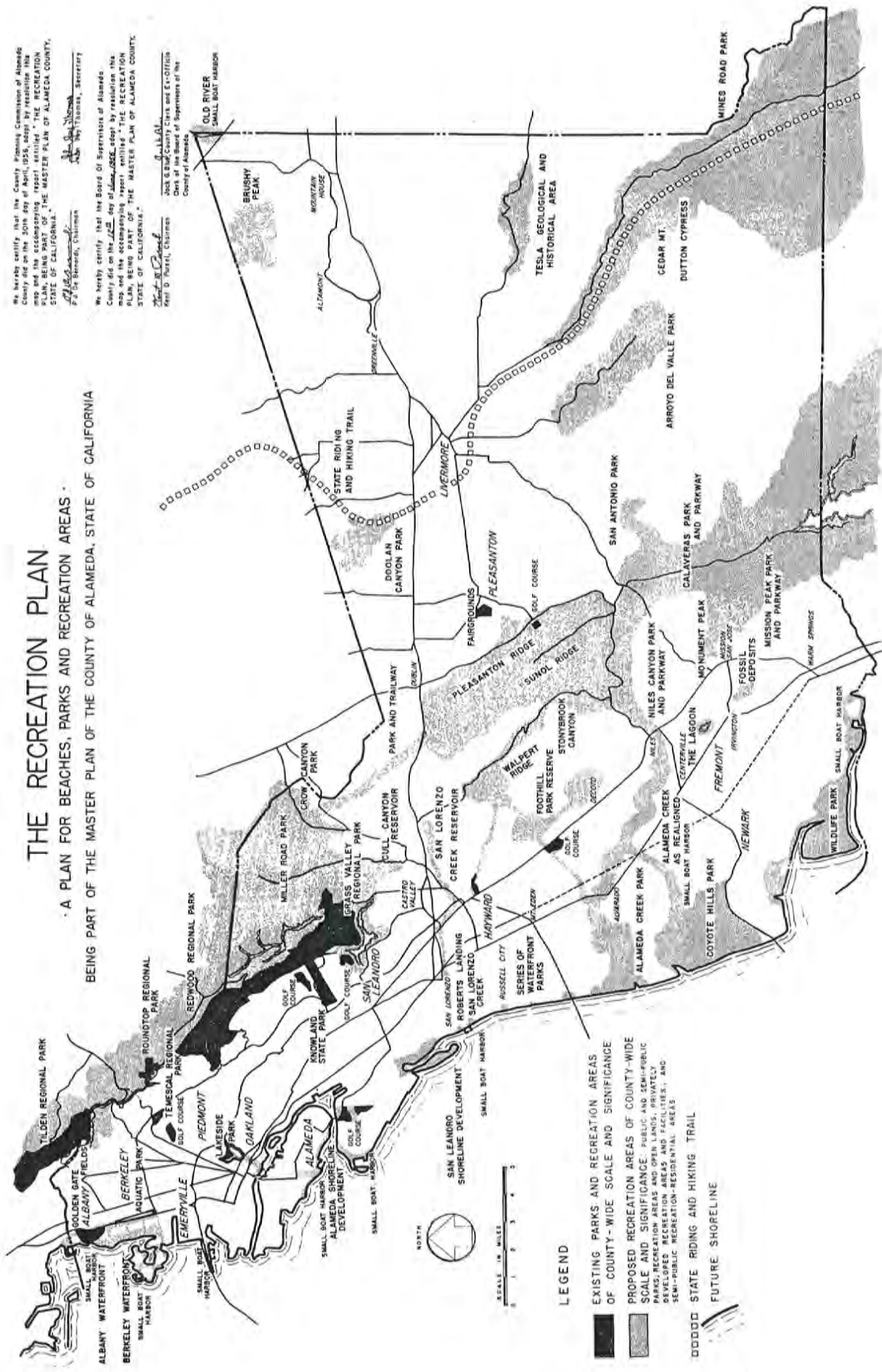
*John J. Blum*  
 Chairman  
 Planning Commission

*John J. Blum*  
 Secretary  
 Planning Commission

We hereby certify that the Board of Supervisors of Alameda County did on the 12th day of June, 1958, adopt by resolution this plan and the accompanying report entitled "THE RECREATION PLAN, BEING PART OF THE MASTER PLAN OF ALAMEDA COUNTY, STATE OF CALIFORNIA."

*Frank W. Pugh*  
 Chairman  
 Board of Supervisors

Jack E. Huff County Clerk and Ex-Officio  
 Clerk of the Board of Supervisors of the County of Alameda



THE RECREATION PLAN: A Plan for Beaches, Parks and Recreation  
Areas, Being a Part of the Master Plan of Alameda County

A Plan for Public and Private Development

INTRODUCTION

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The Alameda County Planning Commission has as its basic and fundamental purpose the preparation and adoption of a comprehensive, county-wide master plan, an advisory document for guiding growth that can be referred to by public officials and citizens alike.

Responsibility for the preparation, adoption, and carrying out of a county master plan is shared by the legislative bodies, planning commissions and their staffs, other public officials in the city and county governments, and by the people of the county.

Current state planning legislation requires each county planning commission to prepare and adopt a comprehensive, long-term, general plan for the physical development of the county. In addition, provision is made for adoption of the plan by the Board of Supervisors.

The Alameda County Planning Commission and Board of Supervisors have endorsed in principle a Preliminary Master Plan for Alameda County, which contains general, county-wide preliminary plan proposals and policies to provide for a diversified but orderly environment that will most suitably meet the future needs and desires of the citizens of the County.

The current master plan program consists of further clarifying and refining the elements of the preliminary master plan preparatory to adoption of these elements as an official master plan for Alameda County.

One of the first elements to be considered by the County Planning Commission is the county-wide Recreation Plan for Alameda County. In developing The Recreation Plan for Alameda County, the County Planning Commission has sought the cooperation of city planning commissions, park and recreation districts, and official and semi-public agencies concerned with parks and recreation in Alameda County, and has sought the integration of official proposals reported from these sources.

#### Purposes of the Recreation Plan

The Recreation Plan is intended to establish general areas in the County having the greatest potential for county, regional, or state-wide recreational use, as well as semi-public areas of combined residential-recreational use. A major purpose in adopting the plan at this time is to provide an official guide for the development of various levels of parks and recreation systems, and for directing zoning and other public and private actions toward the common goal of providing adequate and appropriate parks and recreation areas to serve all the people of Alameda County.

The Recreation Plan does not preempt any property rights in the county. Use of lands for public parks and recreation requires purchase of the lands through some public acquisition program. The Recreation Plan does not at this stage indicate lands for public acquisition nor has any priority system been established. The development of a public acquisition program and priorities for a county park and recreation system rests in part upon the establishment of a county parks and recreation agency and program. Although it would be possible to use the power of condemnation, it is presumed that availability of lands for sale in the areas established in the Recreation Plan will have a strong bearing on public acquisition, and that availability of appropriate and sufficient lands may preclude any necessity for condemnation at any time in the future.

### The Need for Parks and Recreation Areas and Facilities

In considering the adoption of the recreation element of the master plan, the County Planning Commission has recognized that rapid urban expansion in this metropolitan area has created a growing need for additional park and recreation facilities. With the steady trend toward greater urbanization, it has been the experience elsewhere that all levels of government have taken on the responsibility for developing public parks and recreation systems to provide the physical space and surroundings which will give people opportunities for participating in the many types of active, passive and cultural recreation activities which are not possible in the average home environment. In addition, public parks and recreation areas provide for the conservation of natural scenic areas and other resources, and for the preservation of historic buildings and sites.

Social benefits of recreation activities and programs, such as increased health and welfare and the curtailment of social disorders have long been recognized. In addition, there are many economic benefits from a public parks and recreation system, such as making the area served a more desirable place in which to live, and stimulating the tourist, recreation equipment and services industries.

### The County Parks and Recreation System

The county responsibility in the field of public parks and recreation is to meet the demand for public parks and recreation areas, services and facilities which cannot be provided by the local jurisdiction and would not be provided within the state or federal programs. A county parks and recreation system falls between the state and federal programs and the local city and recreation district programs, each of which fulfills a distinct and separate role. Federal and state park and recreation area systems are generally considered to contain features making them of significance, interest and service on a nation-wide basis and state-wide basis respectively. They may be of great distance from centers of population, their location being dependent upon the location of outstanding or unusual natural features. They are visited primarily during

vacation periods and extended weekends because of the length of journey involved in reaching them.

At present there are no national or state parks within Alameda County with the exception of Knowland State Arboretum and Park, which has more of the character of a city park. Even though there is a possibility of securing state assistance for recreational areas in the county, there is no likelihood that such assistance will fulfill the public parks and recreation needs in the county.

Local city and recreation district parks, on the other hand, are intended primarily for day use, providing playgrounds, playfields, passive recreation areas for neighborhood or community use, and larger parks with cultural and special recreation facilities of city-wide or district-wide use. The latter type is often of such outstanding qualities that it may also draw visitors from greater distances. Examples are Golden Gate Park in San Francisco and Lakeside Park in Oakland.

The county parks and recreation system can combine some functions of the other systems by providing large parks, more accessible than state and national parks, for day-time use, over-night camping, weekend and vacation use, and within which may be located playfield areas and other special recreation facilities.

#### Description of the Recreation Plan and Its Scope

The Recreation Plan for Alameda County provides a guide for public and private acquisition and development of park and recreation areas and facilities to serve all areas and peoples of the county. The plan designates broad areas in the county having greatest potential for a full range of active, passive, and cultural recreation activities, whether publicly or privately developed. The plan does not contain detailed proposals on the location of special recreation facilities which would be developed within the areas shown on the plan. These and such facilities as trails connecting the areas shown, parkways, and roadside rests should be given further and detailed consideration and study before recommendations for acquisition and development are made.



Detailed site planning and the development of such facilities should be accomplished in conjunction with an official county parks and recreation program.

Proposals include areas for which acquisition, development, and maintenance would be achieved through the joint efforts of state, county and municipal governments, special districts, semi-public recreation agencies and private groups and individuals. When initiated, the program of county park and recreation area acquisition and development should be based upon additional study so that it will be coordinated with the plans and proposals of other public agencies, semi-public agencies, and private groups and individuals.

Recreation areas designated on the plan are largely regional in character consisting for the most part of large, natural areas. Further study and consideration need to be given to determine additional historic and natural features that should be preserved. Additional study should be given also to the potential recreational value of abandoned quarry, sand and gravel pit sites, such as those found in the Niles and Pleasanton areas. More detailed studies of small boat harbors, riding and hiking trails, warm water fisheries, parkways, scenic drives, and roadside rests need to be made and to be correlated with state programs for financial assistance in these special phases of the recreation program.

The integration and coordination of land use, transportation, other facilities and services with local park and recreation facilities provided by other jurisdictions is proposed to be accomplished during those phases of the master plan program dealing with coordination of neighborhood and community plans between incorporated and unincorporated areas of the county. It is proposed that the general location of local parks and recreation facilities will be shown in the land use element of the County Master Plan.

#### The Need for Additional and Continuing Studies

The Recreation Plan is currently in an initial stage of development, its effectiveness and implementation depending upon the refinement and expansion of proposals and policies and the establishment of an administrative agency and program. Major

subjects which should be given additional consideration and should be acted upon in the development of a county parks and recreation system are summarized below:

1. The type of agency and program that should be established for the acquisition, development and maintenance of a county-wide parks and recreation system, including powers, functions and duties, personnel, financing, and relationships to other parks and recreation programs.
2. The total recreation needs of the county at all jurisdictional and service levels.
3. Determination of the availability of lands for public acquisition for park and recreation purposes.
4. Determination of the extent, location and types of lands and recreation facilities that should be publicly acquired, developed and maintained by state, county, and more local jurisdictions, and priority systems for state and county acquisition programs.
5. Coordination with the plans and proposals related to parks and recreation of other public agencies, semi-public agencies and private groups and individuals.
6. Additional areas that should be given consideration as to their recreation value, including historic and natural features, and lands unsuited to other uses, such as abandoned quarry, sand and gravel pit sites.

Continuing study for purposes of periodic plan review and revision should be given to all aspects of the county, and changing conditions in the county related to the plan. This should be done so that the plan will continue to reflect the trends, needs and desires, and long-range goals associated with parks and recreation areas, facilities and services.

## ASSUMPTIONS, OBJECTIVES AND PRINCIPLES

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### Physical Planning Assumptions

In planning for the physical conservation and development of Alameda County, and more specifically for the development of county-wide park and recreation areas and facilities, the following assumptions have been made:

1. There will be a continuing increase in leisure time and a consequent greater demand for various recreational facilities to serve all age groups. As a result, there will be increasing need for more county-wide and local parks and recreation areas. There will be increasing demand for recreational facilities to become more diversified to meet the needs of all age and income groups. Adequate means will be established for the preservation and development of open space for recreational use.
2. Federal, state, city and recreation district programs will not meet the county-wide park and recreation needs of Alameda County, and a county agency and program will be established to fulfill these needs.

3. There will be continued population growth and economic development in the San Francisco Bay metropolitan area and in Alameda County, with sufficient and economical development of water, electric power and other resources.
4. The expanding population and economy will eventually create a demand for urban development on all relatively level and gently sloping land, and much of the hill land in the Bay Area.
5. On the east side of the Bay, for instance, urban development will result in a continuous and intermingled sprawl of houses, shops and industrial establishments from Richmond to San Jose unless the citizens working through their city and county governmental processes make successful efforts to guide and control conservation and physical development of the land.
6. As a means of securing assurance of desirable physical development and park and recreation development in particular, there will be continuous public and private recognition of and support for city, county and metropolitan regional planning programs and park and recreation programs. Recreation facilities will continue to be utilized without regard for jurisdictional boundaries.
7. Because of the logical county boundaries that exist in most cases in the Bay Area, and because of the need for a planning unit between the units of cities and the metropolitan region, it is assumed that the county will be a sub-regional planning unit, and county planning will include the function of working with and encouraging cities to coordinate plans throughout the incorporated and unincorporated portions of the county. Counties will also be responsible for coordinating their plans with those of adjacent counties.

8. Development of submerged lands around the Bay will become economically feasible, but will occur in Alameda County mainly in the Alameda-Oakland-Berkeley area within the next twenty years.
9. There will be an increasing need for adequate air and water pollution control programs, and means will be found for effective control.

#### Physical Planning Objectives

Objectives or goals of the county-wide master plan and more specifically of the recreation element of the master plan are:

1. To take advantage of the county's opportunities for promoting desirable urban development and for preserving and enhancing natural features and historical points of interest while such opportunities still exist.
2. To achieve an integrated physical structure of land use and transportation facilities which will promote the optimum in efficiency, health, and well-being throughout the county, and which will also create opportunities for choice in a diversity of desirable living, recreational, cultural, and working conditions to meet the various needs and desires of individuals of all age and income groups.
3. To provide a system of parks and recreation areas for the preservation of historical buildings and unusual physical features, the promotion of health and well-being through the constructive use of leisure time, and the conservation of natural resources.
4. To provide sufficient and appropriate areas for park and recreation facilities and services of

county, metropolitan, or state-wide significance and use, which, in conjunction with appropriately planned local neighborhood and community parks and recreation facilities and services, will satisfy the recreation needs of the entire population of the county.

5. To provide a system of public open spaces of county, metropolitan or state-wide significance and recreation use in proper relation to neighborhood, community and other recreation areas serving cities and recreation districts, to other types of land use, to other public services and facilities, and to transportation.

#### Physical Planning Principles

Principles upon which the recreation plan is based and which should be followed in achieving the plan are as follows:

1. An official county park and recreation system and program should provide areas for county-wide recreation needs and use, and should not duplicate the systems and programs of cities, local recreation districts, the state or federal governments, or semi-public agencies.
2. The parks and recreation areas serving the county as a whole should include:
  - a. Natural areas providing beaches, large inland parks for picknicking, camping, hiking, boating, fishing, swimming, nature study, etc., and other special features of county-wide interest and utilization.
  - b. Historic monuments and unusual natural features.
  - c. Special recreation facilities such as small boat harbors, riding and hiking trails within and connecting recreation areas, parkways and scenic drives, roadside rest areas, and cultural recreation facilities such as amphitheatres, auditoriums, bandstands, fairgrounds and museums.

3. Sufficient and appropriate areas for all types of parks and recreation facilities and services of county, metropolitan or state-wide significance and use should be allocated so that such areas will be conveniently located in relation to all of the various population centers that will exist in the county, and so that a variety of such areas will exist for the county as a whole.
4. The physical system of county-wide park and recreation areas and facilities should provide for a full range of active, passive, and cultural recreation activities, serving all age groups, organized activity groups, and serving daytime, overnight camping, weekend and vacation recreational needs.
5. Parks and recreation areas should be planned and developed in conjunction with other conservation and development programs to serve multiple purposes when appropriate, including flood, erosion and watershed control, reservoir development, land conservation and reclamation.
6. The county-wide park and recreation areas and facilities should be achieved primarily through a county park and recreation system and program and should be coordinated with: (1) the local neighborhood and community parks, achieved through city and recreation district programs; (2) large parks and special recreation facilities of county-wide or greater area significance achieved through city, district, state, or federal programs; and (3) recreation areas and facilities provided by semi-public agencies and private individuals; and (4) semi-public recreation-residential areas.
7. The following types of park and recreation facilities should be given consideration in the development of a county-wide system of parks and recreation areas. These are listed according to function.

## a. Conservation of natural resources and endowments

- Watersheds
- Reservoirs
- Flood control channels and other waterways
- Scenic areas
- Forest and wildflower reserves
- Bird and game preserves
- Other

## b. Preservation of historical monuments

- Buildings
- Sites
- Other

## c. Passive recreation facilities

- Areas for sedentary relaxation
- Picnic and camp sites
- Parkways
- Other

## d. Active recreation facilities

- Playgrounds
- Playfields and courts for team sports  
(football, soccer, baseball,  
basketball, volleyball, bowling  
green, tennis, etc.)
- Swimming pools
- Beaches
- Small craft harbors
- Golf courses
- Riding and hiking trails
- Camp areas
- Fishing ponds and streams
- Gymnasiums and natatoriums
- Day camps
- Other



e. Cultural and educational recreation facilities

- Scenic areas, reserves and preserves
- Historical monuments
- Fairgrounds
- Arboretums
- Botanical gardens
- Aviaries
- Zoos
- Nature areas
- Amphitheaters and bandstands
- Auditoriums
- Community centers
  - Community theaters
  - Community halls
  - Arts and crafts centers
- Aquariums
- Museums
- Other

## EXISTING AND PROPOSED RECREATION AREAS

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The following existing and proposed recreation areas of county-wide significance and scale in the various planning units are shown on the Recreation Plan:

### Shoreline Area

Proposals for the shoreline of Alameda County are based upon the Beach and Shoreline Section of the Recreation Plan, adopted by the County Planning Commission and the Board of Supervisors of Alameda County in October, 1954. Additional current proposals of incorporated areas north of San Leandro are also included. Proposed beach and park areas and parkways are listed under the other county planning units below.

The future shoreline is symbolically represented in the graphic plan because of the fact that a shallow floor extends beyond the present shoreline for a great distance before a deep-water channel is reached near the center of the bay, and filling operations may be developed periodically in major stages.

It is proposed that there eventually be a continuous shoreline parkway (not included on the plan) on filled land linking together park and recreation areas from the San Leandro shoreline development southward to the southern boundary of Alameda County. If there is to be stage development of filling operations, such a parkway could be installed with each periodic and major reclamation project.

The shoreline parkway is proposed with the hope that the Bay, which as the area's greatest scenic asset, will eventually be completely encircled by a scenic parkway. The nature and location of the proposed parkway need not conflict with present or future industrial and other uses of adjacent lands but should enhance adjacent development. Barge landings could be developed at appropriate locations along the shore in the event that channels are dredged in the shallow waters which presently extend thousands of feet from the existing shoreline.

#### Central Metropolitan Area

##### EXISTING

Berkeley Aquatic Park  
 Lake Merritt and Lakeside Park  
 Joaquin Miller Park  
 Knowland State Arboretum and Park  
 East Bay Regional Parks  
 Claremont Golf Course  
 Sequoyah Golf Course  
 Lake Chabot Municipal Golf Course  
 Alameda Municipal Golf Course  
 Golden Gate Fields

##### PROPOSED

Albany Waterfront Development, including small boat harbor  
 Berkeley Waterfront Development, including small boat harbor  
 Extension eastward of the East Bay Regional Parks Strawberry Canyon  
 Peralta Park, southeast of Jack London Square  
 Small boat harbors, located in the outer harbor southerly of the San Francisco-Oakland Bay Bridge and in the inner harbor adjacent to Jack London Square, and connecting with Lake Merritt  
 Alameda Waterfront Development of southshore and Bay Farm Island, including two small boat harbors.

Eden Township--the metropolitan fringe area

**EXISTING**

Hayward Memorial Park  
Hayward Golf Course

**PROPOSED**

Beach south of the Oakland Municipal Airport  
and west of San Leandro, including small boat  
harbor

Series of waterfront parks, including Roberts  
Landing and the area at the mouth of San Lorenzo  
Creek

San Lorenzo Creek Park

Recreation area east and south of Redwood and Grass  
Valley Regional Parks, including portions of Cull  
and Crow Canyons

Extension of Hayward Memorial Park

Foothill Park Reserve, northeast of Castro Street,  
north of Garin Road, including a portion of Walpert  
Ridge

Park and Trailway connecting Crow Canyon recreation  
area with the Sunol and Pleasanton Ridges recreation  
area

Washington Township**PROPOSED:**

Alameda Creek Park, extending along Alameda Creek from  
Niles to the Bay, and including the realigned channel  
Niles Canyon Park and Parkway

Coyote Hills Park

Calaveras Point Wildlife Park

Small boat harbor on Coyote Creek

Monument Peak - Mission Peak Park and Parkway Area,  
extending to the southern boundary of Alameda County

"The Lagoon", located northeast of Irvington

Fossil Deposits, located southeast of Irvington

Pleasanton and Murray Townships**EXISTING**

Alameda County Fairgrounds  
Castlewood Golf Course

**PROPOSED**

Recreation area in the hills bounding Pleasanton and Washington Townships, including the Pleasanton Ridge, Sunol Ridge, Stonybrook Canyon, all north of Niles Canyon

Calaveras Park and Parkway, including the area in the vicinity of Calaveras Reservoir

Doolan Canyon, northeast of Pleasanton

Arroyo Del Valle Park, south of Livermore

Recreation area southeast of Livermore, including Cedar Mountain and the Mines Road area

Brushy Peak Park, north of Altamont, location of Murietta Caves and last Indian territory in the County

Tesla Geological and Historical Park, site of early mining and fossil deposits

Old River Small Boat Harbor, in the northeast corner of the County

State Riding and Hiking Trail, in the general location indicated on the preliminary state-wide plan

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