

1857-2007

Mare Island Shoreline Heritage Preserve

A Park for the Community, State & Country

Mare Island Regional Park Task Force Report
December, 2007

Mare Island Regional Park Task force Report

Acknowledgements

We would like to acknowledge and thank all that have assisted with this effort:

Task Force Committee Members (Past and present)

Mr. Jim Ball, Solano Land Trust
Mr. Kenne Browne, Sierra Club, Solano Group
Ms Dijl Christian
Ms Jill Cress, Sandy Beach Neighborhood Association
Ms Giselle Downard, U.S. Fish and Wildlife Service, San Pablo Bay National Wildlife Refuge
Mr. Jerry Dunaway, U.S. Navy BRAC Environmental Coordinator
Mr. Dwight Gemar, Weston Solutions, Inc.
Ms Stephanie Gomes, Vallejo for Community Planned Renewal
Mr. Jerry Grulkey, Vallejo Architectural Heritage Foundation
Ms Darla Guenzler
Ms Myrna Hayes, Mare Island Naval Shipyard Restoration Advisory Board
Mr. Hew Hesterman, Greater Vallejo Recreation District
Mr. Cris Jespersen, Weston Solutions, Inc.
Mr. Gerald Karr, Chair, Napa-Solano Audubon Society
Ms Connie Klimisch, Vallejo Chamber of Commerce
Ms Diana Krevsky
Mr. Robin Leong, Napa-Solano Audubon Society
Mr. Scott Lipscomb
Ms Patrick Mc Fadden, U.S. Navy Caretaker Site Office
Mr. David Nelson, CA State Parks
Mr. Anthony Norris, Napa County Regional Parks
Ms Christy Smith, U.S. Fish and Wildlife Service, San Pablo Bay National Wildlife Refuge
Mr. Josh Sternberg, Lennar Mare Island

City Staff

Mr. Craig Whittom, Assistant City Manager
Ms. Susan McCue, Economic Development Program Manager
Mr. Gil Hollingsworth, Mare Island Conversion Project Manager
Mr. Sam Gonzales, Landscape and Maintenance Division
Mr. Bill Tuikka, Planning Division

Consultants

The Dangermond Group	Photography
Mr. Pete Dangermond	Mr. John Klycinski
Mr. Brian Collett	Mr. Robert Garrison
Nature Tourism Planning	Mr. Collett
Mr. Robert Garrison	

And the community of Vallejo.

Mare Island Regional Park Task force Report

Mare Island Regional Park Task force Report

1.0 Executive Summary.....	5
2.0 Introduction.....	6
2.1 Background.....	7
2.2 Purpose of the Task Force and Task Force Report.....	9
2.3 Park Location and Description.....	10
2.4 Park Characterization.....	10
3.0 Vision, Mission, Purpose and Goals.....	24
3.1 Vision.....	24
3.2 Mission.....	25
3.3 Purpose for the Park.....	25
3.4 Goals	25
4.0 The Preserve Concept: The Physical Plan	27
4.1 Park Concept Components and Organization.....	27
4.2 Preserve Organization: Planning Sub-Areas.....	32
4.3 Preserve Use Classifications	37
4.4 Overall Preserve Elements and Considerations	43
5.0 Governance.....	52
5.1 Background.....	52
5.2 Governance Overview	52
5.3 Recommended Model: The Non-Profit Cooperative Managing Partnership	56
5.4 Transition to The Preserve Advisory Board/Steering Team.....	63
6.0 Implementation	65
6.1 Phased Implementation and Public Access.....	66
6.2 Phase One.....	66
6.3 Phase Two and Beyond Areas and Actions	70
6.4 Funding Strategies	72

Figures, Tables and Appendices

Figures	Page
Figure 2.1 Island Context Map	8
Figure 2.2 Regional Location Map	11
Figure 2.3 Topography Map	13
Figure 2.4 Generalized Geology Map.....	14
Figure 2.5 Hydrology Map	16
Figure 2.6 Vegetation.....	18
Figure 2.7 Invasive Species Map	19
Figure 4.1 Generalized Management Plan.....	33
Figure 4.2 Circulation Map.....	49

Tables	Page
Table 4.1 Suggested Native Plant Species for Natural Area Improvements	47
Table 5.1 Operations & Governance Alternatives – Pros and Cons.....	55

Appendices	
California State Lands Commission Public Trust Background and Policies.....	A-1
Survey Summary.....	B-1

1.0 Executive Summary

This Mare Island Regional Park Taskforce Report represents an important milestone in an extensive process of a community reclaiming a significant resource area for public use and benefit. Its content incorporates a distillation of over four years of long hours, hard work and active contributions by an appointed taskforce committee, City staff, volunteers and other stakeholders and contributors. The document is an interim product that is intended to further the overall process of creating a Mare Island Regional Park thus moving closer towards the park's opening for public uses and appreciation. The Taskforce Report includes the following components:

- Baseline characterization of the park site in terms of conditions and resources;
- A description of future uses of the park based on resource opportunities and sensitivities and other management determinants;
- A phased sequence of management actions;
- Identification of the required preconditions (triggers) that must be in place prior to initiating specific development, operations, use and/or management functions at the park site;
- A comparison of various governance and operating models and then recommendations for the optimum structure
- Funding strategies for implementation of the proposed actions including acquisition, improvements, and management actions.

The purpose of this report therefore, is to characterize a process and identify strategies towards realization of establishing a regional park on Mare Island. In doing so, it identifies significant supporting features and existing resources within the park, provides a vision and establishes a process for its development including graduated public access, funding mechanisms, and strategies for the management and maintenance of the park. This is undertaken to ensure the resource's protection and to enable the public's enjoyment and enrichment from the abundant historic and natural resources found within the park.

2.0 Introduction

Mare Island, situated within the incorporated boundaries of the City of Vallejo, is one of the most important historical locales in California. This report serves as an affirmation of the commitment and resolve by the community and a “how to” formula for making a portion of the island available to the public for use as parkland in perpetuity so that the public may gain the benefit of the historic, natural and aesthetic resources embodied on this portion of the island.

The Mare Island Regional Park Task Force Report identifies strategies for the realization of a regional park on Mare Island. In this report significant supporting features and existing structures within the future park site are characterized both in terms of the opportunities they provide as well as their inherent sensitivities. These features are viewed as the foundation for the creation of the park. The Task Force Report is intended to guide decision-making regarding the development process, and best uses of the park, which include open space and habitat preservation, facility restoration and a range of public educational and recreational uses. The report is also intended to serve as a catalyst for subsequent actions to set the park development into action.

The land designated as the future park site is granted from the California State Lands Commission to the City of Vallejo to manage for public trust uses. There are many different interests and stakeholders that have contributed to this initial planning effort. However the unified intent of this group of interested parties is for the development and long-term management of the Mare Island Regional Park in a manner that can provide present and future generations the opportunity to appreciate and help provide stewardship for this extraordinary resource with its intrinsic natural, historical, cultural, and scenic values protected and enhanced.

Section 2.0 describes the background of the Mare Island Regional Park in terms of the events contributing to the idea of a regional park and the formation of the stewarding partnership. The purpose of this Task Force Report is described in this section as well as a brief characterization of the Parkland and its resources.

Section 3.0 establishes the vision and guiding principles, purpose, goals and recommendations for this Task Force Report. The discussion is tiered with the vision defined first, second, the goals that elaborate on the long-ranged intentions embodied in the vision and then third, the recommendations which are organized according to the primary management purposes including historic resource preservation and management, open space and resource management, and public access and recreation management.

Section 4.0 describes the conceptual plan for the Mare Island Regional Park. This section is organized according to the principal components of the plan including general management sub-areas, plan use definitions and characterizations, and then overall park standards and elements such as design features for any new development.

Section 5.0 outlines the critical elements for governance, operations and management. The Taskforce investigated a variety of models and then objectively reviewed the capabilities of the possible candidates for implementing and ultimately managing the

park. The optimum structure is characterized and the initial steps for its creation are also described.

Section 6.0 describes the anticipated sequence of actions and phasing. It also characterizes the desired operating structure and possible partnership configurations and then identifies potential funding strategies for the various management actions.

2.1 Background

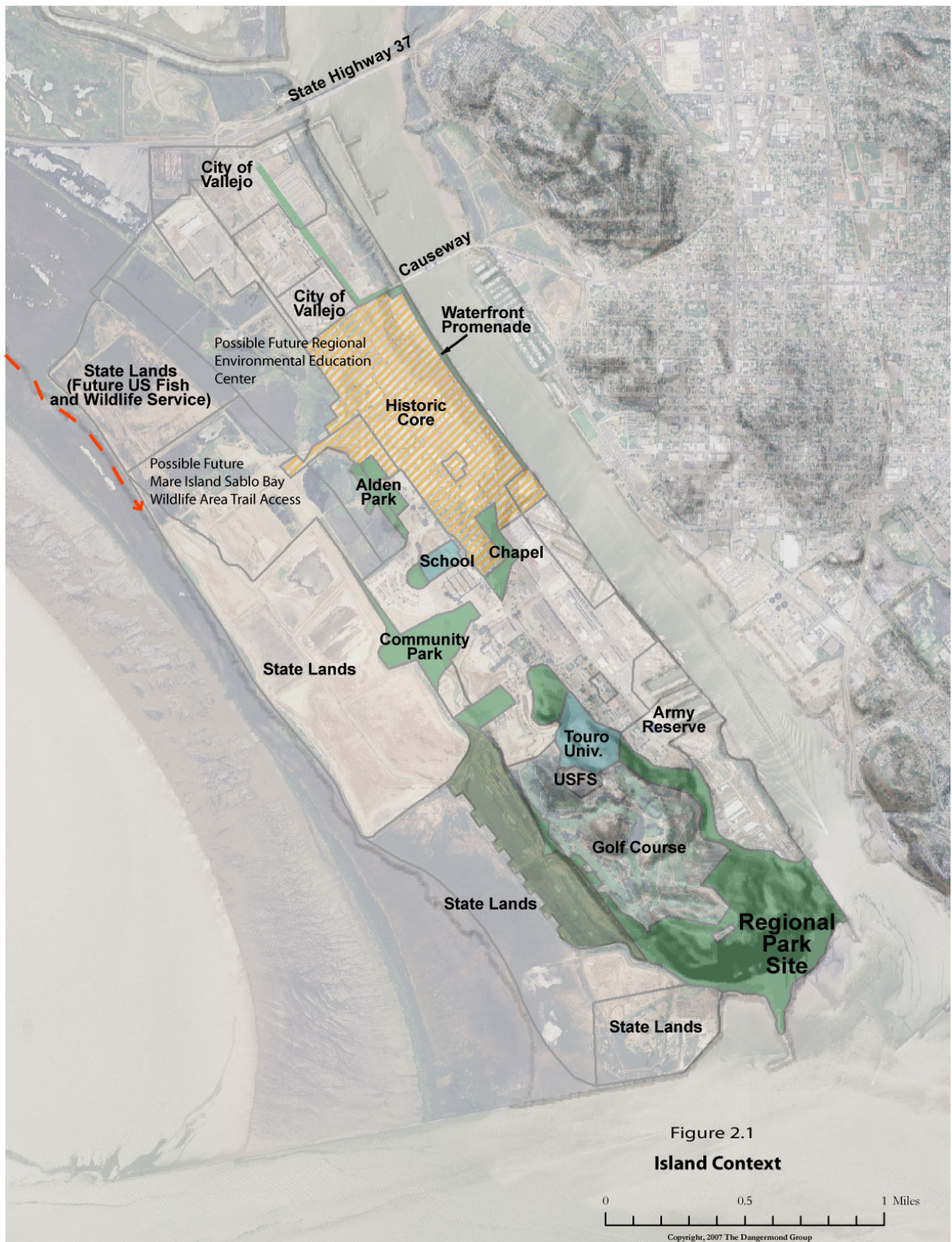
In 1975 the Mare Island Shipyard was designated as a National Historic Landmark (NHL), the highest level of federal recognition possible for historic resources. There is both a tremendous prestige and responsibility associated with this designation because it places on the shoulders of the custodians of these resources the weight of heritage that is of the greatest of importance for the entire country. Decisions made that affect these resources therefore are not just a concern of the local community, region or even the state, but rather must be made in the context of their role as a part of our national history and identity. The specific areas designated are some of the oldest and most historically significant resources found on the Island. One of these highest ranking landmark areas, the Naval Ammunition Depot, is located within the southern portion of the Island and is part of the future regional park area and thus subject to the findings and recommendations of this report.

In 1993, after nearly 150 years of use and occupation of the Mare Island Naval Shipyard (MINSY), the United States Navy began the Base Realignment and Closure Process (BRAC) of the shipyard and associated facilities and structures on the Island. With a Presidential approval and Congressional acceptance of the closure of the Naval Shipyard, the City of Vallejo established a Mare Island Futures Work Project in order to guide the closure and reuse planning. As part of the Futures Project, the Recreation, Open Space and Arts Resource Committee submitted a report in April 1994 to the City of Vallejo. The report summarized what local residents and community groups envisioned for future reuse of Mare Island. At that time an Open Space Subcommittee was formed as a segment of this group that then laid out the groundwork and ideas for the establishment of a regional park. See Figure 2.1, Island Context Map

The Open Space Subcommittee was a confluence of community effort to provide the Vallejo City Council with recommendations for reuse of the open space and park sites of the former Mare Island Naval Shipyard upon transfer to civilian use. The group favored allocating permanent open space and creating a regional park upon closure of the naval base for “conservation and advantageous use of recreational, scenic and ecological resources”. They proposed establishing an interim program for conversion of those lands into community assets. The suggestion was that the park should occupy 550 acres including the hill, the 9-hole golf course (9-holes at that time), the western magazines, parts of the dredge ponds, the Historic Naval Ammunition District and the southern shoreline.

Their findings stated that the Mare Island Hill be retained as open space with no structural improvements other than trails with seasonal access restrictions placed around sensitive habitats and wildlife such as an identified existing great blue heron rookery. The

Mare Island Regional Park Task force Report



Mare Island Regional Park Task force Report

group opposed privatizing the most attractive and valuable Carquinez Strait part of the shoreline, and urged that the area adjacent to the Mare Island Strait not be designated for residential uses. They believed that the residential classification would conflict with the public trust land use provisions of the State Lands Commission for that area. Also recommended was placement of an artist's colony in the area around Bldg A-1, and a conference center/retreat in the historic houses above on the hillside.

Based on many of the recommendations of the Sub-committee the City of Vallejo included a provision for a regional park in its 1994 Mare Island Final Reuse Plan. This designation for lands within the current park boundaries was adopted into the City General Plan in 1999 and the updated Specific Plan finalized in 2005. All three documents recognized the importance of protection of the historic and cultural resources.

As stated in the 2005 Mare Island Specific Plan, "the City of Vallejo recognizes that Mare Island's historic character as an irreplaceable asset in the reuse planning process. Economic development and historic preservation are inextricably intertwined in the vision for creating a dynamic future for Mare Island. Preservation of Mare Island's cultural resources is therefore an essential element of the Reuse Plan, which also supports and facilitates the achievement of the City's economic development goals."

In 2002 subsequent to the adoption of the Final Reuse Plan for Mare Island, the City of Vallejo entered into an agreement with the California State Lands Commission to exchange certain properties on Mare Island that were originally navigable waters and subject to the public trust, but due to having been filled for military purposes, were no longer in or near the waterways or suitable for public trust uses. In this agreement, the entire proposed regional park site is to be transferred to the State of California for ownership. Then, the City of Vallejo will be granted the land to manage on behalf of the people of California for public trust uses (See appendix 1 Public Trust Policies and Background).

2.2 Purpose of the Task Force and Task Force Report

The formation of the Taskforce was an outcome of the Vallejo City Council's decision in February 2003 to accept the withdrawal of a Liquefied Natural Gas (LNG) tanker terminal and a 1500 megawatt natural gas-fired power plant proposal to be located at the southern end of the island – roughly within an area identified for the future regional park site. Local and regional public outcry against the proposed power plant and LNG terminal led to a reaffirmation of the earlier vision of the 1994 Mare Island Reuse Plan. (The City council received approximately 11,000 signatures from residents of the Vallejo community who opposed the LNG project and favored the development of a regional park on this site).

Appointed through the City Council, and managed through the Economic Development Department's Mare Island Conversion Program with support from the City's Planning Department, the taskforce was created to guide the decision making process in the conversion of the Reuse Plan's Area Twelve into a regional park for the community. The first Taskforce session was held on April 23, 2003.

Mare Island Regional Park Task force Report

The taskforce met monthly and undertook numerous studies and investigations and then further specialized within sub-committees to focus on the specific topics of: Resources, Infrastructure and Funding. These subcommittees met on a regular basis. These subcommittees formulated their findings which then contributed to the drafting of this report.

The Taskforce's objective has been to continue the original intent of the Final Reuse Plan's designation of Area Twelve as a regional park. The purpose of this report is to outline a process and identify strategies towards realization of this commitment to establishing a regional park on Mare Island. This report identifies significant supporting features and existing structures within the park, provides a vision and sets guidelines for its development. The report outlines steps for development, funding mechanisms, management and maintenance for the publics' enjoyment and benefits from the abundant historic and natural resources.

2.3 Park Location and Description

Mare Island adjoins the western shore of the Napa River as it flows through the City of Vallejo. The island is also situated along the northeastern edge of the San Pablo Bay and approximately 28 miles northeast of San Francisco. Its southern face helps define the mouth of the Carquinez Strait, the gateway to Suisun Bay and the San Joaquin/Sacramento Delta. The island is located within the incorporated boundaries of the City of Vallejo. The 215 acre regional park site comprises the southern portion of the island. See Figure 2.2, Regional Location Map

The Mare Island Naval Shipyard had been in operation since 1854, the oldest United States naval base in the Pacific. It had been used to support the Navy's Pacific Squadron and during World War II it grew to become one of the world's largest ship construction and repair facilities with over 41,000 employees. Subsequently it was used as a specialized facility for the construction and repair of nuclear submarines. All shipyard work ended in 1996 and a transition plan was initiated to convert the use of the Island to civilian uses. When considering new uses for the southern end of the island, because of the significant scenic and historic resources, the best reuse purpose of this area was envisioned to be for the benefit of the public as a regional park.

2.4 Park Characterization

The 215-acre site comprises a rich mixture of historic, natural and scenic resources. The historic homes district, Navy Ammunition Depot (NAD), and cemetery protect some of the oldest and most significant cultural features on Mare Island. Just like the vistas gained from the park's highest points help put the north San Pablo Bay into a geographic context, the park site also contains important pieces of larger stories that help interpret the historical significance of Mare Island to the San Francisco Bay Area, the State of California and the entire country.

The natural habitats and scenic vistas found within the Park are also important resources. Calm inlets off the bay and surrounding salt marsh habitat protect rare plants and animals. On the bluffs, oak woodlands, coastal chaparral and grasslands attract and support a wide diversity of wildlife. The summit of the island offers unrestricted views of

the entire north Bay Area. The balance of the park site consists of the surrounding



shoreline and docks on the south, east and west of Mare Island. Large ammunition magazines tucked against the bluffs overlook flat service areas adjoining the docks.

2.4.1 Natural Setting

Mare Island is more accurately a peninsula today attached to the mainland by low-lying marshlands to the northwest. The significant geographic attribute of the island from an historic standpoint is that its surrounding waters are predominantly fresh water in contrast to the brackish waters of the lower San Pablo and San Francisco Bay. Thus when candidates for a Naval safe harbor and shipyard were under consideration in the early statehood period of California, Mare Island was selected because it provided both access to deeper navigable Bay waters but was also continuously flushed by fresh waters from the Napa and Sacramento/San Joaquin River Deltas – a feature that made the repairs and storage of vessels less problematic.

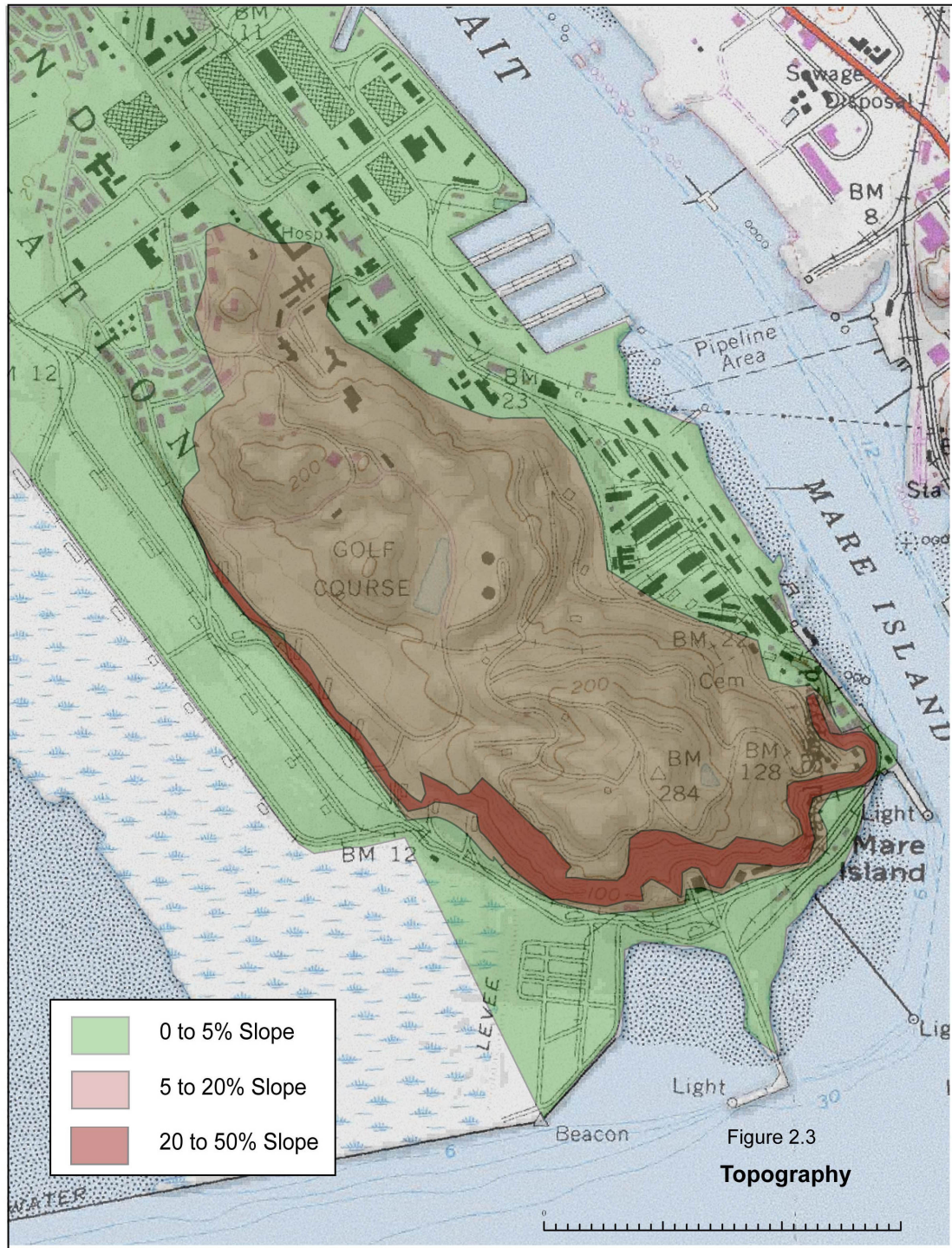
The present island configuration is much greater than the original island - the added lands were the result of numerous landfill activities over the 150 years of use and occupation. The original island was approximately 900 acres and was increased to around 5,600 acres as a result of the landfill and earthwork activities. The island is relatively flat with the majority of the fill lands on the north side situated near or at sea level. The regional park site includes much of the original elevated portion of the island. The remainder of this elevated portion is occupied by the Mare Island Golf Course, Touro University and the Captain's Row Mansion area. Island topography rises to a high point of 284 feet above sea level where a historic geodetic survey marker from 1852 remains at its highest point. This unique future park setting contains unexpectedly rugged topography of sandstone bluffs covered with native oak woodlands and coastal scrub along the face of the bluffs. See Figure 2.3 Topography.

2.4.2 Geology

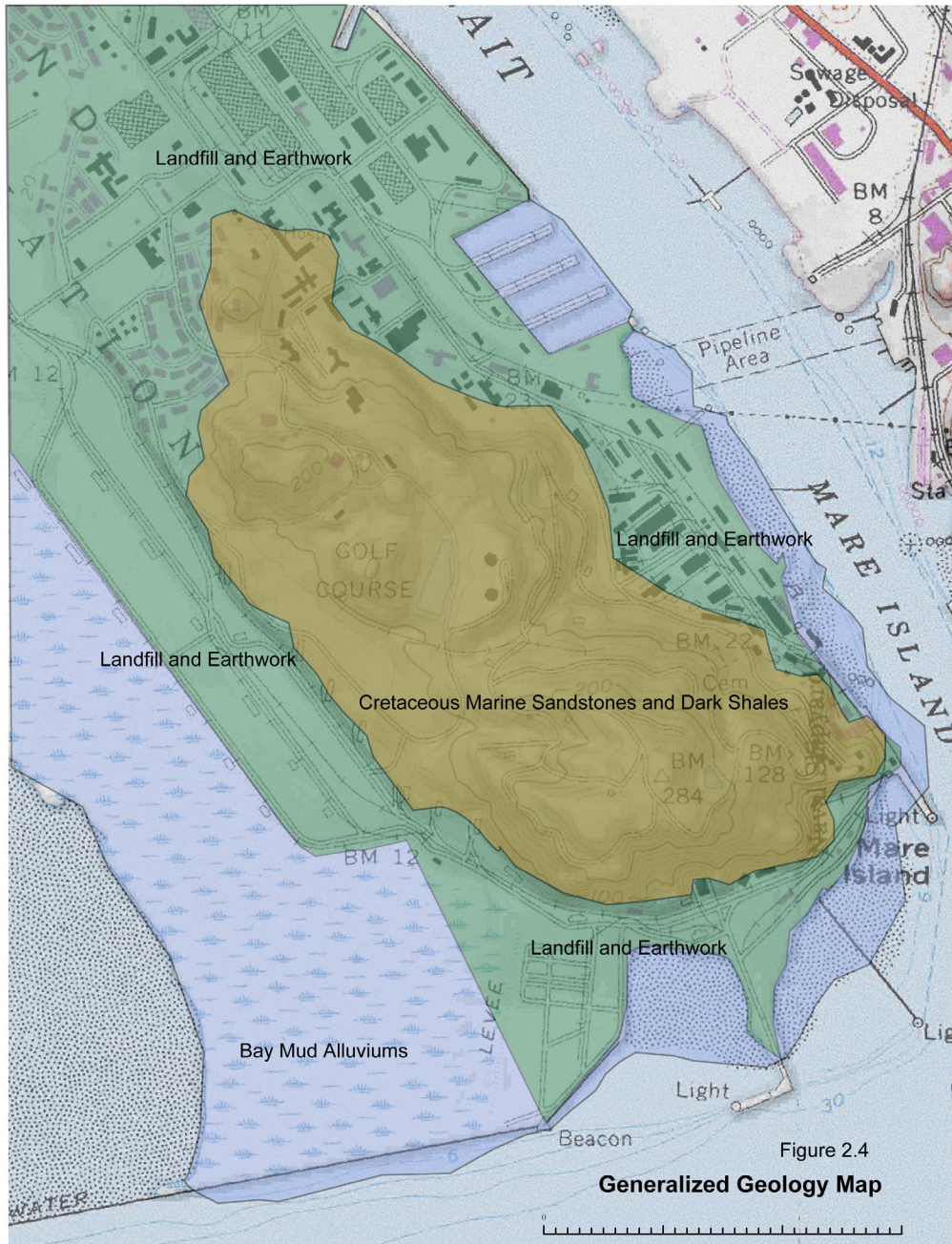
The Vallejo area is principally underlain by sedimentary materials associated with the "Great Valley Sequence". The island consists of a ridge of relatively soft bedrock materials comprised of Cretaceous marine sandstones and dark shales – especially evident within the regional park boundaries at the south end. The island is surrounded by unconsolidated and semi-unconsolidated alluviums and bay mud derivative of the Napa and the San Joaquin/Sacramento River deltas. Hardened sandstones form the bluffs along the park site's southern and western promontories. The topography of the park site is a blend of very shallowly etched natural drainage structures and the telltale signs of various earthworks by human endeavor that have been implemented over the past 150 years – especially around the periphery of the park site where landfills are the predominant landform. See Figure 2.4 Generalized Geology.

There are four potentially active seismic zones within a 50 mile radius of the park site each with the capability of being the source of an earthquake event; the Green Valley-Concord, the Hayward, the Calaveras-Franklin and the San Andreas Fault. It has been surmised that two splinters of the Franklin Fault border the island – one on each side of the island's western and eastern flanks. Earthquakes are a significant consideration particularly with the historic structures of the park site in combination with potential future public uses.

Mare Island Regional Park Task force Report



Mare Island Regional Park Task force Report



2.4.3 Hydrology

The park site and island as a whole are entirely isolated hydrologically from the adjoining mainland. The watersheds are relatively small and due to the island's topography, watersheds are divided into quadrants: northern, eastern, southern and western drainage areas. Because of the limited and seasonal precipitation, flowing streams are not present on the island. Groundwater beneath the park site is recharged by rainfall during the winter months and throughout the remainder of the year evaporation rates exceed precipitation. Because the island is surrounded by Bay waters with some fresh water flushing from the Delta and Napa River, underlying sediments of the filled areas are subject to a high water table with relatively high salinity levels. This can be a constraint for certain types of landscape plantings such as deep-rooting trees as well as for new structures and corrosion susceptible materials. Due to salt intrusion, there is only one potable well on Mare Island.

2.4.5 Climate

The Mare Island region is considered a Mediterranean climate characterized by cool wet winters and dry warm summers. There are however, significant microclimate factors attributable to the island's relative location with regard to the San Francisco Bay and the interior Sacramento Central Valley. Cool air and coastal fog are drawn inland through the Carquinez Straits – having the effect of dampening summer temperatures in the general vicinity relative to warmer more inland locations. The mean winter temperature remains above 32 degrees and the mean summer temperature is around 71 degrees. Average rainfall is around 17.5 inches with approximately 85% occurring between November and March. The coastal fog plays an important role in providing moisture to the island's vegetation. Prevailing winds are westerly while storm winds tend to be from the southwest.

One specific climate associated issue is the significant amount of land within the park site that is at or even below mean sea level. Although there has been much speculation about the immediacy of risk related to global warming, this issue is becoming a concern for agencies that have regulatory or jurisdictional responsibility for tide affected areas. The Bay Conservation and Development Commission (BCDC) has launched an advanced planning effort to determine risk potentials for the San Francisco Bay waters. A key implication of the global warming phenomena is its effect on sea water elevations and the adjoining land areas but there are also secondary impacts such as changes in the water chemical characteristics and then impacts on associated marine and terrestrial life.

The Commission supports Assembly Bill 1066 which will give the Commission the explicit authority to address the impacts of global warming, including sea level rise, in its planning activities.

1. Identify and report on the impacts of climate change on San Francisco Bay;
2. Identify strategies for adapting to climate change;
3. Identify the findings and policies in the San Francisco Bay Plan pertaining to climate change, such as the findings and policies on sea level rise, and update

Mare Island Regional Park Task force Report

- other relevant Bay Plan policies to incorporate new information about the impacts of climate change;
4. Develop a regional task force to inform and coordinate local governments, stakeholders, and land use planning bodies in the Bay area regarding the potential Bay-related impacts of and approaches for adapting to global climate change.



Mare Island Regional Park Task force Report

Sea level rise: Historical records show that sea level in San Francisco Bay has risen 18-20 cm (7 to 8 inches) over the past 150 years. The Intergovernmental Panel on Climate Change and the 2006 California Climate Action Team Report project that mean sea level will rise between 30 and 90 cm (12 and 36 inches) by the year 2100. Sea level rise models indicate that a 30 cm (11.8 inch) rise in sea level would shift the 100-year storm surge-induced flood event to once every 10 years. With each flood event, the Bay Area stands to lose valuable real estate, critical public infrastructure, and natural resources.

Two principal strategies that could be employed to address this issue according to the study are to avoid siting water sensitive structures and facilities in the at-risk elevations and/or to elevate all sensitive improvements to an approved elevation level.

2.4.5 Vegetation

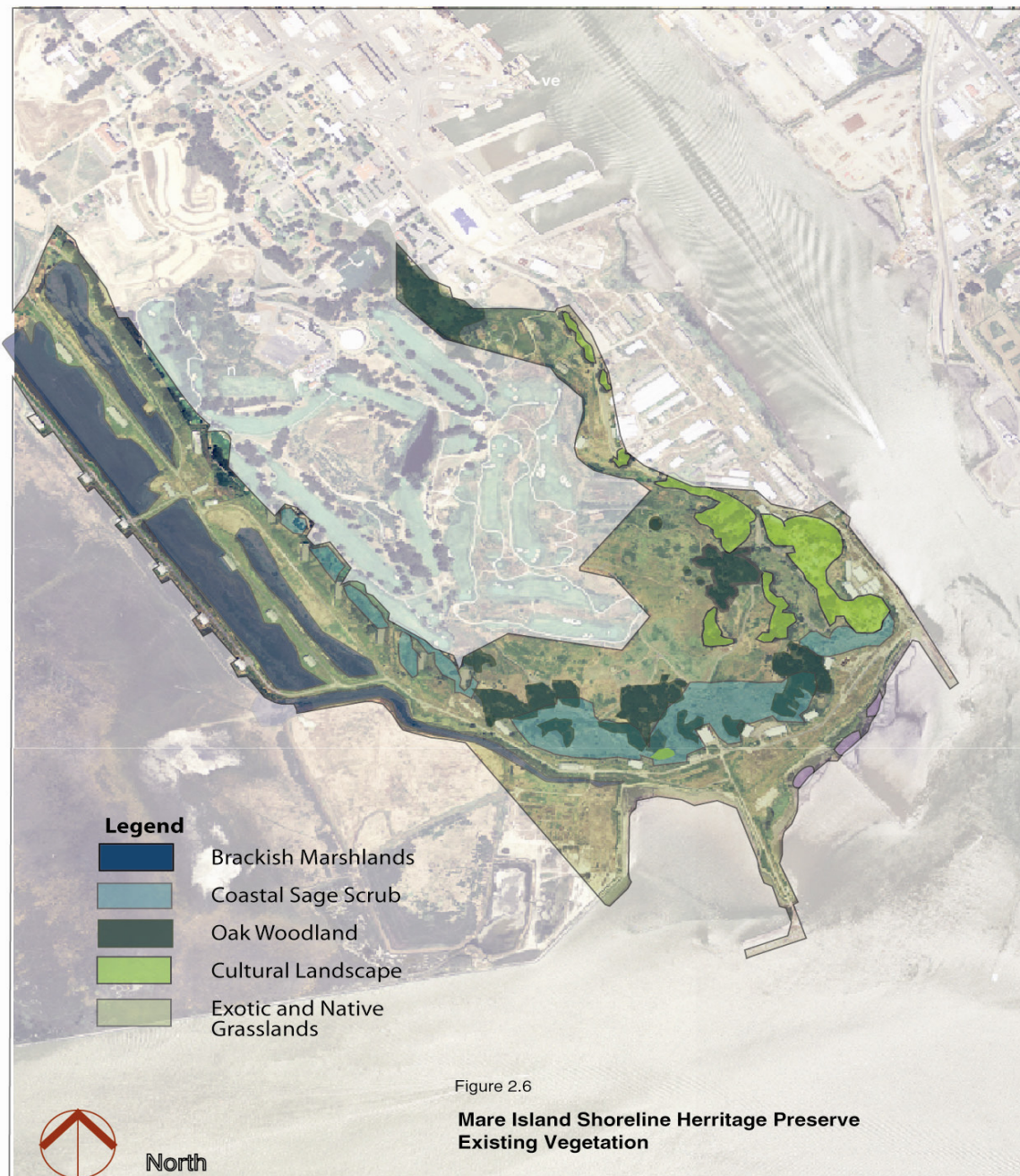
Island vegetation is dominated by introduced species as characterized by over 150 years of use and development. However, the park site portion of the Island contains the largest remnants of native species. Introduced species include ornamentals, European annual grasses and other invasive exotic species. Plant communities can be classified as urban, coastal scrub, oak woodland, perennial/annual grasslands, saline emergent wetlands, and estuarine. All of the vegetation habitat categories are considered significant. Both estuarine and saline emergent habitats harbor listed or endangered flora and fauna species. The remaining stands of native plant communities are considered important because they constitute remnants of the pre-shipyards habitat and thus are critical to the survival of any of the associated native fauna species. Additionally, because of its setting as an island there is the necessary assumption that there may be yet unidentified endemic species present since isolation of genetic stock is a primary factor in speciation. The urban habitat is also thought of as significant because it is considered a major expression of the cultural landscape. The gardens and imported ornamentals are an important part of the historical context of the Park and island and reflect over 150 years of selective planting and horticultural practices. See Figures 2.6 Vegetation and 2.7 Invasive Plant Species.

In the brackish marshes along the perimeter of the southern portion of the Island the dominant species are salt grass (*Spartina foliosa*) and pickleweed, (*Salicornia virginica*). Also along the southern shoreline and portions of the eastern shore there are occurrences of a State of California listed species. Mason's lilaeopsis is a minute, turf-forming, perennial plant in the carrot family (Apiaceae). It spreads by rhizomes and produces narrow, jointed leaves. This species is semi-aquatic and is usually found on saturated clay soils that are regularly inundated by waves and tidal action. Its known distribution extends from the margins of the Napa River in Napa County, east to the channels and sloughs of the Sacramento-San Joaquin Delta in Contra Costa, Solano, Sacramento, Yolo, and San Joaquin counties.

Currently, approximately 130 occurrences of Mason's lilaeopsis are recorded, some as small as one square foot, and although the California Department of Fish and Game (DFG) does not know how many of these plants still exist. Continuing threats include levee maintenance and construction, dredging and dumping of spoils, recreation, erosion

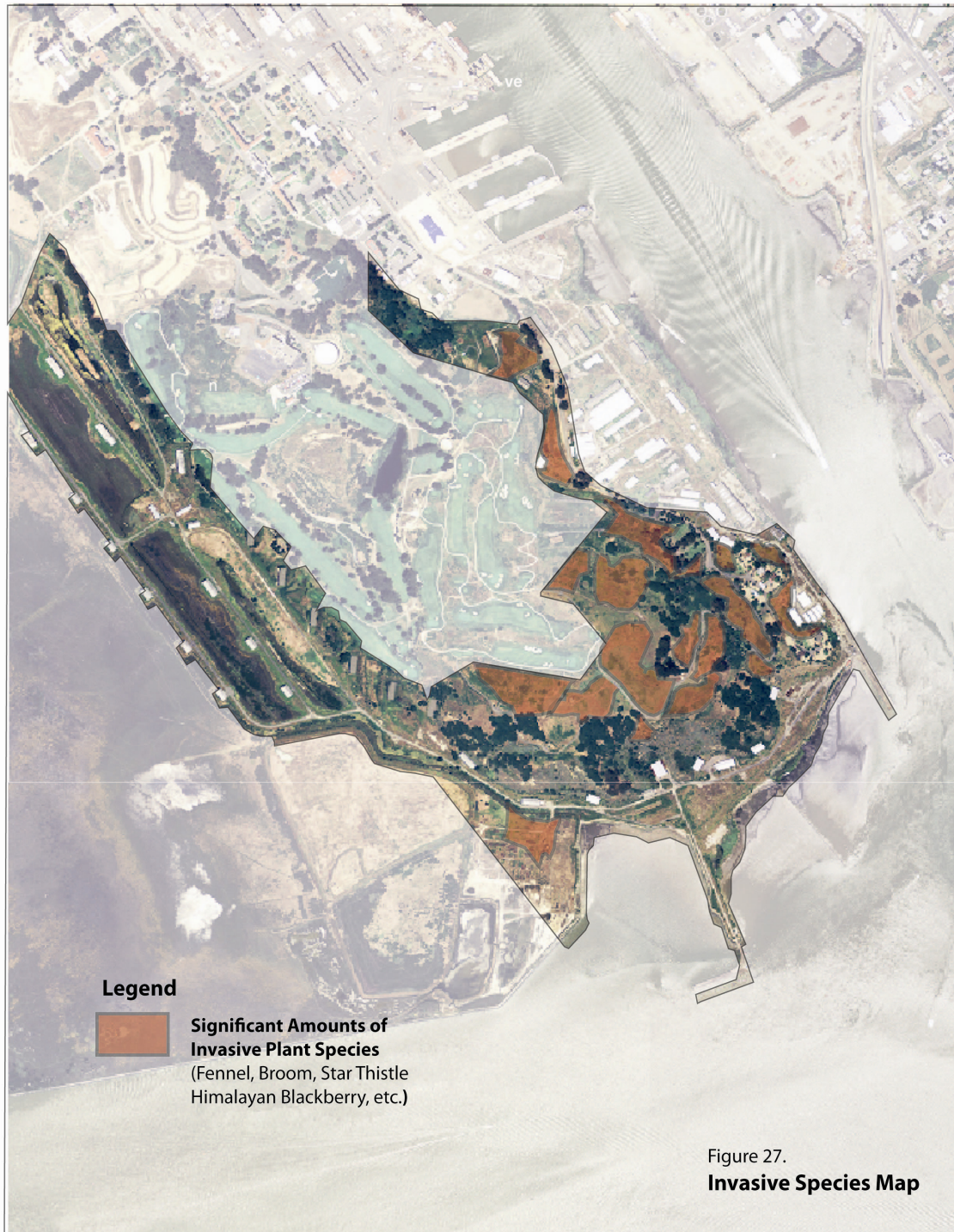
Mare Island Regional Park Task force Report

and, potentially, changes in water quality. Much of the habitat range of this species occurs on private property. The identified occurrence of this species presents several important issues for the regional park. First, it must be determined whether there are viable populations of this species remaining. The Navy overlaid a conservation easement that runs with the title to the land on a portion of the shoreline to protect the habitat. If populations do still exist, a strategy to protect the remaining population should be devised. It should be determined whether, given current conditions, restoration is a feasible option. Finally, measures that could create safer conditions for public access by reducing risk of exposure to munitions such as contouring the existing shoreline with rip-rap could be detrimental to *lilaeopsis* habitat.



2.4.6 Wildlife and Habitat

Fauna present on the island reflect the existing habitat types. As the eastern terminus of the 73 square mile Napa Marsh that encompasses a blend of saline emergent wetlands, estuarine, sloughs, rivers and agricultural lands, this area provides habitat to a wide variety of birds, mammals and reptiles and amphibians. Species of concern or listed as endangered species include the California clapper rail (*Rallus longirotris obsoletus*). Other species unique to this setting include the light-footed rail (*Rallus longirotris*



Mare Island Regional Park Task force Report

levipes), California black rail, (*Laterallus jamaicensis coturnulus*), salt marsh yellow throat (*Geothlypis trichas sinuosa*), Belding's savannah sparrow (*Passerculus sandwichensis beldingi*) and three sub-species of the song sparrow. Signature species that forage, nest and find shelter in these habitats include egrets, herons, ducks, ospreys, hawks, Virginia rail, coots, shorebirds, swallows, marsh wren, and terns and pelicans. Game species that have been observed on the island include pheasant, wild turkey and mourning dove. Characteristic mammals include shrews, bats, and mice. The salt marsh harvest mouse (*Reithrodontomys raviventris halicoetes*) is another listed species associated with this habitat group.

Other mammals that use or visit the emergent saline wetland habitat include raccoon, river otter, harbor seal and skunk. In general, this habitat is highly productive and provides for the reproduction, feeding, resting and shelter for many species of mammals and birds.

The other upland habitats harbor a diversity of avian, mammal, reptile and amphibian species. Groves of eucalyptus at the northern reach of the park site are known to provide roost for migrating monarch butterflies. Mammals associated with upland habitat areas including urban, coastal bluff, oak woodland, and perennial grasslands include opossum, broad-footed mole, Yuma Myotis (bat), long-eared myotis, fringed myotis, California myotis, big brown bats, red bats, hoary bats, pallid bats, Townsend's big-eared bats, Mexican free-tailed bats, and California mastiff bats. Additional mammals include black-tailed jack rabbits, western gray squirrel, California ground squirrel, Botta's pocket gopher, deer mice, California Voles, San Francisco dusky footed woodrat, black rat, Norway rat, house mice, gray fox, red fox, coyote, raccoon, long-tailed weasel, striped skunk and feral cats.

Reptile species include the western fence lizard (*Sceloporus occidentalis*), southern alligator lizard (*Gerrhonotus multicarinatus*), northern alligator lizard (*Gerrhonotus coeruleus*), coast horned lizard (*Phrynosoma coronatu*), common kingsnake (*Lampropeltis getulus*), gopher snake (*Pituophis catenifer*), ringneck snake (*Diadophis punctatus*), racer (*Coluber constrictor*), rubber boa (*Charina bottae*), western rattlesnake (*Crotalus viridis*), coast garter snake (*Thamnophis elegans terrestris*), and sharp-tailed snake (*Contia tenuis*). The western rattlesnake has been known to nest on the south side of the island (Lemmon and Wichels, 1977) and likely feeds upon small mammals and amphibians in adjacent upper marsh areas. Amphibian species likely to occur in the upland habitat include the aboreal salamander (*Aneides lugubris*), California slender salamander (*Batrachoseps attenuatus*), western skink (*Eumeces skiltonianus*), Pacific treefrog (*Pseudacris regilla*) California newt (*Taricha torosa*), and western toad (*Bufo boreas*).

Because Mare Island has been a true island for a significant period of time up until the recent historic period, caution is suggested regarding disturbances of the native flora and fauna. Isolation and separation as with conditions found on an island are key factors associated with speciation. The formation of two or more species often requires geographical isolation of subpopulations of the species. Only then can natural selection or perhaps genetic drift produce distinctive gene pools. This is known as allopatric

speciation. It is reasonable to assume that there may be yet unidentified unique species or sub-species of native flora and fauna.

2.4.7 Historical, Cultural and Archeological Features

Because of Mare Island's unique geographic setting combined with nearly 150 years of use and occupation by the United States Navy, the Island and more specifically the park site portion of the Island must be thought of as an extremely important collection of historic and archeological resources. The climate, topography, abundant resources and raw materials would have made the area extremely attractive for pre-European (prehistoric) habitation and exploitation. The juxtaposition of bay, marshlands, riverine, grasslands and oak woodland would have provided a great diversity of game, fish, shellfish, bulbs, seeds, acorns and other vegetative resources. Economic goods such as lithic materials, hides, feathers, and shells were abundant as well.

Mare Island is within the southwest edge of what is considered traditional Patwin /southern Wintuan territory. The greater northern reaches of the San Pablo Bay was occupied by numerous groups in addition to the Patwin including the Coast Miwok, Weep, Miwok, and Costanoan. The geographic extent of Patwin peoples included three regions, the flat open grasslands along the eastern side of Napa, Solano and Yolo Counties, both sides of the Sacramento River and the lower hills of the eastern Coast Range Mountains. Subsistence by Patwin peoples included heavy reliance on fishing but also was augmented by a broad diversity of food types from hunting, acorn and other vegetative food stuffs. Nets were used to catch river fish such as salmon, sturgeon, perch, sucker, pike, trout, and steelhead. Shellfish also was a significant option among their repertoire of food sources.

The most probable prehistoric sites are found within the non-landfill portions of the island and follow the original margin of land area to bay waters (a large part of which sits within the park site boundaries). Much of this area has been severely disturbed by subsequent activities and development associated with the Naval Base but it is safe to assume that any portion of the elevated parts of the park site may still contain archeological resources.

Historic uses began with the pre-statehood period – a recorded description of the Island was made by Don Jose Canizares, who described a low lying island just above the waters edge and thus named it "Isla Plana" or "Flat Island" subsequently renamed "La Isla de la Yegua" "Island of the Mare". The island was granted to Victor Castro for grazing purposes. At the end of the Mexican American War and with the ceding of Alta California to the United States, the U.S Navy began its plan for establishing a permanent base of operations and dry dock on the west coast. U.S. Naval Commander David Farragut arrived and launched the nation's first Pacific naval installation. The Navy contracted with a private company to build a floating dry dock. In 1852, the Pacific dry dock was named the Mare Island Navy Yard by an Act of Congress.

As one of the terms of condition when California joined the Union several years earlier, state advocates wished to retain California's sovereign lands adjacent to and including its

Mare Island Regional Park Task force Report

navigable waterways. This land trust condition was agreed upon by all parties when Mare Island was purchased in 1853 by the U.S. government.

Congress subsequently appropriated the necessary funds to implement development of the Mare Island Shipyard and in 1854 construction of a dry dock and buildings began. It was at this time that Commander David Farragut was given command of the nascent base. In 1856, the magazine area of the park site was selected for storing explosives and in 1857 the first of the stone magazines was completed.

Mare Island and particularly the park portion constitute a relatively small geographic area but contain remnants of over 140 years of use. Because of this long period of use, the history of the base and the park site are better understood in the context of American military history in the Pacific since the 1850s rather than an unbroken chain of events. Six periods accentuate this relationship: 1854 to 1865, the base's founding through the Civil War; 1866 to 1897, from the Civil War to the Spanish American War; 1898 to 1918, from the Spanish American War through World War I; 1919 to 1938, the period between the world wars; 1939 to 1945, World War II; 1946 through 1995, the Cold War era through to Base closure. Also, the island was subject to specialized uses from its most early period with the park site assuming very specific roles including ammunition storage, defense batteries and navigational aides – all associated with the area known as the Naval Ammunition Depot Area.

National Heritage Values: The majority of lands within the park site are located within the designated Mare Island National Register Historic District. The National Register of Historic Places is the country's official list of historic resources recognized as significant in American culture and history. Administered by the National Park Service of the U.S. Department of the Interior, the National Register identifies significant concentrations of historic buildings, structures, sites or objects united historically or aesthetically by plan or physical development. This designation assists with their preservation. The Mare Island Historic District encompasses portions of the shipyard that represents the evolution of the naval community over a period of time. A total of 502 buildings and structures are listed as Contributing Resources in the National Register of Historic Places (NRHP) Registration Form. The buildings and structures are varied and diverse, in both function and importance.

Although the park site constitutes only a portion of the designated Mare Island Historic District, many of the Contributing Resources found within the park site are especially significant because they represent some of the earliest known structures and buildings on the Island and thus represent distinct features among the array of historic resources. The long history of the Mare Island Historic District has led to a wide architectural and functional diversity, within a unified framework of military planning.

The Mare Island Historic District is significant at the national level under National Register Criteria:

- A (Events),
- C (Architecture), and,
- D (Information Potential).

Mare Island Regional Park Task force Report

Contributing Resources are any buildings, structures, sites or objects that meet three criteria: (1) exists within the district boundaries; (2) was built during the period of significance; and (3) retains integrity.

As the oldest shipyard on the Pacific Coast of the United States, Mare Island has played a significant role in naval history and military defense during the Civil War, Spanish-American War, and World Wars I and II, and therefore fulfills Criterion A. Criterion C makes reference to the District's architectural and engineering diversity, as well as to its significance as an example of development and construction from five defined time periods. The Historic District is significant under Criterion D for the subsurface deposits, which contain information from the Mare Island Naval Shipyard's early history. The cemetery, the oldest Navy cemetery on the West Coast, also fulfills Criteria Consideration D.

National Historic Landmark: Mare Island is designated as a National Historic Landmark. A National Historic Landmark designation is the highest ranking designation for historic resources and is determined by the Secretary of the Interior. The purpose of creating national landmarks is to observe and protect especially noteworthy places in American history and culture. There are over 2,400 National Historic Landmarks, which are automatically listed in the National Register of Historic Places. The recognition of Mare Island as a National Historic Landmark is not only for its U.S. military history but for its contributions to the maritime history of the country. The statement of significance as described in the National Park Service National Historic Landmark Program is as follows:

Established in 1854 as the U.S. Navy's first permanent installation on the Pacific Coast, Mare Island illustrates the Nation's effort to extend its naval power into the Pacific Ocean. The first U.S. Warship (1859) and first dry-dock (1872-91) constructed on the West Coast were built here. The shipyard has been associated with military affairs, development of industrial design, and persons significant in U.S. maritime history beginning with David Farragut through World War II leaders.

3.0 Vision, Mission, Purpose and Goals

3.1 Vision

A vision describes the physical outcome of an action or series of actions. In the future envisioned by this Taskforce Report, the people of the state, the region and the City of Vallejo will enjoy the benefits from following through with the concept of a regional park first initiated by the Open Space Committee of the City's Reuse Plan for Mare Island. The Taskforce has embellished this concept of a park to include the following guiding principles that provide a focus for its vision of the park:

- The park enriches the lives of local residents, and visitors from all around the Bay Area, California, nationally and globally as it is viewed as a place of destination, commemoration, recreation, and reflection for generations to come.
- The park preserves and helps explain Mare Island's Naval Ammunitions Depot National Register Historic District and other significant historic landmarks and features within its boundary.
- The park protects the natural setting, habitats, and extraordinary vistas of the Mare Island hill, bluffs and southern shoreline areas and contributes to bio-regional connectivity for the waterways, flyways and terrestrial lands of the greater Bay Area.
- The park promotes and aids an understanding of our military history and specifically our nation's naval defense heritage by providing the actual historic artifacts combined with an interpretive story that encompasses the diverse multi-cultural voices and viewpoints of our collective rich heritage.
- The park is managed responsibly and truly respects Mare Island's treasured historical, ecological, cultural, geological and archeological attributes, integrating a spirit of collaborative and thoughtful planning and management.
- The park management incorporates creative revenue mechanisms to support improvements as needed, and for on-going operations and maintenance.
- The park serves as a venue for the local community and accommodates celebrations and events that are associated with its historic, natural and scenic resources and by its attraction also helps energize the local economy.

A single vision statement for the Regional Park that encompasses the intent of the Taskforce Guiding Principals can be stated as:

Visitors to the Mare Island Regional Park will enjoy a rejuvenating respite in an open space environment. Visitors will experience the environment directly and through various interpretive features that will characterize and explain both the natural resources as well as recall the historical events of the site and the region. Educational programs, activities and events will appeal to the interests of a diverse range of visitors – from the local to the global community, will be varied in style

and scope, and will emphasize the natural features and the rich historic and cultural heritage associated with its nearly 150 years of military and civilian uses. In providing and protecting these important and scenic resources for the public, the park will become a place of pride for the City of Vallejo and directly and indirectly contribute to its economy, as well as to that of the region and the state.

3.2 Mission

The mission of the Mare Island Regional Park is to serve as a unique destination for the American public. The Regional Park encompasses a variety of natural, cultural, historical/heritage, educational, recreational, and archeological resources and the mission is to preserve and protect these important resources while also making them available for the public. Visitors to the Regional Park will have the opportunity to gain a broader understanding of the site's important historical resources such as the Naval Ammunition Depot and their place in American history, and to experience the scenic beauty and natural treasures of this unique and spectacular place.

3.3 Purpose of the Park

The purpose of the Mare Island Regional Park is to provide for passive/mixed uses. The park is envisioned as serving multiple and integrated purposes including historical preservation and interpretation, conservation and protection of unique habitats, as well as the interpretation and protection of special archeological and cultural resources. The park as a preserve has many different functions. Besides its role as a safe keeper for its important cultural, historic and natural resources, it is also an extraordinary open space with its stellar natural beauty and unequalled vistas of San Pablo Bay, the Carquinez Strait, the Mare Island Strait, Mt. Tamalpais, Mt. Diablo, the Coast Range, the East Bay Hills and the Sonoma and Napa Valleys.

The regional context is another important facet of the Park's purpose. Solano County is one of the fastest growing counties in the Bay Area. A regional park will provide open land and respite from existing and future urban development and thus allow permanent open vistas and tranquil places to support quality of life values as critically needed open space in the context of rapid population growth.

Because the Park is located entirely on land granted for public trust uses to the City of Vallejo by the California State Lands Commission, the Park will be operated in a way that ensures that it is a place where all of the people of California may find enjoyment for all public trust uses suitable for this location including water-related uses and habitat preservation and restoration.

3.4 Goals

The following are specific goals for the park that are both derivative from the park's purpose and explanatory of how the park should be developed and managed:

- **Preserve and revitalize the Navy's ordnance manufacturing area:** Mare Island Naval Shipyard played an important role in the US military history of the region. The Taskforce believes that revitalization and interpretation of the

Mare Island Regional Park Task force Report

Naval Ammunition Depot is critical to creating an attraction of economic value and as a potential national destination.

- **Preserve open space and protect natural resources by ensuring compatible public uses:** An equally important goal is to preserve open space and protect natural habitats by implementing low impact recreational uses balanced with enhancement of natural resources for future generations to enjoy.
- **Establish creative mechanisms for funding to refurbish and maintain the park.** Special funding mechanisms using a variety of approaches are essential for capital improvements and long-term operations and maintenance. When the former military base closed and was slated for transfer to the City of Vallejo, a commitment by elected leaders was made to the community that Mare Island would not impact the existing general fund of the City. To ensure adequate City services for the Island, special assessment districts have been set up. One of the ways to provide long term and reliable funding for the regional park as Mare Island is further developed is to include funding for maintenance and operations of the park in the comprehensive Island-wide assessments.
- **Focus on educational values and outreach:** Ensure that the park includes an educational perspective and targeted outreach such as enabled by an interpretive exhibition center linked to the local school districts that can highlight the extraordinary natural attributes and the historic legacy of Mare Island and its associated values.
- **Achieve community-base stewardship through public involvement and volunteerism.** The intent is to strive for community based involvement and volunteerism by collaborating with local groups, residents, and businesses. This goal is integral to the success of this project.
- **Seek support and assistance through selective partnerships and focused consultant services:** It is necessary to seek the technical assistance of consultants and to partner with major stakeholders like the developers of adjacent properties and the master developers for Mare Island.
- **Educate the public regarding inherent risks:** Provide safety education about the presence of munitions on portions of the park site as well as other sites on Mare Island to reduce the risk of the public's exposure. Public information should also include safety warnings about other park site features including hazardous slopes, venomous snakes, ticks and toxic plants.

4.0 The Preserve Concept: The Physical Plan

As an interim document this Taskforce report describes the Mare Island Regional Park in terms of desired uses and specific areas to accommodate those uses. It also describes overall elements that may be found throughout the entire park area that are intended to help in establishing identity and reinforce cohesion among the different portions of the park. Defining the park concept is important in conveying the intent and purposes of the park and especially as applicable to the initial (Phase One) recommended actions as described in the Implementation Section of this report.

A considerable amount of thought has been given by the Taskforce members regarding the quality of the resources, the extent of required environmental clean up needed as associated with ordnance removal and other hazardous materials, the level of sensitivity of specific portions of the park and the degree of immediate readiness for public use of the different areas, structures and buildings. As a result of this careful review and assessment of the park resource areas, distinct planning Sub-areas were identified that have unique attributes, limitations and that may have implications with regards to distinct phasing options. These assessments should be thought of as preparation for recommended immediate actions but still preliminary and in anticipation of a more comprehensively prepared master plan that will enable the full implementation of the regional park.

4.1 Park Concept Components and Organization

This Section describes the physical plan including existing facilities and uses as well as future envisioned facilities and uses. There are four parts to regional park concept plan:

1. Defining park image: This includes determining an appropriate name for the park and outlining the probable and desired audiences that might wish to visit the park.
2. Park organization: This is a characterization of the management sub-areas of the park. The sub-areas assist in providing structure and rationale for the distribution of the plan components and uses including public access and recreation, historical and cultural preservation and interpretation, natural resource/habitat related programs, and security/safety management.
3. Plan uses: A range of potential uses for the park are discussed as characterized by use classification categories. These uses pertain to the various management purposes of the park.
4. Overall park elements: Overall park elements include the features of functionality, identity, design, image and security that apply to the entire park area.

4.1.1 Naming the Regional Park

The Taskforce has chosen a name for the regional park. This was a decision that was given considerable thought. The name is part of the park's branding. A name acts as a symbol and is a way of identifying a location and the many attributes that embody a very

Mare Island Regional Park Task force Report

special place. It was viewed that historical significance is one of the dominant characteristics of the site as well as the area's natural beauty (There was some discussion of a maritime theme, but the Taskforce concluded that the maritime image was not the primary theme of the park, although the linkage is undeniable). Also, embedded in its name is the thought of expanding the recognition of the park beyond its local identity to potentially reflect a national or worldwide presence. Consideration was given to incorporating the title "Ammunition Depot" as the name or part of the name for the park because of that resource's historic significance. But the historic resources contained within the park area are more diverse and tell a much bigger story than just the munitions storage handling area and the park values are broader than just its historic remnants as well. It was also thought important to avoid certain descriptive references to "historic and park" as a part of its name, in order to prevent the park from being confused with the existing non-profit group, the "Mare Island Historic Park Foundation" currently located on Mare Island. Therefore, the Taskforce presents the following name for this important resource area:

MARE ISLAND SHORELINE HERITAGE PRESERVE

The proposed name also keeps the description of the park flexible and sufficiently generic in case there are future changes in terms of the park's role such as with a "national" rather than "regional" park designation for example. From here forward, the report refers to the regional park as the Mare Island Shoreline Heritage Preserve or simply The Preserve.

4.1.2 Target Audiences

In formulating the range of public serving amenities and facilities for The Preserve, an important step is in identifying the intended and probable audiences that may wish to visit The Preserve. This is also useful for determining the range of visitor amenities and facilities to consider, the scale of these amenities in terms of how many visitors might be drawn to The Preserve at a given time and then what special considerations might be required in order to optimize conditions for those particular visitors. The following are the principal interest groups that have been identified by the Taskforce as the most likely audiences drawn to The Preserve and therefore the target audiences for determining the types of public uses and facilities on The Preserve.

People of California: Most importantly, The Preserve must be developed as a resource that will serve all of the people of California. The land on which The Preserve is located, is owned by the State of California and administered on behalf of the people of California by the California State Lands Commission, through which the land has been granted to the City of Vallejo to be managed for Public Trust purposes. Uses therefore, must be attractive to, accessible to and accommodate all Californians. For this reason, water-oriented uses are recommended including fishing, boating and pier access, as well as accommodating overnight uses at some point in the future such as camping, hostel or bed and breakfast type uses. Visitor services and facilities that provide for public access and uses that will enhance the public's enjoyment of these commonly shared resources are also desired. Implicit in these uses is the right to access the water to engage in water recreation. Additionally, the obligation to the Public Trust includes the preservation of

Mare Island Regional Park Task force Report

lands in their natural state or restored, in order to protect scenic and wildlife habitat values.

Local & Regional Residents: The Preserve must be developed in a manner that enables the resource to be available to the local community as a resource, retreat and destination. This accommodates the public with the true meaning of recreation: a place for inspiration, enjoyment and rejuvenation. This function can have many different ways by which it can be accomplished. Basic day-use, shore access, shore fishing, nature appreciation and historic sight-seeing activities can be augmented with the linkage of The Preserve with the local schools such as in conjunction with their California history programs. This linkage could provide enormous benefits to the existing historical curricula offered in the local schools. Serving this audience however would require the development of a historical interpretive component that is specifically targeted to the school curricula.

Heritage Tourism: The Preserve as repository of the Naval Ammunition Depot Historic District (NAD), cemetery and lighthouse site among other important historic resources has immense potential for attracting visitors with expandable opportunities such as with the creation of a “living history” component. Heritage tourism and more specifically living history programs take considerable investment in terms of organization, labor and funding. However, the range of potential programs for the Preserve is vast with over 150 years of history and events to draw upon. Examples of living history include the creation of a museum at the Gunner’s House, the oldest residential structure on Mare Island, or the refurbishing of one of many other suitable buildings located within the Preserve. Analogous to the State’s Railroad Museum, the Naval Ammunitions Depot provides a rich array of material for living history type interpretation. The concept of a “bomb” museum is a specific point of interest that has considerable interest from the Navy and other parties.

This historic emphasis could feature a well-interpreted cemetery, audio recordings by people recalling their experiences about the Naval Ammunition Depot and its other functions and the Naval Shipyard, and art, photo and artifact exhibitions in conjunction with the Vallejo Naval Museum and other Mare Island historic interests. Sutter’s Fort, Gold country, Civil War re-enactments, or the Tenement Museum and Ellis Island in New York City that offer guided tours of immigrant life from the past are good examples of similar successful interpretive programs. Another living history feature could include a resident white mare “yegua” in the vicinity of the Spirit Ship Sculpture that could also serve as a means of managing invasive weeds in that area.

Veterans & Prior Shipyard Community: The site played a key part in the Navy’s history in the Pacific military theater. The contribution of veterans to the war efforts could be featured throughout The Preserve through interpretive media. In its peak period there were over 41,000 people working at the Shipyard suggesting a vast population including descendents with personal histories associated with the Island. With the national cemetery containing the graves of young sailors who died serving the country such as those who died in an explosion and resulting fire aboard the USS Boston in 1876, to the Victory Gardens growing at the ordnance personnel’s housing during WWII, veterans and prior Naval Ammunition Depot and Shipyard workers will find a place

Mare Island Regional Park Task force Report

which will honor their service to this country. The opening of The Preserve will offer a vibrant and very visible, meaningful way for the American public to learn about and show its gratitude and pay its respects to veterans and laborers who worked at the facilities on the Island. The Cemetery site offers an ideal venue to focus this specific interest category and the enhanced interpretation of that resource could significantly augment this capability. This interpretive program component is an essential part of the implementation of The Preserve regardless.

A profound connection to The Preserve that indelibly leaves its mark on our entire Country is the role that the Island's Naval Ammunition Depot served in relationship to the ship ammunition loading that occurred at the Port Chicago facility – now known as The Concord Naval Weapons Station. The Mare Island NAD was the command post for Port Chicago during the time when a massive explosion occurred that killed 320 military and civilian personnel and the subsequent mutiny involving over 258 African American sailors. These tragic events unleashed a watershed of issues for the Navy and subsequently the entire U.S. Armed Forces. Until the Port Chicago incident, minorities and especially African Americans were relegated to menial tasks and were not even allowed as crew members to ships. Subsequent policy changes following this incident led to the full integration of our Armed Forces. Mare Island and the Barracks where the African American sailors were housed across the Strait in Vallejo were at the epicenter for these historic events. Already, National Parks is working on a linked historical interpretive program that ties these sites with the Port Chicago Naval Magazine National Memorial site and the Rosie the Riveter World War II Home Front National Historical Park located in Richmond, CA.

Nature Tourism/Birding: The Flyway Festival held annually on the Island demonstrates the appeal of this type of nature related tourism in general and then in particular the alignment between nature interests and historical interests by the attendees to that festival. An informal survey was conducted at the 2007 Festival and although the results are anecdotal, they do reveal a strong interest in both the natural and historic resources on the Island and Preserve by those who responded to the survey. Nature tourism opportunities could be accentuated with the placement of viewing stations and blinds designed for wildlife viewing. Sensitivity of the wildlife must be taken into consideration in the placement of these types of amenities but there are ample examples of successful facilities such as the Audubon Canyon Ranch in Marin County. Adaptive management practices such as with selective closures of certain areas such as for nesting periods of resident wildlife, is critical to the successful integration of nature tourism activities.

Linking with Existing Tour Audiences such as the Napa/Sonoma Wine Tours or Bay Area Points of Interest Tours: Other possible audiences include the various existing tour activities related to the greater Bay Area tourism market. Accommodating these audiences will involve adding The Preserve and Mare Island's Historic Districts as venues and points of interest for the larger Bay Area including the Golden Gate National Recreation Area resources. This could be thought of as a driving/bus tour or potentially as a boat tour as with boat tours that already serve various points of interest such as Alcatraz and Angel Island located along the waterways of the Bay. Similarly, visitors on the Napa/Sonoma Wine Country tours could be attracted to The Preserve once the

Mare Island Regional Park Task force Report

infrastructure is in place to accommodate them and targeted marketing was directed to this group.

Event Audiences: There is a wide range of potential event type uses as demonstrated by the Flyway Festival and the Naval Ammunition Depot 150th Anniversary Commemorative Celebration that could occur on portions of The Preserve. The range could include nature oriented events, historical focused events, painting, photography, storytelling and other arts events, runner/race events, fishing/boating events or even astronomical events. The key consideration for event uses is the need for infrastructure related to larger numbers of people and specifically the means to handle the traffic that typically comes with the event.

4.1.3 Relationship to Other Recreational Amenities on Mare Island and Within the Greater Region

The Mare Island Shoreline Heritage Preserve will serve as a stand-alone destination for local, regional, state and national visitors. However, it also has the potential for augmenting and enhancing other historical, natural and recreational amenities located on Mare Island into a total “Mare Island experience”. The historic drydocks district, officer’s row, chapel, golf course, Mare Island Museum, and the proposed Mare Island San Pablo Bay Trail are just a few examples of potential visitor amenities that should be integrated into an island-wide recreation and tourism plan. Consideration should be given to connecting Preserve walking and biking paths with other island paths, creating comprehensive directional road and trail signs, and producing island-wide maps and promotional materials to enrich the experience for everyone

The Preserve and Mare Island in general also have the opportunity to partner with other regional tourism destinations and parks to co-promote each other’s attractions. Creating military history tours linking Mare Island with Angel Island State Park, The Presidio, Fort Baker, Treasure Island, and a number of other military bases scattered around the greater Bay Area would be a natural partnership. Already the National Park Service is contemplating such a tour that could either be on a auto or boat based tour since all of the resources are on the water’s edge. The relationship between the Mare Island Naval Ammunition Depot and the Concord Naval Weapons Station (Port Chicago) facility is an excellent example of multiple resource areas with a common thread of history and importance. Other destinations that could be included on such a tour include the Rosie the Riveter/World War II Home Front National Historical Park and the Benicia Historical Museum that shares a similar sandstone magazine structure built by the same stone mason, as well as other miscellaneous destinations of interest scattered around the North Bay. The nearby ferry terminal makes it relatively easy to develop military history itineraries for guests who wish to visit the Presidio and Angel Island. San Pablo Bay natural history and wildlife itineraries could be developed with the San Pablo Bay National Wildlife Refuge, China Camp State Park and Point Pinole Regional Park. The potential partnerships are as diverse as the amenities found within The Preserve, itself.

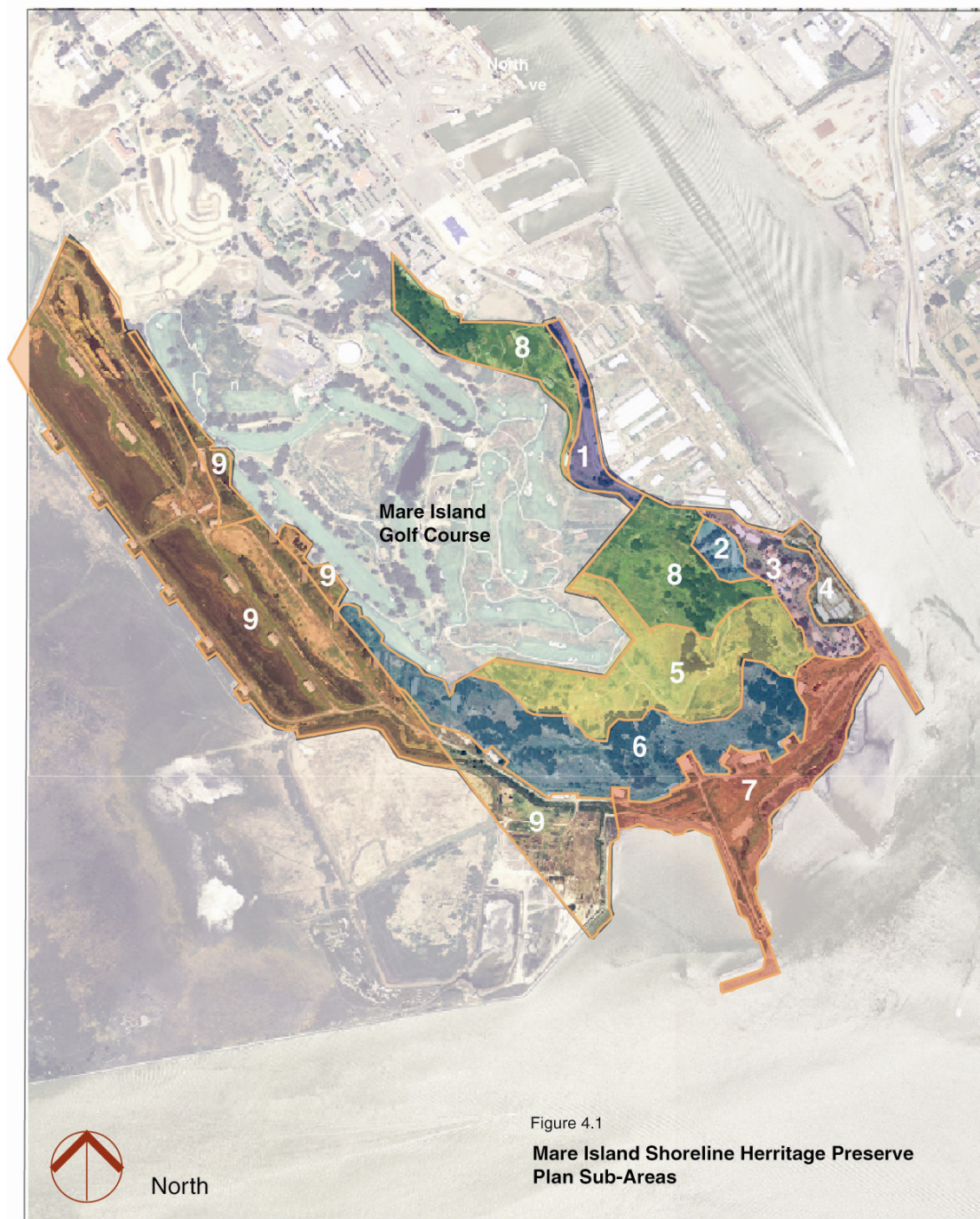
4.2 Preserve Organization: Planning Sub-Areas

For planning and management purposes, the Mare Island Shoreline Heritage Preserve area has been subdivided into distinct sub-areas as described below. These sub-areas provide context and framework for the management of The Preserve and the organization and distribution of various management actions, recreation uses, public safety considerations and the phasing of public use. The Taskforce has given considerable thought to the capabilities, attributes and limitations of the different sub-areas of The Preserve. The sub-areas in part also roughly correspond to the remaining environmental cleanup tasks associated with removal of ordnance and other potential contaminants. Sub-area definition therefore, takes into account the sequence of final environmental cleanup of The Preserve with areas already cleared of ordnance or where none was ever found, generally identified as most ready for public uses. Additionally, areas with high concentrations of historic resources are also placed into specific sub-areas because of the special resources present and the anticipated need for adequate provisions to ensure resource protection prior to public access. Similarly areas identified with sensitive habitats especially those associated with listed protected species also are factors taken into consideration for sub-area grouping.

There are nine planning sub-areas within the larger Preserve boundaries as shown in Figure 4.1. The management and uses of these areas are consistent with the vision and guiding principles for The Preserve described in Section Three. Section Five refers back to these sub-areas in its discussion of phased improvements and sequenced public access.

1. Visitor Gateway
 2. Cemetery and Glen Area
 3. Historic Homes, Gardens and Cultural Landscapes District
 4. Naval Ammunition Depot /Historic Magazine District
 5. The Hill and Vista Points and the Reservoir
 6. Western and Southern Bluffs
 7. South Shoreline and Piers
 8. North and East Preserve Areas
 9. Western Tidal Areas, Western Magazines and Western Bluffs
1. **Visitor Gateway:** This area includes the main access road on the northeastern side of The Preserve. This area provides the first impression of The Preserve and therefore is very important in conveying what kind of “place” The Preserve is. The entry also should convey a sense of arrival as well as communicating clear directional information. Key features in this sub-area include the entry/security gate, directional signage and visitor parking/trail head areas. Near term implementation (Phase One) could involve minimal actual site work other than entry signage, mowing and the placement of temporary fencing as needed to support various management actions such as weed abatement or native grass restoration, and visitor facilities such as portable restrooms. Future improvements could include refurbishing one or more of

Mare Island Regional Park Task force Report



the magazine buildings as a Preserve orientation and interpretive center and park headquarters and/or as utility buildings. Primary uses include trailhead uses and primary Preserve interpretation and orientation. As demonstrated during the NAD 150th Celebration, this area is suitable for use as an interim event headquarters prior to the development of other areas recommended for events and larger gathering sites.

Mare Island Regional Park Task force Report

2. **Cemetery and Glen Area:** This area is part of the designated NAD (Area B Landmark District) of the National Historic Landmark defined areas and contains irreplaceable historic resources. Phase One improvements should include interpretive signage, selective restoration, and enhanced security. Short term uses can include docent led tours and possibly a self-guided interpretive trail. Other uses include a suggested picnic site on the north side of the Cemetery at the former tennis court. The Glen area offers a unique natural setting and adjoins the south side of the Cemetery. It contains remnant horse pasture and stabling appurtenances and potential additional archeological and natural resources. Future uses for the Glen include day use type facilities such as picnic tables, interpretive information, a nature trail route and restrooms but for Phase One and until more detailed surveys are conducted, it is viewed as a resource reserve area.
3. **Historic Homes and Cultural Landscapes District:** This area includes six ordnance personnel's houses, including the oldest remaining residence on Mare Island, their garages and service buildings, and surrounding landscape. These are the residential support structures and associated appurtenances to the Naval Ammunition Depot below and offer extraordinary views to both the Carquinez and Mare Island Straits. In addition to the gardens associated with these residential facilities are the remnants of fortifications and earthwork built in 1863 to defend the island. These homes were used by both military and civilian support staff and embody more than a century of cultural landscape enhancements. Because of resource sensitivity and the need for deferred maintenance improvements prior to allowing full public access, this area is viewed as suitable for later phase improvements, which should include both facility and garden restoration. Because of the historic status of these buildings and structures and their landscapes, there may be additional restoration standards that must be met such as those developed through the Department of the Interior. Historically appropriate materials and techniques will be applied in the restoration of these facilities. Utility services and associated upgrades should emphasize the use of sustainable technology and to the extent that it is technically feasible, self-contained infrastructure systems. Other amenities for this area will include historical and cultural related interpretative signage and a vista point with picnic facilities. While the historical use was as residences, management of the site for public trust uses restricts reuse as private residences, except for a limited number of caretaker living quarters. Future uses could include a caretaker residence, a possible symposium site and facility, a bed and breakfast facility and/or a non-profit partnership outpost facility. "Living history" interpretive themes, uses and artifacts should be considered as key elements to be woven into the selected uses to inform and to as much as possible lend authenticity to the adaptive use. The ruins of a residence of the former lighthouse keeper are situated a short distance from the cluster of ordnance worker residences. This site's sensitive archeological resources and significant well-established and unique cultural landscape of terraced gardens containing built garden structures, tree specimens, woody shrubs and groundcovers should be restored.
4. **Naval Ammunition Depot /Historic Magazine District:** This area contains the oldest buildings and infrastructure on The Preserve with construction starting in the early 1850s – the formal dedication date for oldest magazine structure, Building A-1

Mare Island Regional Park Task force Report

is 1857. There are also accompanying archeological resources in this area that will need protection. Varying aged sandstone and brick masonry buildings, a Civil War era masonry wall, and cultural landscapes. The area adjoins the Mare Island Strait and affords extraordinary views. Because of the historical significance and age of this area, it will require carefully conceived adaptive reuse and management. Additionally it is still subject to ongoing investigation for and removal of munitions. Consequently this area is identified as a later Phase improvement area with emphasis on interpretive, educational content and adaptive reuse of select facilities. The area is also viewed as a potential future events area. There is a tremendous potential benefit with the reuse of these historic facilities but with the caution that their adaptation to new uses requires the highest degree of caution and care for both public safety reasons and to ensure proper stewardship and care of the historic resources themselves. Short term uses and management provisions include docent led tours, enhancement of the existing security fencing if deemed necessary, securing of architectural elements such as doors, windows and light fixtures, protective measures to reduce weather related damage, increased general security and invasive weeds control.

5. **The Hill and Vista Points:** This area contains the highest elevation on the island and within The Preserve. An existing road leads up to the spectacular vista point on the top of the hill. Resources in this sub-area include the Ordnance Reservoir (Lake Ellis) built in 1873 which served as a source of fire suppression water for the Naval Ammunition Depot area below, the Spirit Ship Sculpture, installed in 1996 as an art tribute to the Mare Island shipyard workers and the highest points on the Island. A survey marker dated 1852 is positioned on the eastern high point. This area is viewed by the Taskforce as one of the primary Phase One use areas because of the richness of the resources there, the readily available access and anticipated resource improvements are minimal. Identified and recommended improvements include invasive weed control, native grasses and other native plant restoration, informal picnic areas, and possibly a group gathering area for special events. Interpretative, safety and directional signage are recommended to support all the use areas in this sub-area. However signage needs could be implemented incrementally. Other suggested uses include the Vista Point Public Art Display Area and other restored cultural landscape features such as the Bay Model area.
6. **Western and Southern Bluffs:** This area includes some of the best stands in the Bay region of native vegetation including native live oak woodlands and coastal sage scrub. There are also important historic artifacts in this sub-area including remnants of the historic lighthouse site that was established in the 1870s and operated by Kate McDougal for 35 years. Another artifact is a miniature Bay Model; a concrete replica of the San Pablo San Francisco Bay, built to study navigational related conditions as affected by the tidal and fluvial processes of the Bay waters. This area also contains other various military-related and historic appurtenances. An extension of the existing road to the vista point at the top of the hill, wraps around to the western bluff area. Safety and security signage related to hazardous slopes and dangerous wildlife such as rattle snakes and ticks is recommended for this area as well as interpretive information about the historic features. Specific management actions include safety

Mare Island Regional Park Task force Report

signage and invasives control/native plant re-establishment and restoration. Other future special features include extending the existing roadway to create a loop Trail connecting to the Western Magazine area to the west.

7. **South Shoreline and Piers:** This area outlines the southern shores of The Preserve including several ordnance storage magazines, two pier structures, tower type light fixtures that serve as preferred nesting sites for great blue herons and ospreys, and a revetment structure as well as other miscellaneous structures. Because of the extent and uncertainty of the status of underlying ordnance and associated materials special prerequisite conditions are required prior to extensive public use of this sub-area as described in Section Five. An interim protected status is suggested for this area that will secure the area until sufficient assurances can be given to allow a broader set of uses. These assurances include clearance of ordnance and implementation of subsequent measures to assure adequate public safety, a defined protective zone for the Mason's lilaeopsis, as well as adequate protections for important habitat and nesting sites within this area. Even after full clearance of known ordnance it is likely that there will be special restrictions placed on this area. For example, there will be a provision that no digging can take place within this area unless a protective plan has been approved by the Department of Toxic Substances Control. Although unrestrained access will be discouraged for the Sub-area in the short term, it offers tremendous opportunities for shoreline fishing access at the piers and other water related uses. Guided or docent led hikes are also suitable in this Sub-area during the interim time period while the environmental cleanup is being completed and a protective management plan for the natural resources is implemented. Future improvements and uses envisioned for this area include pier restoration and public access improvements, invasive weed control and restoration (Native grasses and plants), interpretative signage, select structure rehabilitation and possibly Primitive RV Camp sites (minimal infrastructure).
8. **North and East Preserve Areas:** These two Sub-areas include the gently sloped wooded hillsides below the golf course that also abuts Touro University and the U.S. Army Reserves (North) and the wooded and open grassland covered slopes below and to the north of the Hilltop and Vista Points and reservoir and above the Cemetery and Glen area (East). These parcels are not as readily accessible from existing roadways in comparison with the other Sub-areas, although there maybe existing roads and paths currently obscured by extensive invasive weeds in this area. Later Phase improvements include invasive weed removal, restoration (native plants) and a possible golf cart trail link if there is warranted interest in combining access to the golf course and The Preserve. Future uses include possible picnic sites, possible walk-in tent campsites and a loop trail that would provide direct access up to the Hill and Vista Point Sub-area from Area 1 the Entry Area. Later improvements could also include the adaptive refurbishing and reuse of the bunker and magazine structures in this area.
9. **Southwestern, Western tidal areas and Western Magazine Area:** This area is the most expansive of the entire Preserve but not considered as part of the readily useable portions of The Preserve due to the yet to be completed ordnance removal and other

environmental cleanup and the presence of sensitive habitat areas (salt marsh harvest mouse and California clapper rail). Future suggested uses for this area include docent led trail tours, selective structure rehabilitation, a possible second park entry & trail access point from the northwest side and a potential group campground area or RV camp site. Additional potential future uses include possible trail linkage to the San Pablo Bay National Wildlife Refuge and a future trail system on the former dredge pond levee tops.

4.3 Preserve Use Classifications

Resource classification categories differentiate areas of The Preserve according to management objectives, level of public use, and site sensitivities. The use classifications are organized according to the primary management functions envisioned.

4.3.1 Open Space, Natural & Historic/Cultural Resource Preservation and Restoration

Understanding the significance of Mare Island Naval Shipyard's role in our national history for 150 years, particularly the Naval Ammunition Depot Landmark District within The Preserve is essential for determining future uses and setting guidelines for development. Designation as National Historic Landmark status is the highest honorary designation conferred upon a historic property. Restoration and preservation according to these standards will be the basis for repairing deteriorated buildings and replacing missing elements.

The built environment includes a variety of materials from sandstone, wood and brick to, transite/asbestos and concrete, with a widely varying range of restoration, conservation and preservation needs. Every architectural element and structural detail must be considered part of composite that contributes to the overall historic, cultural, natural/physical setting. This is applicable to The Preserve and all of Mare Island as a unique landmark area.

The Taskforce concurs with the findings of the federal, state and local designations for the highest level of historic preservation status which requires the retention of the integrity of its historic and natural elements, unique setting, materials and character.

The following open space, resource preservation and restoration classifications are associated with specific conditions known to occur on-site. They are subject to up-date and modification based on a more comprehensive assessment conducted during the master plan phase of The Preserve planning. Assuming that a gap will always remain between known conditions and desired actions related to improvements and ongoing activities, adaptive management principles are recommended to allow for discovery and the assessment of resource response to initial improvements. Adaptive management practices and principles are to be applied in all resource-related management activities conducted on The Preserve. Management activities as elaborated in the Implementation section Five of this report are to be composed of the most effective, practical, economical, and technologically appropriate practices (or combinations of practices) necessary to positively affect the condition of the resource. Resource related actions may

Mare Island Regional Park Task force Report

include an array of remedies to address the condition of The Preserve resources including:

- a. **Historic/Cultural Resource Preservation & Improvements:** Based on findings from the Predictive Model studies conducted as part of the Mare Island Reuse Plan and the subsequent Mare Island Amended Specific Plan, the entire Preserve portion of the Island should be considered as having a high potential for the occurrence of cultural/historic resources. The status of being part of a designated National Historic Landmark (NHL) area attests to the richness and importance of the cultural/historical resources found within The Preserve. Many of the historic resources within The Preserve have been inventoried and recorded such as with the Naval Ammunitions Depot District (NAD), the historic housing area and the cemetery. However the probability of unsurveyed or unrecorded remnants - especially prehistoric archeological resources – accentuates the need for extreme caution with any site work or ground disturbance undertaken within The Preserve boundaries. Caution should be taken to avoid damage or loss of the resources themselves, but also to avoid loss of the potential educational and interpretive values of these resources for future Preserve visitors. Existing conditions within The Preserve presents an opportunity for development of a robust park with a unique attractiveness. However, the most germane consideration is the responsibility that comes with the nearly 150 years of Navy operations of the property for the predominant single purpose of manufacturing, storage and handling of ordnance and munitions. For example in much of shore areas of The Preserve, future ground disturbance must be restricted to protect public health and safety due to the potential presence of remaining ordnance materials. Ordnance removal and clearance certification will require further environmental remediation and ongoing monitoring as well as public education.
- b. **Invasive Weed Control/Native Grasses and Plants Restoration:** Invasive weed abatement areas are schematically shown in Figure 2.7. Defined areas for abatement include a total of about 85 acres. Special management and actions proposed in these areas are laid out under Phase One actions. Invasives control is considered a high priority because there are multiple issues associated with the advance of invasive plant species. Invasives are encroaching on the remaining native species, as well as some of the important cultural landscapes, they increase fire risk throughout The Preserve and in some instances impede access to certain areas. Mechanical, chemical and controlled burns are options to consider for weed removal pending local air quality standards and other regulatory controls. Due to sensitive habitats and fragile cultural landscapes, hand removal of invasive weeds in some areas may be the preferred method. Grassland and other native plant restoration is viewed as an accompanying action to weed abatement especially in conjunction with the need for erosion control in the steeper sloped areas of The Preserve.
- c. **Rare or Endangered Plant Management:** Rare or Endangered Plant buffers are applicable to those areas containing habitat for known rare or endangered flora or

Mare Island Regional Park Task force Report

fauna species. Phase One management suggests avoidance of these areas but special management provisions may be identified in the future master plan period for Phase Two and beyond for use areas that may contain threatened or endangered species and/or have the potential for restoration and re-establishment.

- d. Woodland Enhancement:** Although no specific actions are identified in this report, it is envisioned that various research-supported restoration actions will be implemented in the future. Identified native woodland improvement measures will be applied on a case by case basis. From historical records, the extent of native tree type vegetation is unclear. However, at the time of the early surveys, trees were present but very sparse. It is most likely that the historic mix was similar to today's native plants and includes live oak, possibly blue oak, California buckeye, bay, cottonwood and willow. As part of future restoration actions for the existing woodlands, local seed and/or cutting stock should be prerequisite for developing plant materials in order to ensure the integrity of Island vegetation genetic make up.
- e. Reserves - Protected Special Management Areas:** This designation is to be applied to areas within The Preserve where, because of identified or potential environmental, cultural or archeological sensitivities, restoration management objectives, or other conditions, public uses and access are limited, restricted, or prohibited.. The Protected Special Management Area designation assumes potentially high sensitivity to the land because of existing or potential historic, cultural, archeological or natural resources and therefore open and unrestrained access is discouraged in these protected areas. This also applies to areas that potentially present risk to the public such as the steeper portions (greater than 25%) of the southern bluffs.
- f. Resource Buffers:** Resource buffers include lands adjoining the golf course and locations and areas containing or surrounding important natural or cultural/historical resources, especially those considered highly sensitive to disturbance. Special management and actions proposed in these areas will be identified in the park master plan. Buffers in general provide protective distance between proposed use areas and specific resources that are sensitive or risk/nuisance prone.

4.3.2 Public Access and Recreational Uses

Public access and recreational uses are those uses that are seen as appropriate activities for The Preserve. Primary considerations in this selection process are the sensitivities of the resource and the suitability of a use or activity in conjunction with other management objectives as applicable to specific sub-areas within The Preserve. Ultimate uses of The Preserve will be selected from a broader range of options based on carrying capacity, overall best matching between potential uses and the specific resources of The Preserve and the potential for revenue generation.

Mare Island Regional Park Task force Report

A range of uses may be considered in the future such as hostels, camping, symposium/conference/retreat facilities, and range of leased spaces for artists, non-profits and various events. For example, among the various natural and historic resources on the The Preserve are the numerous magazine structures used for the storage of ordnance. Creative reuse of these structures is a tremendous opportunity that can also help with revenue generation for the park. Similarly, the historic homes district also offers great opportunities as venues for various public uses. However for each of these adaptive reuse ideas there is the responsibility of protecting the structure, addressing deferred maintenance upgrading it to accommodate the new proposed uses and then other mandated improvements such as those required through the American Disabilities Act.

The following suggested uses are framed by the broader purpose of The Preserve as described in the Guiding Principles and other additional future uses are encouraged providing that there is inherent caution given to the resource sensitivity of The Preserve and all subsequent actions are guided by adaptive management principles.

- a. Trailhead/Staging:** Public staging infrastructure will be located at designated access points to The Preserve. Trailhead/staging areas will accommodate parking, educational and directional signage, information kiosks, accessible toilet facilities, and other visitor amenities. These areas should be planned to receive higher intensities of public use. Parking surfaces are to be rustic permeable materials; i.e. decomposed granite, crushed rock or permeable asphalt. They will include landscape screening, utilizing a palette of local stock native plant materials and featuring live oaks as the primary screen tree (See suggested Table 4.1 Suggested Plant Palette). If required, any grading for the staging area parking and trailhead facility should be accomplished with borrowed fill in order to achieve the desired slopes and shape without disturbing un-surveyed cultural/historical resources possibly present. This also effectively complies with the “no-dig” restrictions placed on certain portions of the property that are thought to have a remaining potential for the presence of munitions.
- b. Self-guided Tours:** The self-guided tour area will include a trail with interpretive displays and markers and other public amenity features. The Cemetery, reservoir and Spirit Ship Art Tribute Sculpture are candidate areas as self-guided tour venues. Resource sensitivity must be monitored to ensure that public presence does not become a source of stress for certain habitat types such as nesting sites like the heron rookery. It is thought that dogs or pets should be allowed but with the provision that they must be kept on leash at all times.
- c. Day-use Activities including Picnicking:** Picnic activities will occur in designated areas only. Although they will be kept in a rustic character, the areas should include some comfort features including picnic tables, portable rest rooms and interpretive displays. Optimally, they should be sited in areas with established canopy of trees such as the oak woodlands and in areas protected from gusty, wind conditions and should be readily accessible from the trailhead area supported with ample directional signage.

Mare Island Regional Park Task force Report

- d. Guided Tours:** Guided tour trails will follow a designated and developed trail corridor system that will be managed according to temporal resource conditions. Therefore guided tours may be subject to periodic closures or rerouting according to conditions or adjoining management objectives, including historic or natural resource sensitivities, invasive plant control measures, heightened slide conditions and/or fire management actions.
- e. Events:** Events that celebrate and/or interpret aspects of The Preserve and/or encourage the public's access to and enjoyment of the areas determined to be suitable for initial public use should be offered. These events can initially be staged at the Visitor Area facilities (Area 1) and include basic safety education and public serving amenities such as portable restrooms.

4.3.3 Inappropriate or Discouraged Public Uses

The framework for public use is to follow through with the implicit meaning of “public trust” as defined by the California State Land Commission, the agency that administers the management of California's sovereign or public trust lands. The City of Vallejo, as grantee of the land, has the principal interim responsibility to ensure public trust uses of the lands prior to an authorized park agency managing the property. Policy requirements for the Commission include:

- Public trust uses include, among others, ports, marinas, docks and wharves, buoys, hunting, commercial and sport fishing, bathing, swimming, and boating.
- Public trust lands may also be kept in their natural state for habitat, wildlife refuges, scientific study, or open space.
- Ancillary or incidental uses that directly promote Public Trust uses are directly supportive and necessary for Trust uses, or that accommodates the public's enjoyment of trust lands, are also permitted.

Recommendations by the Taskforce for suitable uses and the prohibition of other certain uses were driven by the recognition of the need to protect human health and safety, protect historic or cultural resources and/or to protect sensitive species and important habitats. Additionally, based on their understanding of particular features of The Preserve, the Taskforce singled out some specific uses that they deemed as inappropriate for near and long-term public uses of The Preserve based on public safety, nuisance or other potential risk to the resources. As examples, the Taskforce identified the following uses and/or facilities as inappropriate for The Preserve:

- a. Active water based uses** such as swimming, wading, beach-walking, personal water craft use. This includes the development of major recreational boat serving facilities such as a boat marina at least for the initial phase of the park development and use. Justifications include a high probability that some amount of ordnance remains in the inter-tidal shore areas surrounding the south end of the Island. Other factors that limit active water based uses are the presence of strong currents, low underwater visibility, a high volume of commercial, transportation

Mare Island Regional Park Task force Report

- b.** Certain active recreation uses such as off-trail mountain biking and equestrian riding, BMX riding, skateboard use, rock climbing, recreational motorized vehicle use, paint ball activities, active field sport uses such as baseball or soccer are all considered as inappropriate uses either due to potential risk to the resources or public and general incompatibility with the vision, guiding principles and mission for The Preserve.
- c.** The noise sensitivity of the surrounding vicinity, particularly residential areas across the Strait will likely preclude the conducting of events that would otherwise generate high levels of noise such as amplified music performances.

Recent other initiatives proposed for The Preserve site such as the LNG tanker terminal, storage, re-gasification and power generation facilities and the dredge spoils handling and transport project were thought to be in conflict with this basic obligation of fulfilling the best use of public trust lands and therefore provide the backdrop for the Taskforce's recommendation of establishing a review process to consider the appropriateness of any future proposed uses on or near The Preserve. This evaluation is thought best applied on a case by case basis using the broadest range of values of criteria for making a determination including:

- a. Compatibility with the resource
- b. Compatibility with other approved uses
- c. Mitigation potential
- d. Educational values
- e. Revenue generation
- f. Contribution to park infrastructure

4.3.4 Safety & Security Management

Safety management described here characterizes features that are intended to protect both the resources and the public. They include fire fuel modification zones throughout the entire Preserve and emergency access corridors for emergency response access. These features are intended to reduce the frequency, severity, and size of wildfires with their associated losses and costs.

- a. Emergency Access:** Fire response to The Preserve will exploit the existing access roads as shown on the Management Plan. This existing road system enables access to the primary portions of The Preserve. Coordination with emergency agencies is required for the access gates on the both the East entry point and the West entry point in order to facilitate rapid emergency access and egress.

- b. Safety-Related Signage and Area Closures:** This management related action involves the placement of alert-related signage in high risk areas such as near the steep sloped portions of The Preserve to advise visitors of potential risks or dangers. This also applies to other inherent risks as those associated with noxious plants and venomous wildlife. Other related management actions may involve instruction and warnings by The Preserve staff and volunteer support, or closures of portions of The Preserve during especially hazardous periods such as the high fire risk period.
- c. Weed-Control/Fuel Load Modification:** Weed control and fuel load modification involves the management of vegetation cover on The Preserve for fire inhibition, invasive weed removal and restoration management. This action may be linked with the invasive weed control measures described above. Methods and actions employed in these areas must be consistent with other management goals particularly those aimed at habitat and resource management. Control burns, use of grazing stock, mowing and manual plant trimming or removal are recommended fuel load reduction measures that should be considered.

4.3.5 Maintenance and Operations

General upkeep of the grounds and buildings associated with active public use, must comply with local health and safety codes, be consistent with California Historic Building Preservation Codes, and avoid conflict with or adverse effects on the surrounding natural systems. The repair, construction and maintenance practices should follow the existing development footprint, retain vistas and avoid new additions that would conflict with the integrity of the site or other Preserve management objectives and conform to National Park Service Historic Restoration Guidelines.

4.4 Overall Preserve Elements and Considerations

4.4.1 Facility Development and Design

Development of the Mare Island Shoreline Heritage Preserve will reflect a commitment towards serving the public and enhancing the public's experience of the site. The various sub-areas as described above will help in establishing more specific preservation or improvement strategies specialized to the unique conditions and opportunities of the sub-areas. For example, the rehabilitation of buildings and structures must comply with guidelines set forth by the National Historic Preservation Act of 1966 and the National Historic Landmark Program of the National Park Service. Buildings and structures identified for public use should also comply with the Americans with Disabilities Act to the extent possible. The California Historical Building Code 2001 is applicable to renovation of spaces for public use in addition to local ordinances and required health and safety codes.

Mare Island Regional Park Task force Report

The comprehensive implementation of The Preserve will require infrastructure development to accommodate appropriate uses and management functions including, parking areas, restroom facilities, signage, roadway improvements, invasive weed suppression and safety/security measures. Future development may include additional facility and infrastructure elements including additional trails and pathways, interpretive elements and signage, visitor accommodations and defined vehicular traffic and additional parking areas. The use of additional fencing is suggested for historic/cultural areas special management areas, such as for areas subject to invasive weed removal or other management actions.

a. Design Considerations

“Design” considerations are the underlying themes and standards that govern function, and aesthetics of the developed elements of The Preserve. A design theme establishes consistent Preserve-wide standards that contribute to the image, and treatment of The Preserve in terms of materials, colors, surfaces, plantings, signs, and other characteristics of all developed elements. Design considerations also encompass the actual configuration of developed elements on The Preserve in terms of siting, scale and configuration. The obvious design theme that must guide subsequent built elements added to The Preserve is its rich historical heritage. A challenge however comes with this theme with its vast span of nearly 150 years of use. Additionally important is the unique natural setting as an island at the upper mouth of the San Pablo Bay. The combination of historical heritage and its special physical setting are the two principal themes to build upon.

b. Context-Sensitive Development

Designated areas and uses must conform to the existing natural and historic context of The Preserve. Recreation use, historic/environmental conservation, and restoration activities should be adapted to the site’s intrinsic resource values and should take into consideration the functional and aesthetic impacts of each action. A context-sensitive approach requires that Preserve infrastructure and recreational facilities be developed carefully with respect for the natural setting, surrounding land use, sensitive resources, and topographic contours found on-site. Recreation areas and improvements are to be developed where they are needed in such way as to blend in and be compatible with the surroundings. Areas with environmental, historic, cultural, and scenic value must be protected from potential adverse effects resulting from development. View corridors should be maintained and enhanced where feasible and view-sheds should be taken into consideration when any new development is considered.

c. Multiple-Use Design

The Preserve provides value as a repository of history, and enclave of important habitat types, and a venue for various kinds of recreation, among other uses. Multiple-use design recognizes the value of co-existing uses and seeks to implement functionality and aesthetics that promote compatibility. Integrated use

is possible through careful designation and control of public access points, careful management and articulation of uses, and public education.

d. Low Environmental Impact

Design, operation, and management of The Preserve must be conducted in ways that have minimal impact on the environment. Preserve design and use should conscientiously seek to minimize adverse effects on wildlife and the habitats upon which they depend by integrating conservation and restoration values, with recreation, educational and other public use-related values. Sustainability standards should be applied to the selection of materials, irrigation systems and storm water collection systems.

4.4.2 Cultural Landscapes

As part of the adaptive reuse of The Preserve, the landscaping and infrastructure within The Preserve will be altered to meet the new uses of the site. It is important in the planning process to formulate design guidelines similar to what has been prepared for the Mare Island Specific Plan and should include the following considerations:

- Compatibility with existing development on and adjacent to the project site;
- Provision for landscaped areas designed to be compatible with the existing setting and for adequate parking areas, either on-site or off-site, that do not compromise the integrity of the historic setting;
- Provision of adequate physical and/or visual buffering between land uses; and
- Use of innovative design for reuse and/or new infill development that is responsive to the historic setting.

These criteria encourage design that would retain the historic character of the property (*Secretary of the Interior's Standards for Rehabilitation #2*), to not destroy historic materials, features and spatial relationships that characterize the property; and would be differentiated from the old and be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property (*Secretary of the Interior's Standards for Rehabilitation #9*).

4.4.3 Landscape Design Guidelines and Standards

The Mare Island Specific Plan recommended that existing healthy, mature landscapes be preserved, where practicable, and that infill planting within existing landscaped areas respect the existing landscape character, especially the historic landscape. New plantings should reflect and reinforce the existing setting and character of the designed landscape by using similar or compatible species and similar patterns. All new work must be subject to an evaluation of consistency with the existing historic character. These policies and concepts encourage design that would retain the historic character of the property (*Secretary of the Interior's Standards for Rehabilitation #2*);

The Secretary of Interior's Guidelines for Cultural Landscapes organize landscape elements and features into the following categories: spatial organization and land

Mare Island Regional Park Task force Report

patterns, topography, vegetation, circulation, water features, and structures, site furnishings and objects. Guidelines are provided for each of the four treatment types; (preservation, rehabilitation, restoration and reconstruction)

The planning, treatment, and maintenance of cultural landscapes requires a multi-disciplinary approach. More than any other aggregate set of historic resources, there is an urgent need for stewardship of historic landscapes, such as parks and playgrounds, battlefields, cemeteries, village greens, and agricultural land preserves. Wise stewardship protects the character, and or spirit of a place by recognizing history as change over time. Often, this also involves our own respectful changes through treatment. The potential benefits from the preservation of cultural landscapes are enormous. Landscapes provide scenic, economic, ecological, social, recreational and educational opportunities that help us understand ourselves as individuals, communities and as a nation. Their ongoing preservation can yield an improved quality of life for all and, above all, a sense of place or identity for future generations. Maintenance requirements for the cultural landscape areas will likely be very distinct from other natural land portions of The Preserve. Specific provisions for these categories of ground maintenance will need to be articulated in the Preserve Master Plan.

Landscaping and Restoration Plants: This plan promotes the use of native plants in the natural portions of The Preserve if and where vegetation needs to be enhanced, restored, supplemented, or replaced with regards to public recreational use areas and facilities. A separate plant list will need to be developed for the cultural and historic portions of The Preserve in order to build upon and augment this existing cultural landscape where possible.

The following plant palette includes native species from the broader habitat range of the Bay Area region. The palette is suggested as suitable for enhancement of public access and recreation areas and other developed portions of The Preserve.

Table 4.1
Suggested Native Plant Species for Natural Area Improvements

Common Name	Scientific Name
California buckeye	<i>Aesculus californica</i>
California black walnut	<i>Juglans californica</i>
California sycamore	<i>Platanus racemosa</i>
Fremont cottonwood	<i>Populus fremontii</i>
Blue oak	<i>Quercus douglasii</i>
Coastal live oak	<i>Quercus agrifolia</i> (from Island derived seed stock)
Valley oak	<i>Quercus lobata</i>
Arroyo willow	<i>Salix lasiolepis</i>
Black willow	<i>Salix gooddingii</i>
Red willow	<i>Salix laevigata</i>
Pacific willow	<i>Salix lucida</i>
Sandbar willow	<i>Salix exigua</i> , <i>S. hindsiana</i>
California bay	<i>Umbellularia californica</i>
Ocean Spray	<i>Holodiscus discolor</i>
Coyote brush	<i>Baccharis pilularis</i>

Mare Island Regional Park Task force Report

Common Name	Scientific Name
Mountain Lilac	<i>Ceanothus sp.</i>
Buckbrush	<i>C. cuneatus</i>
Buttonbush, button willow	<i>Cephalanthus occidentalis</i>
Western redbud	<i>Cercis occidentalis</i>
Mountain mahogany	<i>Cercocarpus betuloides</i>
Brown dogwood	<i>Cornus glabrata</i>
Yerba Santa	<i>Eriodictyon californicum</i>
Beach Strawberry	<i>Fragaria chiloensis</i>
Toyon	<i>Heteromeles arbutifolia</i>
Coffeeberry	<i>Rhamnus californica</i>
California wild rose	<i>Rosa californica</i>
California blackberry	<i>Rubus ursinus</i>
Elderberry	<i>Sambucus mexicana</i>
Yerba Buena	<i>Satureja douglasii</i>
California grape	<i>Vitis californicus</i>
Bush monkey flower	<i>Mimulus aurantiacus</i>
Squaw bush	<i>Rhus ovata</i>
Bent grass, spike redtop	<i>Agrostis exarata</i>
Deer grass	<i>Muhlenbergia rigens</i>
Dogbane	<i>Apocynum cannabinum</i>
Penstemon	<i>Penstemon sp.</i>
Blue-eyed grass	<i>Sisyrinchium bellum</i>
California barley	<i>Hodeum californicum</i>
California brome	<i>Bromus carinatus</i>
California fuchsia	<i>Epilobum canum</i>
California buckwheat	<i>Erigonum californicum</i>
California poppy	<i>Eschscholzia californica</i>
Bird's-eye gilia	<i>Gilia tricolor</i>
Owl's clover	<i>Castilleja exserta</i>

4.4.4 Public Safety

A comprehensive and continuous safety program should be applied throughout the Mare Island Shoreline Heritage Preserve to minimize loss of resources and injury to staff and visitors. Public safety related policies will guide staff (paid and volunteer) to help protect workers, properties, and equipment by anticipating possible mishap causes, fires, and occupational health hazards; and to provide and enforce the use of proper protective equipment, facilities, and apparel applicable to any jobs being done.

Safety of the public is paramount in promoting good relations with visitors. It is The Preserve's responsibility to help visitors avoid hazardous situations. Preserve staff will do this with a variety of means using appropriate signage, barriers, verbal and written warnings, and regulation enforcement. A detailed and extensive Safety Plan appears in the Appendix.

a. Emergency services.

The U.S. Coast Guard maintains a station upriver a short distance from Mare Island and the Vallejo Fire Department staffs a station less than two miles away on Mare Island. Initial fire and emergency response are available and basic first aid and medical services will be planned into the management and operations of The Preserve. Accommodation for boat access should be designed to be compatible with existing piers for evacuation purposes. Helicopter access should also be planned for medical emergencies.

b. Traffic Articulation

Clearly delineated vehicular traffic is an important facet of reduced risks due to traffic exposure. Anticipated traffic volumes will need to be analyzed as a part of scaling and placement of required facilities and infrastructure.

c. Safety Signage

Informative, instructive and restrictive signage will serve to protect the health and safety of visitors and staff. Signage should not only explain the nature of the risks or hazards from a potential encounter with munitions, but also give clear warning of the presence of hazardous resources such as ticks, rattlesnakes and poison oak. In some areas informational signage will need to warn of hazards and risks including unstable geology and the possibility of natural occurrences such as earthquakes, landslides, fires and tsunamis.

4.4.5 Preserve Circulation

As shown in Figure 4.2, Circulation Plan, a network of roads and various classes of trails are suggested along with support components such as trailheads and gates. Collectively this encompasses the overall circulation system for The Preserve. Presently there is one route into and out of The Preserve. However, a secondary entrance/exit could be provided to the Northwest end of The Preserve through the Western Magazine and the Marine Parade Grounds area of the Island for emergency use and for special events or other peak use conditions. Phase One as described below recommends limiting traffic to perimeter

Mare Island Regional Park Task force Report

parking areas and/or conducting special docent-led driving tours of The Preserve. Planning for shared parking with the adjacent reuse parcels that are being developed, is also recommended.



4.4.6 Signage

The Preserve requires a well-designed and coherent signage system to notify users of park rules, wayfaring: directing the public to appropriate use areas, presenting and interpreting park resources, ensuring public safety, explaining recreational opportunities, and finally encouraging the public's participation in Preserve stewardship. Signage should both reflect the historical setting and the natural context of The Preserve.

Kiosks are structures that lend themselves to thematic design and are well suited to the historic and natural theme recommended for The Preserve. Additionally, as a free-standing structure exposed to both public use and the elements, it has to be sufficiently durable to withstand wear and tear.

4.4.7 Other Design Elements

Other design elements include trail standards, trail markers, entry gates, interpretive displays and gates.

- a. Trail Standards:** Trails are intended to be low-profile pedestrian trails. No trail new development is recommended for Phase One as trails are intended to follow existing roads as paths. More detailed trail specifications and guidelines will need to be developed in The Preserve master plan prior to any Phase Two and beyond trail additions or modification. In general, proper trail design should accommodate surface drainage and establish widths suitable for anticipated traffic levels while not over imposing on the site.
- b. Trail Markers:** Wayfaring signs such as trail markers need to be permanent, able to withstand wear and tear of public use, be visible but low profile. Wayfaring information and site logo are typically displayed on such signs.
- c. Entry Sign and Gates:** The entry gate and sign should help reinforce a sense of place and announce to visitors that they are entering a unique area. The Entry gate must be sufficiently durable to handle normal wear and tear as well as potentially severe vandalism. Consider including a compound lock system to enable key access by multiple authorized users. Island wide standards may also be applicable to certain gate and sign components for The Preserve in terms of materials and colors used. Although, because the Naval Ammunition Depot historically maintained separate commands and operations from the Shipyard, it may be appropriate to develop a unique signage system for The Preserve.
- d. Interpretive Sign Displays:** Similar to trail markers, interpretive sign displays need to be low profile but durable. The design intent for interpretive signage is to not overpower the resource or subject. Also signs themselves can be the target of acts of vandalism so material selection should take into consideration the potential for theft or damage of the signs. For example, although durable, bronze placards are frequently stolen perhaps for the value of the metal itself.

5.0 Governance

5.1 Background

The Mare Island Shoreline Heritage Preserve current status of ownership and how it was transferred to the public are important factors in determining the optimum governance structure. The City of Vallejo as a local agency currently administers the land designated for The Preserve through a grant of California's public trust lands on Mare Island. The agreement with the California State Lands Commission mandates management of the land in a way that "***serves public trust purposes including public access and enjoyment***" The property proposed for The Preserve, along with other contiguous areas on Mare Island that are also granted from the State of California, fall completely within the limits of the City of Vallejo. The City is the sole responsible agency with land-use planning jurisdiction over these areas. Through its planning process, the City has specified the use of the south end of Mare Island as a regional park, a use which qualifies as one of the land uses allowed for public trust lands.

Thus far, the City has managed the property by principally land-banking the land since it assumed management responsibility in 2002. However, based on the terms of the agreement with the State Lands Commission, the lands were to be made available for public trust park uses by 2005. The Taskforce notes that the anticipated public trust uses envisioned in the initial agreement between the agencies is still applicable and relevant today as a fundamental commitment and as has been substantiated by an ever increasing public demand for access to experience the property and the City's commitment to the park use in its most recent planning update in 2005 in the Mare Island Specific Plan.

As described in prior sections of this report, the Taskforce has made significant progress in laying the groundwork for the next steps towards public use of the property. This report is the result of numerous compiled and reviewed documents, as well as many site visits and planning sessions. The Taskforce has researched multiple funding and management approaches used by parks with similar characteristics both regionally and nationally. The vision and guiding principles of this document encourage public use of the park while protecting its existing treasured cultural, natural and historic values..

5.2 Governance Overview

The Taskforce, grappled with the question of governance – first at a committee level and later among the entire Taskforce group. The primary questions addressed included identifying the key next steps to take and then how to implement the creation of The Preserve. Evident quite early was that there was no perfect formula to emulate or precisely model for the governance structure. Besides the uniqueness of the context of each park model examined, the special circumstances surrounding The Preserve also present both unique opportunities and challenges. For example, the City does not currently have the in-house capacity to manage the number and variety of historic, natural and cultural resources present at this site. Nor has it initiated partnerships with local, state, regional or national agencies for management of the property's resources.

Mare Island Regional Park Task force Report

Furthermore, Vallejo is not a community with vast philanthropic resources such as prominent individuals or corporate interests who might be willing or able to generously underwrite the development and management of the park. Finally, because city services are already threatened or reduced, it is difficult to envision applying the other typically employed funding mechanisms such as the sales of bonds or levying special assessments.

Given this backdrop of uncertainty for reliable funding and support from the City the Taskforce proceeded with a model that would require little or no dependence on the City of Vallejo. Underlying this approach is the assumption that the City's financial challenges will continue for some time. Thus the Taskforce saw two primary options available to the City:

1. Allow the State to re-acquire the management responsibility for the property, in which case the State would likely delegate management to a new party-possibly one in which the community would have a lesser role.
2. Create a new structure and mechanism built upon partnerships and shared management for the planning and management of the park and the other public trust properties on Mare Island.

Subsequently, the Taskforce reviewed a number of different model options for the structure of this new management structure, including a joint powers authority (JPA) involving multiple agencies as well as a Lead Agency Memorandum of Agreement (MOA) in which one agency has primary management responsibility, but would delegate specific resource management to other agencies and organizations. Additionally they considered a "nonprofit cooperative partnership" in which one or more local, state or federal agencies that own or otherwise hold primary responsibility for the land enters into an agreement with one or more non-profit organizations to cooperatively develop and oversee the property. Cooperating agreements are tailored to meet site-specific purposes and goals.

In consideration of these governance approaches, the Taskforce noted that The Preserve is not subject to multiple land-use jurisdictions such as is the case with the Tri-City and County Cooperative Planning Group comprised of the cities of Vallejo, Benicia and Fairfield, along with Solano County. The Tri-City and County Cooperative Planning Group has formed a joint powers authority for the purpose of developing a management plan for various private, non-profit and publicly owned lands within the spheres of influence of these agencies. Therefore, the Taskforce felt that the formation of a JPA was not appropriate for The Preserve. In consideration of a Lead Agency type structure for governance of The Preserve, the Taskforce presumes the City of Vallejo does not have sufficient capacity to manage the property as the site presents a complex mix of multi-use parkland. Lacking a parks and recreation department and the specific skill sets to tackle the array of tasks required to develop and operate this type of public amenity, it was thought that the City would be overstretched if it assumed full responsibility. Similarly, the Greater Vallejo Recreation District also lacks the capacity or available funding to assume the primary role of management responsibility for The Preserve.

Determining how the Mare Island Shoreline Heritage Preserve should be governed and operated is one of the most critical steps towards making The Preserve a reality. There is

Mare Island Regional Park Task force Report

a continuum of operating models in existence for park type governance and management ranging from solely the responsibility of a public agency to governance by a private autonomous for-profit or non-profit type organization. There are also numerous gradations between these two most contrasting options. See Table 5.1 for a description of the pros and cons of the various options. Investigations were conducted by the Taskforce of several governance models both locally and across the country. Local models included the Fort Mason Foundation and the National Park Service Golden Gate National Recreation Area collaboration, Angel Island State Park and its two cooperating associations and the Skyline Wilderness Park in Napa County. The variables in these models are the level of involvement and the specific roles of the partnership entities. Table 5.1 shows a progression from the public agency serving as the lead entity with primary management responsibilities in all functions to the non-profit entity assuming lead responsibility with support from the public agency.

In weighing this question the Taskforce identified the following attributes that are essential for effective and enduring governance and management:

- **Building upon Strong Partnerships:** It is thought that a partnership-based model offers the greatest set of benefits for The Preserve. This partnership needs to provide strength and support for The Preserve bringing the best of the public and private sectors with membership composed of political leaders, community representatives, stakeholders, philanthropists, and business leaders.
- **Flexibility and Capacity to Evolve over Time:** The process of establishing and managing The Preserve will require flexibility with the changing tasks as subsequent roles required. The need for the gradual transition of roles and responsibilities should be anticipated and built into the management structure.
- **Well Defined Roles and Responsibilities:** Partners should focus on doing what they do best (“Core Competencies”) towards fulfilling the vision of The Preserve. It is possible to share responsibility while retaining separate identities.
- **Funding Certainty Especially For Operations And Maintenance:** In typical publicly owned properties, either long-term endowments or agency commitment to an annual Operations and Maintenance (O&M) contribution is considered essential to stability and consistent level of service. Often the combination of Public and Private Contributions is required to make ends meet.
- **Capture 100% Of Onsite Revenues:** Revenues generated on-site should be retained on-site for ongoing park O&M and capital improvements. Private fundraising is easiest when 100% of donations go to park improvements since donors typically like to see their contributions go to things that can be seen or measured (not used for O&M/ admin.).

Mare Island Regional Park Task force Report

Table 5.1

Operations & Governance Alternatives – Pros and Cons

Entity Type	Pros	Cons
Public Agency/Authority (City, District or Other)	<ul style="list-style-type: none"> • Access to public operating funds • Access to public sector resources • Ability to establish special funding sources such as assessment districts • Access to capital funds • Access to experienced entities with knowledgeable staff 	<ul style="list-style-type: none"> • Adds to already burdened public funding sources • Long-term sustainability issues • Changing political support • Slow & cumbersome public sector procedures • Overlapping or conflicting jurisdictional responsibilities with possibly different missions and perspectives
Public/Private Non-Profit Partnership	<ul style="list-style-type: none"> • Generally committed and focused • Access to both public and private sector funds • Flexibility • Ability to expedite quickly • Not subject to elections cycle • Capacity to establish beneficial 	<ul style="list-style-type: none"> • Start up time and costs • Dependency on long term commitment for operating funds • Requires private funding base • Needs other funding augmentation
Private Model (Non-Profit)	<ul style="list-style-type: none"> • Flexibility • Can Leverage public and private funding • Capacity to negotiate beneficial relationships • Ability to both focus on park needs and see big picture 	<ul style="list-style-type: none"> • Private control • Public agency loses control • May have limited access to public agencies • Subject to changing economic and financial conditions

- **Fully Collaboratively Based:** Collaboration is seen as fundamental to the success of The Preserve. When first appointed, the Taskforce consisted of a mix of interests including governmental agencies, non-profit organizations, for-profit corporations and individuals from throughout the region. One of the outcomes observed early in the work of the Taskforce was the unique sense of unity within the Taskforce of a shared vision and purpose that then contributed to a high level of enthusiasm and cooperation. It was through that shared planning and visioning process that many of the members learned first hand the values of collaboration. Because there was active participation in the Taskforce by representatives of these diverse sectors often engaged in collaborations for the public good, it provided an excellent foundation for considering the optimum make up of the future governance entity by tapping the extensive experience, creativity, and understanding of the technical and structure possibilities for developing and managing The Preserve.

5.3 Recommended Model: The Non-Profit Cooperative Managing Partnership

Drawing from successful examples of similar multipurpose facilities within the San Francisco Bay region and other areas of the country, the Taskforce recommends that the City of Vallejo as grantee of this property, form and participate in a non-profit cooperative partnership for the management of The Preserve. A non-profit cooperative partnership is a private and public non-profit venture.

For most great parks in America today, a dedicated non-profit partner relationship is essential. The number of “public-private partnerships” has grown significantly over the past 25 years especially in urban areas where competing demands for services have put strains on all facilities and programs. A strong desire by the public for accessibility to, and a diversity of types of parks runs counter to increasing inability of local governments to sustain adequate funding for those public spaces and parks.

Non-profit partners do more than bring additional sources of funds for parks. They also provide continuity of support for public spaces. While government leadership, policies and municipal priorities may change over time, a dedicated non-profit partner is able to pursue the long-term vision and provide the park with steady levels of support and direction and yet still be flexible to changing conditions. Marty J. Rosen, a founding board member and former president of the Trust for Public Land, has been on the cutting edge of park creation and revitalization for the past 35 years. Over that time, he has observed significant changes in the way parks and open space are being created or rejuvenated throughout the U.S., noting:

Public/private partnerships have proven highly effective in generating vision, creating public support for new parks, raising and maximizing funds, and structuring workable land acquisition transactions. The greatest need for the future is to enlarge the focus of partnerships to include park management. In uncertain budgetary times, some cities hesitate to create parks because of the ongoing obligation to manage and maintain them. But there is no reason to assume that

Mare Island Regional Park Task force Report

the creativity and energy that partnerships bring to park creation cannot also be applied to park management and maintenance. The public sector, which can no longer run the nation's urban park systems alone, must call on the ideas, skills, and strengths of private partners, not only to create parks, but also to guarantee their long-term health and usefulness.” :Martin J. Rosen, “Partnerships: The Key to the Future for America's Urban Parks,” Urban Parks and Open Space, published by TPL and the Urban Land Institute (1997).)

While non-profit organizations have traditionally fundraised, provided volunteer support and conducted programming that complemented the lead agency’s primary function as property manager, this pattern is shifting throughout the country so that today in many situations, non-profit organizations are relied on by communities to conduct more and more functions that were historically solely the government’s purview. In fact, convincing arguments based on evidence from throughout the country demonstrate that never again will government at any level, have sufficient funding to meet all of the needs and desires of the community whether for libraries, schools, museums or parks. This is certainly the case for The Preserve, which as a regional park it is intended to meet the needs of the people of the region and entire state. The Taskforce bases its recommendations on the following observations:

- The community and the people of the region and the state will benefit in tangible ways from the use of the property as parkland and this approach will assure more rapid progress toward implementation of the Taskforce recommendations.
- The Preserve is distinct and will require management in a manner unlike that of the existing community parks now managed by the Greater Vallejo Recreation District. However, it is likely that the visibility of this unique parkland will lead to additional funding and opportunities to collaborate between the two management entities.
- The suggested path forward represents an important shift away from dependence on local governmental agencies to provide an amenity desired by the residents. Instead, it challenges the community in the broadest sense, to contribute its expertise directly to realization of its dreams and desires for this unique property, by actively engaging the community in The Preserve’s design, development and stewardship.
- It is likely that as the City continues to evolve from a naval shipbuilding service base to a more diverse economic base, parklands of this stature will be key tools with which to market to and attract different kinds of businesses, future residents and other sources of economic vitality and sustainability.
- In this transition to new economic markets, vibrant parks that are more than passive space, but significant public gathering spaces with the capacity to stimulate synergistic exchange and collaboration among residents, businesses, civic and cultural institutions and visitors, will serve a vital purpose.

5.3.1 The Non-profit Entity

Non-profit partnership organizations are as varied in their purpose as any other public serving business in the community. The non-profit organization will be founded for the purpose of creating and operating a multiple purpose parkland at the south end of Mare Island on public trust properties entrusted to the City of Vallejo by the State of California, with the potential of managing other publicly owned lands on Mare Island in the future. By its very nature, this organization will serve the public good and collaborate with the City of Vallejo directly and many other agencies, non-profit organizations and for-profit businesses. Because it will be responsible to develop and manage a public trust property, ensuring that the parkland serves the public trust interests of all of the people of California, will be its highest priority. The non-profit partner will seek to design, develop and manage the property in a way that is protective of the unique assemblage of natural, historic, and cultural resources represented at the site and will seek to balance plans for active public use with conservation and restoration goals guided by the vision and guiding principles recommended by the Taskforce.

Based on the prior investigations and findings, the Taskforce offers the following guidance regarding formation and structure for the Non-profit Cooperating Partnership Organization to govern, manage and operate The Preserve:

1. **The Non-profit managing cooperative partner will maintain close communications and a working relationship with the City of Vallejo and its Departments and political bodies.** As the cooperative partner with the City of Vallejo, the non-profit entity should maintain a productive working relationship with the City and work with various departments with specific resources and expertise that will aide the development and management of The Preserve. The managing body requires sufficient funding and staffing autonomy from the City to insulate it from sole dependency on public funds and changing political support. However, at the same time it is viewed that the City is not a minor partner and can demonstrate its support in many ways. The most important is through policy statements in which it commits to actively and cooperatively support the establishment of The Preserve and its participation with the other identified partners. An initial role for the managing entity will be to identify what areas would be most suited for City assistance and support.
2. **Clarify Roles and Establish the Legal Framework for the Partnership:** To ensure clarity of focus and accountability for its partner agencies and organizations, the structure of the organization and the specific roles for all participants must be clearly defined and legally binding. The assignment of responsibilities to the core competencies of each contributor will help ensure compatibility between the overall purposes with the specific tasks that must be performed.
3. **Assurance of Partnership Functionality:** Partnerships are attractive because they have a good track-record of success due to the variety of resources that can be brought to the project. However, ensuring that the partnership actually “works”

Mare Island Regional Park Task force Report

- requires a mechanism that assures accountability and flexibility-the ability to “correct the course”, when needed. A highly functional partnership and management team is a necessity for management of an array of resources and programs such as envisioned for The Preserve. While each park site is unique, there are examples of management partnerships that have flourished and the management strategies used by these organizations should be studied and adopted by The Preserve Partnership.
4. **Rationale for Non-profit Board Selection:** The non-profit partner’s founding board of directors should be selected based on the following criteria. They should have direct experience with The Preserve, demonstrated ability to actively participate in the governance for a non-profit organization in policy and/or management roles and particularly with a newly formed non-profit organization, bring passion and enthusiasm for management of parkland for both public access and natural and historic resource protection and restoration, have familiarity with Mare Island, the community of Vallejo and the region, experience working as a team member to accomplish goals, possess knowledge and demonstrated experience with non-profit type fundraising applying a wide range of tools, and a demonstrated willingness to broaden their skills.
 5. **Initial Board Size and Focus:** The initial makeup of the non-profit board should be limited in size. Rather than creating a large board, the focus should be on making the right selections based on strategic skill-sets, specific abilities and demonstrated willingness to work at the ground level to ensure the growth and future success of the organization.
 6. **Ability for Board Function to Evolve Over Time:** The Taskforce anticipates that the organizational structure and capacity of the non-profit partner will need to change and evolve as the organization grows and the complexity of tasks, functions, diversity of resources and managed land area, expands. Initially, the board may be structured in such a way that the entire board serves to set policy, develop the Strategic Plan, and directly manage the Non-profit Partner organization. However, the Taskforce recommends that ultimately, the board should evolve into two bodies: one to set policy and the other to be dedicated to the on the ground management decisions and implementation actions. These specialized roles could start as early as the initial start-up phase of the Non-profit Partner organization. It is anticipated that separating out these two primary functions will be critical to maintaining an effective and engaged board because it is a productive use of board resources and time. It recognizes that there are a wide variety of skills that board members may bring and that for the organization to operate most effectively, board meetings should be a focused time to tap member contribution and collaboration, rather than simply to cast their vote or be given reports. As soon as an executive director is brought on to guide implementation of the Strategic Plan, the day-to-day management responsibilities and decisions should shift to the executive director and volunteer and paid staff. It will be essential for the success of The Preserve that the board is engaged and active and

Mare Island Regional Park Task force Report

encouraged to identify and bring resources to the executive director and through the committees for consideration by the executive committee and the full board. To remain fully engaged in planning for and management of The Preserve, the board members would be encouraged to take key roles in assisting with the management by serving on committees and work parties, but as individuals, not as a duty as a board member.

7. **Strive For Future Board Structure With Separate Policy Formulation And Management Roles.** The benefits of such a governance model would be:

- Clarity of direction (the policy board 's role) and
- Efficient execution of the Non-profit Partner's affairs

5.3.2 Funding Role and Capabilities

Non-profit organizations are adept at identifying and bringing resources from a wide variety of sources to an effort. In contrast with governmental agencies, they can use creative and sometimes non-conventional means to achieve goals. Non-profit organizations are inherently more flexible and are adept to changing course quickly in order to take advantage of opportunities that come their way. Non-profit organizations can usually tap a broad range of community resources to accomplish their purpose. Another key advantage that non-profit organizations offer is serving as an outlet for private donations that benefit programs and events and direct capital outlays such as specific improvements. In contrast, if the property were managed directly by the City, such contributions would be absorbed into the City's general fund along with tax revenues. Private donations of cash and contributions made with credit cards or other resources such as stocks and bonds can be considered as tax-deductible for tax purposes to the extent allowed by law. Also, Non-profit organizations can seek and receive funds grants, and in-kind contributions that can be used as matching funds or leveraged to secure other funds or resources. Park programming conducted by non-profits provides highly visible and successful results that can attract corporate funds in the future.

Once this organization has been formed, its board and staff will work directly with The Preserve Advisory Council to implement the initial Phase One steps including:

- oversee the completion of the Mare Island Shoreline Heritage Preserve Master Plan,
- prepare a Strategic Plan,
- develop a fundraising strategy,
- spearhead fundraising,
- foster partnerships and manage in-kind contributions,
- market The Preserve as a destination,
- guide growth of interpretive programs,
- cultivate and coordinate volunteer stewardship and,

- conduct day-to-day operations.

5.3.3 Terms of the Agreement

The terms of the agreement will transfer responsibility for sole management of lands within The Preserve boundary to the non-profit entity in a cooperative partnership with the City and in the future, with other potential partners. It will be the non-profit's responsibility to forge these partnerships in cooperation with the City. The City will be relieved of the burden of day-to-day maintenance of the property, thereby freeing up limited staff resources to focus on providing specific support to the parkland as opportunities to benefit The Preserve are identified, and acting as a conduit for regional, state and federal money earmarked specifically for regional park purposes.

The drafted terms of agreement outlined above, will detail the relationship of the non-profit cooperating manager with the City and define the role of the City, describe responsibilities of each partner and establish mutually beneficial levels of participation with all parties. This relationship will be confirmed through the execution of a Memorandum of Agreement (MOA) among the key initial stakeholders including the City as the grantee of the property and the non-profit managing entity. The formalized relationship and supporting Memorandum of Agreement (MOA) will help establish roles and responsibilities and effectively solidify the foundations of The Preserve. Other agencies and entities may be identified as appropriate signatories to the MOA including the Vallejo Greater Recreation District, the Vallejo Sanitation and Flood Control District and Solano County Parks Department. The Taskforce identified the initial partnership membership and roles described below.

5.3.4 Partnership Roles and Responsibilities

Non Profit Cooperating Partner: The non-profit cooperating entity for The Preserve will take the lead in bringing together a wide range of participants that will contribute to both the development and operations of the Preserve. The partners will include public agencies, businesses and corporations, developers, concessionaires, non-profit organizations, funders, private individuals and volunteers to accomplish the goals of The Preserve. Such arrangements now function in the Bay Area and across the country where partners pool resources to achieve mutually beneficial outcomes. The non-profit cooperating partner would manage the property, and raise private money and public money available to non-profit organizations and encourage the City to allocate revenues generated from leases of granted State Lands to The Preserve for capital improvements and operations, and encourage the City to include The Preserve in City applications for federal, state and other money the City and other agencies are eligible for, applicable to all areas of The Preserve's development and maintenance.

City of Vallejo: It is suggested that the City should enter into a long-term agreement with the non-profit cooperating partner for planning, development, management and operations of The Preserve, allocate revenues generated from leases of granted State Lands to The Preserve for capital improvements and operations, and include requests for funding for The Preserve in City applications for federal, state and other money the City

Mare Island Regional Park Task force Report

is eligible for, applicable to all areas of The Preserve's development and maintenance including funding available for : planning and capital projects for parks; cultural landscape and tree maintenance; invasive species abatement; natural resource restoration; fire-wise landscape management and planting; resource conservation and pollution prevention; historic building preservation and restoration; economic development; tourism and visitor attraction development; boating and waterways capital and programming funds; sustainability technology and implementation; alternative power capital projects, additional site surveys, academic research programs and other education and interpretive programs and related facilities.

Greater Vallejo Recreation District: The non-profit cooperative partner will work with the Board of GVRD and its Director and staff to develop a strategic partnership beneficial to both organizations and encourage GVRD to include requests for funding for The Preserve in GVRD applications for federal, state and other monies GVRD is eligible for applicable to planning, capital projects and equipment for parks and programming.

Vallejo Sanitation and Flood Control District: The non-profit cooperative partner will work with The District Board and its General Manager and staff to develop a strategic partnership beneficial to both organizations and encourage The District to include requests for funding for The Preserve in The District's applications for federal, state and other monies The District is eligible for, applicable to planning, capital projects for watersheds, parks, education and programming including urban runoff, water pollution prevention, watershed restoration and management, development of best management practices and biologically safe pest control, and public education and participation in watershed stewardship.

Solano County Board of Supervisors and Parks Department: The non-profit cooperative managing partner will work with the Board of Supervisors of Solano County and its Administrator and staff to develop a strategic partnership beneficial to both organizations and encourage Solano County to include requests for funding for The Preserve in The County's applications for federal, state and other monies The County is eligible for, applicable to planning, capital projects and equipment for parks and programming and encourage the Parks Commission to include The Preserve in future planning, funding and programs.

5.3.5 Potential Expanded Partnerships

Other local, state and federal agencies and community-based and regional non-profit organizations as well as corporations and businesses with complementary purposes, many of which are represented by the current Taskforce, will also be invited to collaborate in aspects of development or management of The Preserve, but may not be signatories to the MOA. One of the desirable outcomes of these relationships will be the sharing of available resources to achieve the goals set forth in this report and ultimately refined in the future master plan for The Preserve. To help advise Preserve management and build capacity within the non-profit, it is recommended that the City and the management entity form an Advisory Council consisting of designated representatives from each of the primary partners, various agencies, business representatives, interested community

Mare Island Regional Park Task force Report

groups and individuals.

Federal Agencies: National Park Service (NPS), U.S. Fish and Wildlife Service-San Pablo Bay National Wildlife Refuge, U.S. Coast Guard, U.S. Navy, U.S. EPA, National Marine Fisheries, U.S.G.S. San Francisco Bay Field Station, U.S. Army Corps of Engineers, USDA Forest Service, and Natural Resources Conservation Service, UC Cooperative Extension, National Archives and Records Administration, US Army Reserves

State Agencies: California State Lands Commission, California Department of Parks and Recreation (CDPR), California Office of Historic Preservation, California Department of Fish and Game, California EPA-Department of Toxic Substances Control

Regional Agencies and Entities: California State Coastal Conservancy, San Francisco Bay Conservation and Development Commission, San Francisco Bay Regional Water Quality Control Board, Solano County Resource Conservation District, San Francisco Bay Joint Venture, National Trust for Historic Preservation Western Regional Office

Good Neighbor Agreements: The non-profit cooperative partner will work with the adjacent property owners and developers on Mare Island to develop approaches that will be mutually beneficial in ensuring communication with and working relationships with the neighbors of The Preserve and will take into consideration neighboring uses when planning for and implementing The Preserve and will seek opportunities to work collaboratively with these neighbors in planning, capital development projects, applications for funding, and programming to directly benefits the neighbor, enhance the relationship of The Preserve with the neighbor, or jointly addresses issues such as land management, run-off, invasive species control, fire prevention and suppression, emergency preparedness and public access issues, that benefit both parties.

5.4 Transition to The Preserve Advisory Board/Steering Team

5.4.1 Mare Island Shoreline Heritage Preserve Advisory Board/ Steering Team

The current members of the Taskforce are encouraged to continue their efforts to launch The Preserve along with other interested and qualified representatives from throughout the region by serving on The Preserve Advisory Board as a transitional team to provide continuity and oversight during implementation of the Taskforce's recommendations.

The Preserve Advisory Board will serve primarily in a transitional role following the submission and acceptance by the City council of the recommendations of the Taskforce. It will be charged with several responsibilities in furtherance of the formation of the cooperating partner organization. The Advisory Board's role will end once it has formed the new non-profit organization. A primary task of The Preserve Advisory Board should be consideration of the best mechanism for the formation of the non-profit managing organization. The Advisory Board should take the lead in defining the desired qualifications in board members and actually engage in charter board selection and formation of the non-profit organization. It is likely possible that there will be and it is even desirable for some overlap to occur in the membership of the newly selected board

Mare Island Regional Park Task force Report

of directors and the Advisory Board upon the formation of the actual non-profit cooperating partner organization.

The Advisory Board should be supported with basic levels of assistance to allow them to accomplish this next step in creation of The Preserve successfully. After analyzing and concluding what the ideal model should be, the Advisory Board will be tasked with gathering the necessary resources to compose draft bylaws and articles of incorporation. They should determine the best mix of board members for the particular purposes of the non-profit as envisioned by the Taskforce.

The Advisory Board should be charged with defining desired qualifications, advertising for candidates, reviewing applicant qualifications and selecting the best candidates for appointment as charter board members. The Advisory Board will ensure that the charter board of directors is composed of individuals who are sufficiently representative of local, regional and state residents; have familiarity with archeological, cultural, natural and historical resource protection and management; possess skills and expertise unique to the community; have a demonstrated passion for The Preserve and an understanding of its unique assemblage of resources; are dedicated to assuring that the land is converted to mixed-use parkland and willing to actively serve and participate as board members; and who will bring a diversity of experience to the board including for examples, visitor-serving, business acumen, fundraising, marketing, volunteer stewardship, parkland and multiple resource planning and management, sustainable technology and practices, knowledge of environmental cleanup and long-term management of land with sensitive or restricted uses, and administrative expertise.

The process should be as open and inclusive and strive to ensure as great an opportunity for public participation in future direction for the Preserve, as possible. Individuals with desirable attributes who are not able to serve on the non-profit organization's board due to time constraints or other issues along with applicants who are not selected to serve on the initial board, should be considered for membership in various other supporting committees. This includes The Preserve Advisory Council that would function as a conduit for local and regional community groups, stakeholders and partners in the MOA, and the management organization as well as a standing pool of potential future board candidates: replacements or additions as needed.

6.0 Implementation

The Taskforce recommends developing the Mare Island Shoreline Heritage Preserve through a phased approach. A multiple phased process based on the current conditions of the property and the probable timeline for availability for public use is envisioned. The number of phases may be adjusted in the future dependent on changing conditions. The concept of phasing is both a geographic concept as well as affecting sequencing and time. The geographic sense applies to the level of readiness of the different portions of The Preserve whereas the temporal idea pertains to what actions might be possible based on a number of different variables. This flexible understanding of phasing allows for early use of portions of The Preserve while other areas are partitioned off as Special Management Areas. Phasing also provides for basic initial public uses while envisioning expanded uses in the future based on completion of thorough analysis of resources and plans for management and increased capital and operations capacity. And it also allows for certain managed activities such as docent led tours in areas that are otherwise in a reserve status.

Management tools prepared for Phase One will lay the groundwork for other phases. The Taskforce acknowledges that master plans for parks are typically developed for the entire park site prior to park implementation. However, when warranted in many cases parks or portions of parks can be opened for interim or limited uses and those uses are often expanded over time as improvements in infrastructure, staffing levels or funding allow. Thus, the basic strategy for implementation is to accelerate steps required to enable some public access to The Preserve while concurrently initiating the more comprehensive actions that will enable the full development of The Preserve. The principal actions under this more comprehensive set of prerequisites will be the designation and formation of a management entity and completion of the Mare Island Shoreline Heritage Preserve Master Plan.

For Preserve improvements, rather than a pre-established calendar timetable, The Preserve implementation strategy is action-oriented and makes specific recommendations that are linked to delineated actions or triggers that prompt and allow moving to the next step. Linking decision points with actions or triggers allows for an adaptive approach to implementation and the ability to adjust next steps to the outcomes of those prior actions. Key actions and triggers that prompt and drive the implementation process include:

- The completion of environmental cleanup requirements including clearance of, and sufficient protective measures in place to prevent public exposure to Munitions and Explosives of Concern (MEC) if present,
- Property transfer from the Navy to the City of Vallejo,
- Execution of the terms of the land exchange and settlement agreement between the City of Vallejo and the California State Lands Commission,
- Sufficient security and protection measures for sensitive cultural and natural resources within The Preserve,

Mare Island Regional Park Task force Report

- The identification of viable options for providing future reliable revenue for The Preserve,
- The preparation of a comprehensive master plan for The Preserve including environmental evaluations and review.

6.1 Phased Implementation and Public Access

The trigger-based implementation approach emphasizes the immediate and ready type improvements. Phase One has a greater degree of focus and delineation including, funding, management and operation strategies. Phasing is both geographically based and linked to the prerequisite actions needed to be completed prior to their launching. All subsequent phased improvements will be guided by the fundamental implementation strategies outlined for Phase One implementation including:

- Ensures a good match between proposed facilities and uses that emphasizes specific attributes including natural features, cultural and historic resources, and recreation opportunities,
- Incorporates protective features including set-backs, fencing, buffers, signage, and other protective elements within and adjoining the designated use area,
- Prescribes requirements pertaining to the physical conditions, limitations, and opportunities presented by the area.

6.2 Phase One

6.2.1 Affected Preserve Planning Areas: *(Area 1, Visitor Gateway, Area 2, Cemetery and Glen, Area 5, The Hill & Vista Points, and portions of Area 6, the Southern Bluffs.)*

This aggregate area comprises approximately 90 acres and involves property transferred by the Navy in 2001 to the City of Vallejo. Although all of the property within The Preserve boundaries will eventually be transferred to the State of California, for designation as Public Trust lands, only about 75 acres of the area in Phase One has been transferred from the City to the State of California to be administered by the State Lands Commission and granted to the City to manage for Public Trust purposes. The land in this Phase was transferred clear of any deed restrictions for environmental issues by the Navy and therefore is ready immediately for park improvements with some form of public access. It is the consensus of the Taskforce that this area should be readied for immediate public use. There are still some limitations placed on these improvements due to the potential for unsurveyed historical, cultural, archeological and natural resources present in these areas of The Preserve. Consequently, all Phase One improvements should be limited to those requiring minimal ground or vegetation disturbances. What constitutes substantial disturbances will need to be determined on a case by case basis with monitoring of borderline activities. All suggested actions below will require this evaluation if any vegetation, structure or ground alteration is involved.

6.2.2 Prerequisite Triggers for Initiating Phase One Actions and Improvements:

Implementation of Phase One actions will require the completion of the following predetermining steps (triggers).

- Preliminary identification of a management mechanism and entity
- Prior to final definition of and enabling of the management entity, establish an agreement with an interim non-profit management and fundraising partner to assist with Phase One implementation,
- Address liability insurance and other security issues
- Formulate a framework plan for safety and resource management operations and maintenance commitments by the City and the management entity (a precursor to the Park Master Plan)
- Execute required neighbor agreements applicable to Phase One

The Taskforce recommends the following Phase One initial steps:

1. Establish an interim Advisory Board which should include the current active members of the Taskforce to provide oversight and continuity through this initial implementation phase,
2. Through the formalized establishment of a Memorandum of Agreement (MOA) define, establish and empower The Mare Island Shoreline Heritage Preserve non-profit cooperative partnership and its Advisory Council,
3. Implement measures to ensure that access to other future Preserve areas is restricted until clearances for environmental cleanup have been obtained. This may include temporary fencing, barriers, gates and increased site surveillance and patrols. (The Navy completed the installation of a fence between Phase One properties and other restricted areas still undergoing environmental cleanup in Spring of 2007),
4. Implement biologist monitored pilot project(s) for invasive species removal, native plant preservation and restoration and fire risk reduction in the Hilltop area (Area 6) (substantial ground disturbances must be avoided until further assessment of resources is conducted)
5. Secure intra-agency (City of Vallejo departments) agreements for services,
6. Establish standards for and contract short-term services for mowing and invasive species removal for select severely infested areas (possibly California Conservation Corps, prisoner crews, goats, California Division of Forestry Urban Forestry grants, Solano County and Solano RCD weed abatement grants). These services must be guided by standards for avoiding ground disturbances and destruction of native plant species and be monitored by a biologist,
7. Coordinate with the Navy regarding effort to reduce potential fire fuel loads for Navy adjacent housing property and with the Mare Island Golf Course for adjoining golf course lands,

Mare Island Regional Park Task force Report

8. Coordinate with the Navy regarding implementation of interim preservation and security measures for houses and other buildings, structures and landscapes at historic housing district,
9. Initiate the process enabling the preparation of a comprehensive park master plan and,
10. Conduct a feasibility analysis for the creation of a special assessment district to help support long-term funding needs for The Preserve.

6.2.3 Preparation Steps for Phase One Specific Areas

Area 1, Entry Gateway Area: Provide entry (gateway) signage, possibly a new entry gate intended to announce a sense of arrival and directional information at the point of entry to The Preserve. This area is prioritized because it announces arrival to The Preserve; helps reinforce park security, orient park visitors as well as serve as an interim trailhead prior to full development of park amenities. Former Ordnance Magazines A-167 and A-168 have ready access from the main approach road and thus lend themselves to interim uses as resources for The Preserve as needed for educational/safety/interpretive/management/ emergency services/supply and equipment purposes. Either as part of Phase One tasks or integrated with Phase Two and the preparation of a master plan, conduct an evaluation of the condition of these buildings and develop a preservation/reuse plan and budget to accomplish the needed work for interim and long-term uses. Other Area 1 initial tasks should include mowing grass, trimming trees, providing for temporary restroom facilities, interpretive and instructional signage and the demarcating of an interim parking area or areas. These services must be guided by standards for avoiding ground disturbances and destruction of natural or cultural resources and in certain instances be monitored.

Area 2, Cemetery/Glen Area: As the oldest U.S Naval Cemetery on the Pacific Coast and a key part of the NAD National Historic Landmark District, special management provisions are prerequisite for this resource area. Short-term measures for the cemetery area include training Preserve docents for guided tours and coordination with existing docent programs such as the cemetery tours conducted by the Mare Island Historic Park Foundation. These measures should also include expanded public outreach, preparation of informational brochures describing key historic factoids about the site and identification of a docent path for touring the Cemetery area based on key points of interest and readiness for public exposure.

Criteria for readiness include sufficient provisions for the protection of vulnerable or fragile resources, attractive points of interest, adequate interpretive information, directional and interpretive signage and unimpaired access. This will help in ensuring continued access to and use of the Cemetery by groups who currently either lead docent tours or volunteer maintenance support for the Cemetery, while transitioning to incorporating the Cemetery as one of the multiple Preserve resources.

In Phase One and in subsequent Preserve development stages, the Cemetery will become a park unit or Area under the responsibility of the overall Preserve management. Phase One actions will include initiation of a training program for volunteers in historic cemetery maintenance and upkeep; coordination with the Sacramento Valley VA

Mare Island Regional Park Task force Report

National Cemetery (Dixon, CA) management, docent training/coordination and the scheduling of regular docent led tours and other regular programming at the Cemetery. Interim public facilities for picnic use and group assembly can be sited on the north side of the Cemetery at the former tennis court adjoining the main access road as an initial day-use and group gathering area.

For longer-term management of Area 2 application of state and national guidelines pertaining to the preservation and interpretation of important historic resources is strongly encouraged. Protecting and maintaining the integrity of the resource is critical to the management program developed for this and other areas of The Preserve that have such historic significance. Recommended actions as part of The Preserve Master Plan should include conducting an historic needs assessment and sensitivity analysis of this area including a delineated restoration component. Restoration planning should address the repair of gravestones and markers, repair of wrought iron fencing and wood-picket fencing, brick and concrete retaining walls, cultural landscape restoration and signage and displays. An interpretive component including collection of associated stories, an interpretive trail, signage and other display elements should also be incorporated into the restoration plan. Continued coordination with the management staff of the new Sacramento Valley VA National Cemetery located at Dixon, CA is advised. The special historic status of this resource area also enables eligibility for earmarked Federal funds that should be sought.

Public amenity improvements for the Glen Area should be postponed until a sensitivity analysis has been conducted as a part of the park master plan process. Upon clearances from that analysis, it is anticipated that the Glen Area site will serve as an ideal picnic and natural area including park interpretive panels, restroom facilities and a nature trail. It is important that amenities developed here do not detract from or compete with the experience of the Glen or Cemetery.

Area 6, The Hill Vista Points, Ordnance Reservoir (Lake Ellis) and Southern Bluffs:

Minimal improvements are thought to be needed for this Sub-area in anticipation of increased public use in the short-term. This area can be serviceable primarily with reliance on the existing road system. Key maintenance tasks for this area include access road/trail maintenance, fire-preventative mowing, tree trimming and debris removal. Activities here can include various nature and recreation oriented passive uses and evening programming at the Hilltop including sunset viewing and star-gazing.

Future (Phase Two and beyond) improvements should include continued and expanded native grasses and plants restoration as part of the invasive weed abatement. Potential facilities and uses could include development of walk-in or bike-in overnight camping areas and vista/picnic areas and restrooms along the upper roadway, near Lake Ellis reservoir. Other Phase Two improvements should include restoration of the historic gardens and grounds, including new or improved access trails to the hillside garden and grounds.

6.3 Phase Two and Beyond Areas and Actions

Implementation actions are outlined below in a logical sequence based on the combined factors of the completion of specific triggers cited above and/or other specific prerequisites such as dedicated funding and labor to enable their accomplishment. This includes completion of clearance of ordnance and other environmental cleanup, provisions for the protection of historic and/or natural resources, and sufficient provisions to ensure the safety and security of the public including safety related signage, Americans with Disabilities Act features where required, and other miscellaneous appurtenances including fencing, railings, slope stabilization and viewing platforms and blinds.

Area 9: Western Magazine (*tentative initiation date 2008*) **and Western Bluffs** (*tentative initiation date 2012*)

Area 9, the Western Magazine includes the western tidal and muted tidal lands and contains a number of magazine storage buildings, a former horse stable and riding area, wetlands bordered by dredge ponds, roadways, interspersed upland areas, and the bluffs on the western side that straddle the lowlands and the upper terraces principally occupied by the golf course. A portion of this area is protected by a Navy designated conservation easement as habitat for federally listed endangered species. This area is not currently shown as a part of the Mare Island Shoreline Heritage Preserve area in the Mare Island Reuse Plan however as part of the lands at Mare Island that fall under State Lands Commission jurisdiction, it can be argued that addition of the Western Magazine to The Preserve would be the optimal use because the City of Vallejo is also required to manage this area for Public Trust purposes as part of the granted lands. While the Reuse Plan was silent regarding this parcel of land, the Open space Sub-committee, which contributed to the final reuse plan, recommended inclusion of the Western Magazine in the regional park.

Designation of the Western Magazine as part of the overall park ties The Preserve together in a cohesive whole because it is a historical component of the Navy's ordnance handling operation and is included in the National Historic District. Additionally, including the Western Magazine in The Preserve enables a number of functional improvements for the rest of The Preserve. From the northwest corner, a secondary entrance and trail access point can be established thereby enabling more options for managing access to The Preserve especially for events. The San Pablo Bay National Wildlife Refuge and a future trail system on the former dredge pond levee tops can be reached via a route through the Western Magazine. Future development efforts will focus on selective building rehabilitation, trail development on existing roadways and interpretive signage, trail linkage within and outside The Preserve and a potential group campground area and/or tent and RV campsites. The Western Bluffs are important buffer lands as they are positioned between future use areas and the golf course and typically consist of steep slopes and important stands of coastal scrub vegetation and other natives. Planned uses for the Western Bluffs are thought to be minimal with exception to possible trail linkages in the future.

Mare Island Regional Park Task force Report

Area 3: Historic Homes & Cultural Landscapes District: *(tentative initiation date 2009)*

Area 3 includes all of the historic housing and associated outbuildings and structures and the cultural landscapes in the Naval Ammunition Depot including the oldest residence remaining on the Island, built in 1860. The environmental cleanup of this site is not expected to be extensive which will facilitate the addition of the Sub-area into The Preserve soon after the initial Phase One period. However, because of the assumed extent of deferred maintenance, this area will also require the largest infusion of capital compared to the previous sub-areas, to render it available for new uses. Similar to the Cemetery in Area 2, its status as a designated National Landmark District ensures greater eligibility for various restoration and preservation funds while at the same time it is subject to more stringent requirements pertaining to restoration and preservation. Additionally, these facilities lend themselves to stand-alone type of ventures where a partner non-profit or for-profit group or concessionaire with aligned or relevant interests could be brought in to carry out the required upgrades and improvements thereby enabling the facilities to be available to the general public for public trust consistent uses.

Area 4: Historic Naval Ammunition Depot (NAD) Area *(tentative initiation date 2012)*

This complex comprises one of the oldest dedicated military areas on the entire Island with the oldest building constructed in 1857. Consisting of a mixture of brick and sandstone buildings including eight principal magazine buildings and several other support buildings and structures, this area is also part of the designated NAD Historic Landmark District.

Similar to the Cemetery and Historic Homes Districts, careful inventory and analysis is required of the existing buildings and structures due to their significant historic status. The challenge for this area is to achieve a reasonable balance between the important protection and preservation of the historic structures and features matched with creative adaptive new uses such as for special events, exhibits and possible leased space for uses such as artist studios. Again, national and state standards and guidelines for historic buildings, structures and landscapes must be adhered to ensure the appropriate treatment of these facilities.

The Taskforce views this area as a high priority area to be implemented as soon as possible following its inclusion in The Preserve. It is thought by the Taskforce to be an important link to **Area 3 the Historic Homes & Cultural Landscapes District**. The NAD Area was established as a priority because of its eligibility for restoration and interpretive funding, its potential for educational programming, and the possibility of revenue generation as an event venue for The Preserve. Finally it is thought there is also a great potential for synergistic programming with the adjoining Historic Homes District Area by providing extended stay opportunities for event-related uses in the NAD area.

Area 7: The South Shore and Piers and Recreational Shoreline Area *(tentative initiation date 2012)*

Area 7 encompasses the area roughly defined from the base of the bluff including the lower roadway, Pier 34, Pier 35, and the adjoining shoreline. This area has the most potential for remaining munitions and in particular, the offshore areas will take the

longest amount of time to make suitable for regular public use due to the extent of environmental cleanup operations anticipated. Portions of the shoreline near the bluffs, certain buildings and Piers 34 and 35 may be available for limited guided public use and access as they are now, prior to completion of environmental cleanup in this area. Any access would be allowed only while no active environmental cleanup is taking place.

There are also important sensitive habitat areas within this sub-area, especially the beach, inter-tidal areas and offshore margins. There are also numerous storage magazines, warehouse buildings and other infrastructure remnants. Since an earlier proposal to reuse the dredge ponds on the western side of the Island for a commercial operation has been abandoned, including the dredge pond area or at least enabling access to it, is another great opportunity that should be considered as potential future habitat and additional parkland area.

6.4 Funding Strategies

6.4.1 Overview

Although The Preserve is one of numerous parks identified in the Reuse and Specific Plans for Mare Island, it is unlike the “community” parks planned for the former shipyard or the majority of parks in the existing portfolio of recreational resources managed by the Greater Vallejo Recreation District. Traditionally, community serving parks and landscaped areas are built in the context of the development of residential and commercial areas. The cost of the initial development of these parks is born by the developer and factored into the overall cost of development. Funds to operate and maintain these parks are provided for by covenants with the city that allow permanent special assessments of property.

The Preserve does not fall within the property boundaries of the Island’s master developments and therefore no money for The Preserve’s development or operation is derived from current assessments. The Preserve, because it is entirely public trust land, cannot itself be assessed, but it can be the recipient of assessment funds.

The Preserve lies within the boundaries of the Greater Vallejo Recreational District (GVRD), a special district serving the recreational needs of the City of Vallejo and Solano County within the City’s sphere of influence. The role GVRD will play in the funding and operation of this parkland has not been defined and should be addressed with the Greater Vallejo Recreation District.

A key provision of the policies of the State regarding the management of public trust lands is that net proceeds of revenue generated from the lease of public trust granted lands are to be used for the benefit of public trust lands. Revenue from granted lands on Mare Island are restricted through an agreement between the City and the State to use on Mare Island, however, revenues generated on other Vallejo granted parcels may be used for any public trust lands in Vallejo, including on Mare Island. Therefore, for example, the revenues generated from current leases in industrial areas of the Vallejo waterfront may be made available for capital improvements or operations and maintenance of The Preserve.

Mare Island Regional Park Task force Report

A successful funding strategy for the Mare Island Shoreline Heritage Preserve must be grounded in the mission, vision and guiding principles as outlined in earlier chapters. A sound funding program is reliant on both innovative sources of revenue for capital improvements as well as a reliable long-term source of income for operations and maintenance costs.

It is the view of the Taskforce that the Mare Island Shoreline Heritage Preserve site has the potential to spark the imagination of the public. This is an important assumption because a key facet of the funding strategy requires gaining support from the public and encouraging the public to share and envision the Park's future. Gaining public support will help inspire financial and in-kind support from potential partners and contributors. While it is clear that there is significant preservation and development work ahead in order to convert this property from its current condition into a premier parkland of regional and national stature, it is also evident that this outstanding resource warrants such work to be undertaken.

It is clearly advantageous for the public to have increased access to The Preserve, which builds momentum of public support. Growth of participation spearheads further improvement of visitor amenities, which in turn, makes The Preserve ultimately more fundable, attractive and sustainable.

6.4.2 Rationale for Support

Whether considered either individually or as an entirety, Preserve attributes provide potential justification for garnering support. These attributes can be generally grouped in the following categories:

1. **Telling the important story about facilities and operations associated with naval munitions:** There are representative remnant elements of all of the historic ordnance operations—it is functionally and thematically cohesive and if interpreted properly, will tell a significant story about the Island, West Coast Navy operations and specific military features.
2. **Displaying and telling the story about the history of the whole island and the people that have contributed to its history:** This entire area, including its scenic bluffs, the National Landmark historic district, remnant houses and gardens, and shoreline and piers, is a time capsule and retains many of the original artifacts still remaining in their historic setting. There is the tremendous opportunity for telling the unique stories associated with these places and artifacts.
3. **Allowing public access to one of the extraordinary scenic settings within the greater Bay Area:** With 360 degree views of seven counties, the Carquinez Strait and Bridges, Mount Diablo, Mount St. Helena and Mount Tamalpais, The Preserve site offers an extraordinary setting.
4. **Geographic setting:** The geographic setting is strategic with regards to other recreational and educational venues including Bay historic/scenic tours and regions beyond such as the Napa Valley region. The Preserve is also strategic within the geography of Mare Island. For example, The Preserve's adjacency to

Mare Island Regional Park Task force Report

an 18-hole public golf course is seen as an asset and a potential synergy to be nurtured. And the proximity to the Touro University and the Lennar development has numerous positive potentials in terms of venues and amenities.

5. **Water & Aquatic Habitat Adjacency:** The Preserve is adjoined on two sides by water with potential watercraft access along with the potential for shoreline fishing access from beaches, piers and water's edge. Wildlife viewing and other forms of nature appreciation are accentuated with this interface.
6. **Displaying and telling the story about The Preserve's unique natural resources:** Because of its island setting, The Preserve offers a rare compilation of geological and natural resources within the bioregion. The range of habitat types is diverse and includes tidal and non-tidal wetlands, coastal bluffs, perennial grasslands and oak woodlands. The Preserve offers educational and recreational resources with even greater potential with future restoration activities.
7. **Displaying and telling the story about the Island's indigenous people and the early historic uses of The Preserve:** There is an array of remnants from early times including the hundreds of years of use and management by indigenous people of California. Some of the more notable artifacts from historic times include the 1850's retaining wall behind the earliest Naval Ammunition Depot area, the reservoir site, the Civil War era earthworks, the Bay Model and the light house site.
8. **Creating a nearby yet far away destination:** The Preserve offers that extraordinary combination of a place that is both close at hand in distance and yet remote in feeling. This aspect provides perhaps the most compelling reason why this park should become a resource accessible to the public as soon as practical.

6.4.3 Funding Goals

Strive for Self-Sufficiency at Build-out: The Taskforce has established the goal to strive to make The Preserve as self-sustaining as feasible for its operating and maintenance expenses when the park is fully developed. The goal is to utilize an array of programs including rental and lease income, fees, grants, local or City-wide special mechanisms if feasible, City bonds and other sources, such as targeted capital campaigns, fundraising events and monetary donations and in-kind services from individuals, civic groups, non-profit groups, educational institutions and local businesses and corporations, in order to achieve as sustainable an operating capacity as possible. Collectively these revenue sources will be pooled together and used for ongoing operational expenses as well as for future capital improvements to The Preserve.

Competitive & Multifaceted Values: In most sectors of our communities, there are more worthy causes and projects than money available to fund and therefore tough competition for limited funds should be expected. Therefore successful fundraising and harnessing of community support and investment requires a compelling need and a multifaceted approach. Most important is achieving a commitment to long-term support that continues to leverage existing resources while setting short-term goals established

Mare Island Regional Park Task force Report

within a larger vision. This type of support must be nurtured in a manner analogous to planting a garden whereby the support is garnered, cultivated and nurtured, until the roots are grown and well-established.

Funding Diversity: “We Can Do It”: a message memorialized in war effort posters of the WW II era, aptly applies to the campaign to raise funds for The Preserve. Given the diminished funds available in the post Proposition 13 era through conventional park revenue sources, a principal goal is to create a revenue stream from a wide range of sources that can effectively offset the operational costs of The Preserve. It is also assumed that cost for capital improvements and operations and maintenance will proportionately grow as the demand for public use of the facilities increases. This is further justification for creating a revenue stream from a wide range of sources.

Building a Broad Base of Support: This facet of the funding strategy is critical to the overall approach for the implementation of The Preserve because it provides the primary justification for the accelerated steps leading to public access to The Preserve. Public access to, and direct experience of The Preserve is therefore seen as essential for achieving fundraising sustainability since it serves as the primary incentive for garnering public support.

6.4.4 Funding Strategies

This report identifies a number of funding sources or support activities for improvements, including revenue from public trust granted lands to Vallejo, grant programs, user fees, volunteer services, and mitigation. A broad-based approach is recommended in addition to a basic sorting of needs to differentiate short-term from long-term funding requirements for targeted actions. Many sources of funding require substantial lead-time and sustained staff resources to manage the projects from inception to completion. It is necessary to develop relationships with project managers for the funding organization, then to make initial inquiries, write and submit proposals based on guidelines and timelines for submittal that are unique to each organization and even within specialized funding tracks within that organization’s structure, track progress and guide projects to completion and prepare follow up reports and assessments.

Grants: There are several reasons that the Mare Island Shoreline Heritage Preserve is well-positioned to be viewed favorably for various grant-related funding programs. As a regional park, by definition, it falls into the resourced-based category of public parks. This enables eligibility for many of the State park-related bond initiatives with the most recent Proposition 84 as an example. Of the past five resource-related State bond initiatives including Prop 204, 12, 13, 40 and 50 representing over \$11 billion dollars in funding approximately \$2.75 billion dollars have been allocated to parks with roughly 80% of those funds allocated to resource type parks rather than urban recreational parks. Because of the extent and diversity of resources within The Preserve, it becomes eligible categorically for each of those resource categories.

This includes historical and cultural resource targeted grants, habitat restoration grants, trails supporting grants, waterway grants, coastal area grants, local and regional park grants, shore and aquatic access grants, nature education grants and wildlife habitat related grants to name several. Additionally, the greater Vallejo area is eligible for

Mare Island Regional Park Task force Report

several underserved community-related grants especially those aimed at natural history education and supporting better access for urban children to natural and historic resource areas. The following is an overview of some of the major grant program categories:

- a. **Federal And State Grant Funding:** State and federal grants for parks, trails, open space, wildlife habitat, and conservation have been important sources of funding historically in many jurisdictions, but should not be presumed to be reliably available on an on-going basis. State grant funds have been a significant source for local parks and open space initiatives.
- b. **Proposition 84:** The Safe Drinking Water, Water Quality, and Supply, Flood Control, River and Coastal Protection Bond Act. This Bond act includes numerous funding categories relevant to The Preserve and its specific required actions required for improving environmental conditions and readying The Preserve for public use and appreciation. California State Parks, the Wildlife Conservation Board, the State Coastal Conservancy and the San Francisco Bay Area Conservancy Program administered by the Coastal Conservancy and the San Francisco Bay Conservation and Development Commission are specific agencies responsible for administering the various relevant funding categories in this Bond. For example, it authorizes State Parks to provide the allocated funding to local governments for the acquisition, maintenance, and operation of local and regional parks.
- c. **Proposition 40:** The California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Protection Act was approved by voters in 2002. The program is managed by the State Department of Parks and Recreation. A wide range of potential projects may be candidates for this funding including projects ranging from addressing deferred maintenance to facilities improvement and development, and land acquisition.
- d. **Existing and future State resources and park bonds:** It is anticipated that there will continue to be park and resource targeted bond funding established through State initiatives such as The California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Protection Act. Because of the broad management goals for The Preserve, funding categories can range from habitat and water quality related funds to public access and environmental education funding.
- e. **Other Federal & State:** Various other State and Federal government programs exist that could be accessed to help implement this plan. The California Department of Fish and Game's Wildlife Conservation Board has an annual funding budget for fishing and boating access to California waterways. Other programs include the USDA EQUIP Program, USFWS Partners for Wildlife, and CALFED restoration grants. By making sustainable adaptive use of buildings and the overall site a Preserve planning priority, grants will likely be available for wind, solar and other renewable power sources and innovative water conservation, run-off and waste management. Various Conservation Partnerships

Mare Island Regional Park Task force Report

should also be investigated to help locate and access these types of funding sources.

- f. Private Sources:** Applications can be made for funds from private and corporate foundations and other sources of private funding. These funding sources usually have many more worthy applicants than funds available and each has specific funding criteria. However, because of the diverse historic, cultural and natural resources within The Preserve, a broader range of funders with differing priorities may be approached.
- g. Loans:** Loans are another option for initial capital outlay needs. There is an array of relevant loan categories such as the California Boating and Waterways (DBW) water access improvement targeted low interest loans. DBW lends money to public and privately owned marinas and water access facilities. Loan funds are available to public entities for planning, construction, rehabilitation or expansion of small craft harbors throughout California. Breakwater construction, dredging, berthing, utilities, landscaping and irrigation, restrooms, fuel docks, boat sewage pump-out stations, and public access walkways at small craft harbors are a few of the improvements that can be funded by DBW. Other loan options could include loans from various lending institutions, non-profit trusts and funds such as state revolving loan programs. An example of the state revolving program is the State Water Control Board State Revolving Fund. The SRF Loan Program is a joint Federal and State program that provides low interest loans to local governments and non-governmental organizations (NGOs) in California for construction of wastewater treatment and recycling facilities, implementation of non-point source and storm drainage pollution correction measures, and development and implementation of estuary enhancement and management programs. Since the Program's inception in 1989, it has made more than \$3.5 billion in loans to local governments and non-governmental organizations in California.

User Fees: User fees are a commonly used way for sites such as The Preserve to cover wear and tear (maintenance and operation costs) related costs. A certain amount of infrastructure improvements might be met via a fee-based program. Typically, fee recovery is achieved through staffed entry fee exaction or via an "iron ranger" type facility. An iron ranger is a self-pay fee collection box used at campgrounds or public facilities that do not have full-time attendants.

User fees could also be activity or event based where the public would pay for pre-arranged activities at The Preserve. Reasonable user fees are typically accepted by the public, as long as park users feel that they are receiving comparable value in return. These events are specific activities with associated fees that are appropriate to the various available Preserve venues. This type of funding is dependent on the organization and commitment of the management entity both in terms of the scale of event activities as well as their frequency. Funding obtained through these activities can serve for specific capital improvements as well as long term operations and maintenance purposes. In this instance, the management entity has two purposes. One is to directly host and produce

Mare Island Regional Park Task force Report

events that serve to generate some revenue and to heighten public awareness and use of the site. The second role is to act as a resource and facilities manager to allow appropriate events conducted by other groups that generate revenue for the park and/or that further the mission, purpose and guiding principles of the park on rental or lease type of arrangement. Examples include nature-oriented, historical, recreational or other group outings, activities such as organized races, runs, walks, tours and fishing competitions, shows, festivals, weddings and other special events.

Lease Revenues: The Fort Mason model is an example of public lands being used to support a variety of other compatible activities through a lease and sublease arrangement. This approach could apply to the more facility dominated portions of The Preserve such as the Naval Ammunition Depot Area and the Historic Homes District and numerous magazines where there is the potential for creative adaptive reuse of the historic buildings and structures. This strategy has the potential of both expanding the range of potential activities available to the public while enabling a revenue stream at the same time. Leasing fees and other specifics of the lease will be contingent upon overall management goals. Similar to Fort Mason, the preference is for a long-term lease arrangement between the park management entity and the sub-leasing parties. Longer-term leases are attractive incentives to for-profit entities that wish to take advantage of potential federal tax credits for adaptive reuse and historical restoration of buildings.

Funding through Mitigation Funds and Fines: A fourth funding strategy would be to pursue mitigation funding for natural resource-related restoration and re-establishment type projects. The range of projects could include salt marsh, oak woodlands, coastal scrub or native grasslands restoration. For example, funding from mitigation associated with nearby dredging projects could be pursued to fund facility and site improvements and Preserve operations and maintenance related to habitat purposes. Fines are often levied by agencies such as the Regional Water Quality Control Board and must be spent in the geographic area and habitat type where the violation took place. Funds from these sources may be used for natural resource restoration or enhancement in The Preserve. Mitigation resources may also be available for historic preservation and restoration.

Mare Island, City-wide and Regional Assessments: Because a commitment has been made that City services for Mare Island will not impact the general fund, as Mare Island is further developed, the comprehensive Island-wide assessment for general City services and the Landscape and Maintenance District assessment should include funding provisions for The Preserve.

However, as a regional park and intended for broader (not limited to local neighborhood) serving purposes, The Preserve is also well-suited to target city-wide fee generating mechanisms. Clearly The Preserve can serve as a primary natural and historic resource for the City of Vallejo and the surrounding region. But, effective city-wide assessments require buy-in by the affected contributors, so promoting the benefits and values of The Preserve and building public use capacity is an essential prerequisite step. Annual and reliable funding streams are especially essential for the long-term operations and maintenance type needs. A key assumption made by the Taskforce is that it is essential to

Mare Island Regional Park Task force Report

first open the property to the public on an interim basis in order to create a base of public support for the parkland and assure future users.

An additional strategy is to consider a larger base of support through the County as discussed under governance in Section 5.0. Approaching Solano County regarding the potential for integrating The Preserve with the Solano County Regional Parks as has been done at Lynch Canyon is worthy of exploration. Solano County has been considering the formation of a regional park district that would enable the implementation of a countywide or region-wide assessment mechanism.

Partnership Contributions: Partnership contributions will vary according to the role and relationship of the prospective partners but it is an important facet in the overall funding strategy especially as related to the long-term funding needs and access to in-kind resources.

Concessionaire Fees: The California Department of Parks and Recreation (CDPR) provides a good example of the potential for concessionaire type fee generation. CDPR and concessionaires form a relationship of mutual dependency and support where CDPR manages the overall resource and the concessionaire provides facilities and services that are typically beyond the range of what CDPR normally provides including food services, lodging and other specialized uses such as provision of recreational equipment and programming, conference facility and major event management and even interpretive facility design, operation and programming resources such as audio and guided tours. The benefit of this relationship is a broader range of activities available for the public and a revenue stream in the form of fees for the conducting of services.

APPENDIX A

STATE LAND COMMISSION PROPERTY DISPOSITION

I. Origins of the Public Trust

The origins of the public trust doctrine are traceable to Roman law concepts common property. Under Roman law, the air, the rivers, the sea and the seashore were incapable of private ownership; they were dedicated to the use of the public.¹ This concept that tide and submerged lands are unique and that the state holds them in trust for the people has endured throughout the ages. In 13th century Spain, for example, public rights in navigable waterways were recognized in *Las Siete Partidas*, the laws of Spain set forth by Alfonso the Wise.² Under English common law, this principle evolved into the public trust doctrine pursuant to which the sovereign held the navigable waterways and submerged lands, not in a proprietary capacity, but rather “as trustee of a public trust for the benefit of the people” for uses such as commerce, navigation and fishing.³

After the American Revolution, each of the original states succeeded to this sovereign right and duty. Each became trustee of the tide and submerged lands within its boundaries for the common use of the people.⁴ Subsequently admitted states, like California, possess the same sovereign rights over their tide and submerged lands as the original thirteen states under the equal-footing doctrine.⁵ That is, title to lands under navigable waters up to the high water mark is held by the state in trust for the people. These lands are not alienable in that all of the public’s interest in them cannot be extinguished.⁶

II. Purpose of the Public Trust

The United States Supreme Court issued its landmark opinion on the nature of a state’s title to its tide and submerged lands nearly 110 years ago, and although courts have reviewed tidelands trust issues many times since then, the basic premise of the trust remains fundamentally unchanged. The Court said then that a state’s title to its tide and submerged lands is different from that to the lands it holds for sale. “It is a title held in trust for the people of the State that they may enjoy the navigation of the waters, carry on commerce over them, and have liberty of fishing” free from obstruction or interference from private parties.⁷ In other words, the public trust is an affirmation of the duty of the state to protect the people’s common heritage of tide and submerged lands for their common use.⁸ But to what common uses may tide and submerged lands be put? Traditionally, public trust uses were limited to water-related commerce, navigation, and fishing. In more recent years, however, the California Supreme Court has said that the public trust embraces the right of the public to use the navigable waters of the state

Mare Island Regional Park Task force Report

for bathing, swimming, boating, and general recreational purposes. It is sufficiently flexible to encompass changing public needs, such as the preservation of the lands in their natural state for scientific study, as open space and as wildlife habitat. The administrator of the public trust “is not burdened with an outmoded classification favoring one mode of utilization over another.”⁹

The Legislature, acting within the confines of the common law public trust doctrine, is the ultimate administrator of the tidelands trust and often may be the ultimate arbiter of permissible uses of trust lands. All uses, including those specifically authorized by the Legislature, must take into account the overarching principle of the public trust doctrine that trust lands belong to the public and are to be used to promote public rather than exclusively private purposes. The Legislature cannot commit trust lands irretrievably to private development because it would be abdicating the public trust.¹⁰ Within these confines, however, the Legislature has considerable discretion.

The Legislature already may have spoken to the issue of the uses to which particular tide and submerged lands may be put when making grants of these lands in trust to local government entities. Statutory trust grants are not all the same--some authorize the construction of ports and airports, others allow only recreational uses and still others allow a broad range of uses.

A further and often complicating factor is that granted and un-granted lands already may have been developed for particular trust uses that are incompatible with other trust uses or may have become antiquated. Some tidelands have been dedicated exclusively to industrial port uses, for example, and in these areas, recreational uses, even if also authorized by the trust grant, may be incompatible. Similarly, tidelands set aside for public beaches may not be suitable for construction of a cannery, even though a cannery may be an acceptable trust use. Piers, wharves and warehouses that once served commercial navigation but no longer can serve modern container shipping may have to be removed or converted to a more productive trust use. Historic public trust uses may have been replaced by new technologies. Antiquated structures on the waterfront may be an impediment rather than a magnet for public access and use of the waters. Public trust uses may and often do conflict with one another. The state and local tidelands grantees, as administrators of their respective public trust lands, are charged with choosing among these conflicting uses, with the Legislature as the ultimate arbiter of their choices. For all these reasons, a list of uses or a list of cases without more may not be as useful as an analysis of public trust law applied to a specific factual situation.

III. The Leasing of Tidelands

A few principles established by the courts are instructive in analyzing under the public trust doctrine the leasing of public trust lands for particular uses. For example, it was settled long ago that tidelands granted in trust to local entities may be leased and improved if the leases and improvements promote uses authorized by the statutory trust grant and the public trust. Leases for the construction of wharves and warehouses and for railroad uses, i.e., structures that directly promote port development, were approved early in the 20th century.¹¹ Later, leases for structures incidental to the promotion of port commerce, such as the Port of Oakland's convention center, were held to be valid because although they did not directly support port business, they encouraged trade, shipping, and commercial associations to become familiar with the port and its assets.¹² Visitor-serving facilities, such as restaurants, hotels, shops, and parking areas, were also approved as appropriate uses because as places of public accommodation, they allow broad public access to the tidelands and, therefore, enhance the public's enjoyment of these lands historically set apart for their benefit.¹³

These cases provide three guidelines for achieving compliance with the public trust when leasing tidelands for construction of permanent structures to serve a lessee's development project: (1) the structure must directly promote uses authorized by the statutory trust grant and trust law generally, (2) the structure must be incidental to the promotion of such uses, or (3) the structure must accommodate or enhance the public's enjoyment of the trust lands. Nonetheless, when considering what constitutes a trust use, it is critical to keep in mind the following counsel from the California Supreme Court: The objective of the public trust is always evolving so that a trustee is not burdened with outmoded classifications favoring the original and traditional triad of commerce, navigation and fisheries over those uses encompassing changing public needs.¹⁴

IV. Promotion of Trust Uses and Public Enjoyment of Trust Lands

Installations not directly connected with water-related commerce are appropriate trust uses when they must be located on, over or adjacent to water to accommodate or foster commercial enterprises. Examples include oil production facilities, freeway bridges and nuclear power plants.¹⁵ Hotels, restaurants, shops and parking areas are appropriate because they accommodate or enhance the public's ability to enjoy tide and submerged lands and navigable waterways. The tidelands trust is intended to promote rather than serve as an impediment to essential commercial services benefiting the people and the ability of the people to enjoy trust lands.¹⁶ Nevertheless, the essential trust purposes have always been, and remain, water related, and the essential obligation of the state is to manage the tidelands in order to implement and facilitate those trust purposes for all of the people of the state.¹⁷

Therefore, uses that do not accommodate, promote, foster or enhance the statewide public's need for essential commercial services or their enjoyment tidelands are not appropriate uses for public trust lands. These would include commercial installations that could as easily be sited on uplands and strictly local or "neighborhood-serving" uses that confer no significant benefit to Californians statewide. Examples may include hospitals, supermarkets, department stores, and local government buildings and private office buildings that serve general rather than specifically trust-related functions.

V. Mixed-Use Developments

Mixed-use development proposals for filled and unfilled tide and submerged lands have generally consisted of several structures, including non-trust use structures or structures where only the ground floor contains a trust use. While mixed-use developments on tidelands may provide a stable population base for the development, may draw the public to the development, or may yield the financing to pay for the trust uses to be included in the development, they ought not to be approved as consistent with statutory trust grants and the public trust for these reasons. These reasons simply make the development financially attractive to a developer. Projects must have a connection to water-related activities that provide benefits to the public statewide, which is the hallmark of the public trust doctrine. Failure to achieve this goal, simply to make a development financially attractive, sacrifices public benefit for private or purely local advantage. A mixed-use development may not be compatible with the public trust, not because it may contain some non-trust elements, but because it promotes a "commercial enterprise unaffected by a public use"¹⁸ rather than promoting, fostering, accommodating or enhancing a public trust use.¹⁹ That use, however, need not be restricted to the traditional triad of commerce, navigation and fishing. It is an evolving use that is responsive to changing public needs for trust lands and for the benefits these lands provide.²⁰

Moreover, commercial enterprises without a statewide public trust use may violate the terms of statutory trust grants. Typically, grants allow tidelands to be leased, but only for purposes "consistent with the trust upon which said lands are held." This term is not equivalent to "not required for trust uses" or "not interfering with trust uses." Since leases of tidelands must be consistent with statutory trust grant purposes, leases which expressly contemplate the promotion of non-trust uses rather than trust uses would not comply with the terms of the trust grants.

For these reasons, non-trust uses on tidelands, whether considered separately or part of a mixed-use development, are not mitigatable. That is, unlike some environmental contexts where developments with harmful impacts may be approved so long as the impacts are appropriately mitigated by the developer, in the tidelands trust context, mitigation of a non-trust use has never been recognized

by the courts. To the contrary, the California Supreme Court has said that just as the state is prohibited from selling its tidelands, it is similarly prohibited from freeing tidelands from the trust and dedicating them to other uses while they remain useable for or susceptible of being used for water-related activities.²¹

VI. Incidental Non-Trust Use

All structures built on tide and submerged lands should have as their main purpose the furtherance of a public trust use. Any structure designed or used primarily for a non-trust purpose would be suspect. Mixed-use development proposals, however, frequently justify non-trust uses as “incidental” to the entire project. The only published case in California in which a non-trust use of tidelands has been allowed focused on the fact that the real or main purpose of the *structure* was a public trust use and that the non-trust use would be incidental to the main purpose of the structure.²² In this context, the court noted that because the real or main purpose of the structure was to promote public trust uses, non-trust groups could also use the facility, but the non-trust uses must remain *incidental* to the main purpose of the structure.²³ This is the state of the law, and it is supported by good policy reasons as well. If the test for whether a non-trust use is incidental to the main purpose of a development were not applied on a structure-by-structure basis, pressure for more dense coastal development may increase as developers seek to maximize the square feet of allowable non-trust uses. Disputes may arise as to how to calculate the square footage attributable to the proper trust uses versus non-trust uses, with open waterways and parking garages likely being the dominant trust uses and structures being devoted to non-trust uses.

It is beyond contention that the state cannot grant tidelands free of the trust merely because the grant serves some public purpose, such as increasing tax revenues or because the grantee might put the property to a commercial use.²⁴ The same reasoning applies to putting tidelands to enduring non-trust uses by building structures on them. Accordingly, the only enduring non-trust uses that may be made of tidelands without specific legislative authorization are those incidental to the main trust purpose applied on a structure-by-structure basis. Each structure in a mixed-use development on tidelands must have as its primary purpose an appropriate public trust use. If its real or main purpose is a trust use, portions of the structure not needed for trust purposes may be leased temporarily to non-trust tenants, provided that the non-trust use is incidental to the main purpose of the structure.

VII. The Role of the Legislature

The Legislature is the representative of all the people and, subject to judicial review, is the ultimate arbiter of uses to which public trust lands may be put. The

Mare Island Regional Park Task force Report

Legislature may create, alter, amend, modify, or revoke a trust grant so that the tidelands are administered in a manner most suitable to the needs of the people of the state.²⁵ The Legislature has the power to authorize the non-trust use of tidelands. It has done so rarely, and then on a case specific basis.²⁶ Many of its actions have been a recognition of incidental non-trust uses or of a use that must be located on the tidelands. When these legislative actions have been challenged in court, the courts, understandably, have been very deferential, upholding the actions and the findings supporting them.²⁷

The Legislature has provided a statutory framework for the leasing of tidelands for non-trust uses by the cities of Long Beach and San Francisco grounded on findings that the tidelands are *not required for* (San Francisco) or *not required for and will not interfere with* (Long Beach) the uses and purposes of the granting statute.²⁸ Where, as in these two statutes, the Legislature has authorized in general terms the use of tidelands for non-trust purposes, the statutes' provisions must be interpreted so as to be consistent with the paramount rights of commerce, navigation, fishery, recreation and environmental protection. This means that the tidelands may be devoted to purposes unrelated to the common law public trust to the extent that these purposes are incidental to and accommodate projects that must be located on, over or adjacent to the tidelands. These non-trust uses are not unlimited, for there are limits on the Legislature's authority to free tidelands from trust use restrictions.²⁹ To ensure that the exercise of the Long Beach and San Francisco statutes is consistent with the common law public trust, the tidelands to be leased for non-trust uses must have been filled and reclaimed and no longer be tidelands or submerged lands and must be leased for a limited term. The space occupied by the non-trust use, whether measured by the percentage of the land area or the percentage of the structure, should be relatively small.

Finally, any structure with a non-trust use should be compatible with the overall project. Findings such as these are necessary because legislative authorizations to devote substantial portions of tidelands to long-term non-trust uses have generally been considered by the courts as tantamount to alienation.³⁰

In several out-of-state cases, specific, express legislative authorizations of incidental leasing of publicly-financed office building space to private tenants solely for the purpose of producing revenue have been subject to close judicial scrutiny, although they did not involve tidelands trust use restrictions.³¹ One case involved construction of an international trade center at Baltimore's Inner Harbor with public financing where legislation expressly permitted *portions* of the structure to be leased to private tenants for the production of income. Another was a condemnation case where the statute authorizing the New York Port Authority to acquire a site on which to build the World Trade Center was challenged on the basis that it allowed *portions* of the new structure to be used for no other purpose than the raising of revenue. In both cases, opponents of the projects argued that a

publicly financed office building should not be permitted to have *any* private commercial tenants even though the respective legislatures had expressly allowed incidental private use of each building. The state courts in both Maryland and New York held that so long as the primary purpose of the office building was for maritime purposes connected with the port, legislation authorizing the leasing to private tenants was valid.³² Although both cases involve challenges to financing and condemnation statutes and do not involve the public trust, they are instructive because they demonstrate the importance to the courts, even in the context of public financing and condemnation, that when a portion of a structure is to be leased for the purpose of raising revenues to offset expenses, this incidental non-public leasing must have been legislatively authorized.

VIII. Exchanges of Lands

Situations where a local government or a private party acquires a right to use former trust property free of trust restrictions are rare.³³ In order for such a right to be valid, the Legislature must have intended to grant the right free of the trust and the grant must serve the purpose of the trust. Public Resources Code section 6307 is an example of the rare situation where abandonment of the public trust is consistent with the purposes of the trust.

Section 6307 authorizes the Commission to exchange lands of equal value, whether filled or unfilled, whenever it finds that it is “in the best interests of the state, for the improvement of navigation, aid in reclamation, for flood control protection, or to enhance the configuration of the shoreline for the improvement of the water and upland, on navigable rivers, sloughs, streams, lakes, bays, estuaries, inlets, or straits, and that it will not substantially interfere with the right of navigation and fishing in the waters involved.” The lands exchanged may be improved, filled and reclaimed by the grantee, and upon adoption by the Commission of a resolution finding that such lands (1) have been improved, filled, and reclaimed, and (2) have thereby been excluded from the public channels and are no longer available or useful or susceptible of being used for navigation and fishing, and (3) are no longer in fact tidelands and submerged lands, the lands are thereupon free from the public trust. The grantee may thereafter make any use of the lands, free of trust restrictions.

In order for such an exchange of lands to take place, the Commission must find that the lands to be exchanged are no longer available or useful or susceptible of being used for navigation and fishing, taking into consideration whether adjacent lands remaining subject to the trust are sufficient for public access and future trust needs; that non-trust use of the lands to be freed of the public trust will not interfere with the public’s use of adjacent trust lands; and that the lands that will be received by the state in the exchange not only are of equal, or greater, monetary value but also have value to the tidelands trust, since they will take on the status of

Mare Island Regional Park Task force Report

public trust lands after the exchange. Only then can the Commission find that the transaction is in the best interests of the state, that the exchange of lands will promote the public trust and that it will not result in any substantial interference with the public interest in the lands and waters remaining

¹Institutes of Justinian 2.1.1.

²Las Siete Partidas 3.28.6 (S. Scott trans. & ed. 1932).

³*Colberg, Inc. v. State of California ex rel. Dept. Pub. Works* (1967) 67 Cal.2d 408, 416.

⁴*Martin v. Waddell* (1842) 41 U.S. (16 Pet.) 367, 410.

⁵*Pollard=s Lessee v. Hagen* (1845) 44 U.S. (3 How.) 212, 228-29.

⁶*People v. California Fish Co.* (1913) 166 Cal. 576, 597-99; *City of Berkeley v. Superior Court* (1980) 26 Cal.3d 515, 524-25.

⁷*Illinois Central R.R. Co. v Illinois* (1892) 146 U.S. 387, 452

⁸*National Audubon Society v. Superior Court* (1983) 33 Cal.3d 419, 441.

⁹*Marks v. Whitney* (1971) 6 Cal.3d 251, 259-260.

¹⁰*Illinois Central Railroad v. Illinois, supra*, at 452-53.

¹¹*San Pedro etc. R.R. Co. v. Hamilton* (1911) 161 Cal. 610; *Koyner v. Miner* (1916) 172 Cal. 448; *Oakland v. Larue Wharf & Warehouse Co.* (1918) 179 Cal. 207; *City of Oakland v. Williams* (1929) 206 Cal. 315.

¹²*Haggerty v. City of Oakland* (1958) 161 Cal.App.2d 407, 413-414.

¹³*Id.* at p. 414; *Martin v. Smith* (1960) 184 Cal.App.2d 571, 577-78.

¹⁴*National Audubon Society v. Superior Court, supra*, at p. 434.

¹⁵See *Boone v. Kingsbury* (1928) 206 Cal.148, 183; *Colberg, Inc. v. State of California ex rel. Dept. Pub. Work, supra*, at pp. 421-22; and *Carstens v. California Coastal Com.* (1986) 182 Cal.App.3d 277, 289.

¹⁶*Carstens v. California Coastal Com., supra*, at p. 289.

¹⁷Joseph L. Sax, AThe Public Trust in Stormy Western Waters,@ October 1997.

¹⁸*City of Long Beach v. Morse* (1947) 31 Cal.2d 254, 261.

¹⁹*Haggerty v. City of Oakland, supra*, at pp. 413-14.

²⁰*National Audubon Society v. Superior Court, supra*, at p. 434.

²¹*Atwood v. Hammond* (1935) 4 Cal.2d 31, 42-43.

²²*Haggerty v. City of Oakland, supra*, at p. 413.

²³*Ibid.*

²⁴*National Audubon Society v. Superior Court, supra*, at p. 440.

²⁵*City of Coronado v. San Diego Unified Port District* (1964) 227 Cal.App.2d 455, 474.

²⁶For example, in Chapter 728, Statutes of 1994, the Legislature authorized tidelands in Newport Beach to continue to be put to non-trust uses for a limited term after it was determined that the tidelands had been erroneously characterized and treated as uplands by the city due to incorrect placement of the tidelands boundary.

²⁷See, e.g., *Boone v. Kingsbury, supra*, at p. 183 and *City of Coronado v. San Diego Unified Port District, supra*, at pp. 474-75; but see *Mallon v. City of Long Beach* (1955) 44 Cal.2d 199, 206-07, 212.

²⁸Ch. 1560, Stats. 1959; Ch. 422, Stats. 1975. These statutes also provide for, *inter alia*, the lease revenues to be used to further trust uses and purposes.

²⁹*Illinois Central R.R. Co. v. Illinois, supra*, at pp. 452-54.

³⁰*Atwood v. Hammond, supra*, at p. 42; see also *Illinois Central R.R. Co. v. Illinois, supra*, at pp. 454-53.

³¹*Lerch v. Maryland Port Authority* (1965) 240 Md. 438; *Courtesy Sandwich Shop, Inc. v. Port of New York Authority* (1963) 12 N.Y.2d 379.

³²*Ibid.*

³³*National Audubon Society v. Superior Court, supra*, at p. 440

PUBLIC TRUST POLICY

For
The California State Lands Commission

The Legislature has given the California State Lands Commission authority over California's sovereign lands – lands under navigable waters. These are lands to which California received title upon its admission to the Union and that are held by virtue of its sovereignty. These lands are also known as public trust lands. The Commission administers public trust lands pursuant to statute and the Public Trust Doctrine – the common law principles that govern use of these lands.

Public Trust Doctrine

The Public Trust Doctrine is set forth in common law. Several of its guiding principles are that:

- I. Lands under the ocean and under navigable streams are owned by the public and held in trust for the people by government. These are referred to as public trust lands, and include filled lands formerly under water. Public trust lands cannot be bought and sold like other state-owned lands. Only in rare cases may the public trust be terminated, and only where consistent with the purposes and needs of the trust.
- II. Uses of trust lands, whether granted to a local agency or administered by the State directly, are generally limited to those that are water dependent or related, and include commerce, fisheries, and navigation, environmental preservation and recreation. Public trust uses include, among others, ports, marinas, docks and wharves, buoys, hunting, commercial and sport fishing, bathing, swimming, and boating. Public trust lands may also be kept in their natural state for habitat, wildlife refuges, scientific study, or open space. Ancillary or incidental uses, that is, uses that directly promote trust uses, are directly supportive and necessary for trust uses, or that accommodate the public's enjoyment of trust lands, are also permitted. Examples include facilities to serve visitors, such as hotels and restaurants, shops, parking lots, and restrooms. Other examples are commercial facilities that must be located on or directly adjacent to the water, such as warehouses, container cargo storage, and facilities for the development and production of oil and gas. Uses that are generally not permitted on public trust lands are those that are not trust use related, do not serve a public purpose, and can be located on non-waterfront property, such as residential and non-maritime related commercial and office uses. While trust lands cannot generally be alienated from public ownership, uses of trust lands can be carried out by public or private entities by lease from this Commission or a local agency grantee. In some cases, such as some industrial leases, the public may be excluded from public trust lands in order to accomplish a proper trust use.
- III. Because public trust lands are held in trust for all citizens of California, they must be used to serve statewide, as opposed to purely local, public purposes.

Commission Authority

The Legislature has granted general authority to the Commission to manage trust lands. Unless otherwise expressly stated in the State Constitution or statutes, the public trust doctrine mandates the criteria for Commission management of trust lands. In carrying out its management responsibilities, the Commission commonly leases trust lands to private and public entities for uses consistent with the doctrine. Subject to the criteria in statutes and case law, the Commission may also exchange public trust lands for non-trust lands, lift the trust from public trust lands, enter into boundary line agreements, and otherwise generally manage trust lands. While most of the authority over public trust lands possessed by the Legislature is vested in the Commission, the Legislature, as the people's elected representatives, has not delegated the authority to modify uses permitted on public trust lands by the Public Trust Doctrine. There are times when the Legislature, exercising its retained powers, enacts laws dealing with public trust lands and uses for specified properties. This may include, in limited circumstances, allowing some non-trust uses when not in conflict with trust needs, in order to serve broader public trust purposes.

Mare Island Regional Park Task force Report

Implementation by the Commission of the Public Trust Doctrine.

The Commission implements the Public Trust Doctrine through careful consideration of its principles and the exercise of discretion within the specific context of proposed uses. Factors such as location, existing and planned surrounding facilities, and public needs may militate in favor of a particular use in one area and against the same use in another. The Commission applies the doctrine's tenets to proposed projects with consideration given to the context of the project and the needs of a healthy California society, to meet the needs of the public, business and the environment. The Commission may also choose among competing valid trust uses. The Commission must also comply with the requirements of other applicable law, such as the California Environmental Quality Act. In administering its trust responsibilities, the Commission exercises its discretionary authority in a reasoned manner, accommodating the changing needs of the public while preserving the public's right to use public trust lands for the purposes to which they are uniquely suited.

Relationship of the Commission to Granted Lands

The Legislature has granted certain public trust lands to local governments for management. A grantee must manage trust lands consistent with its own granting statutes and the Public Trust Doctrine. The Legislature has retained for the state, by delegating to the Commission, the power to approve land exchanges, boundary line agreements, etc.

The State Lands Commission exercises oversight over all granted lands. Generally, this means the Commission carries out this responsibility by working cooperatively with grantees to assure that requirements of the legislative grants and the Public Trust Doctrine are carried out and to achieve trust uses. The Commission monitors and audits the activities of the grantees to insure that they are complying with the terms of their statutory grants and with the public trust. With a few exceptions, grantees are not required to secure approval from the Commission before embarking on development projects on their trust lands nor before expending revenues generated from activities on these lands. However, where an abuse of the Public Trust Doctrine or violation of a legislative grant occurs, the Commission can advise the grantee of the abuse or violation; if necessary, report to the Legislature, which may revoke or modify the grant; or file a lawsuit against the grantee to halt the project or expenditure.

Mare Island Regional Park Task force Report

APPENDIX B

MARE ISLAND REGIONAL HERRITAGE PARK SURVEY

February 2007

Ranking in importance of existing features found within the park boundaries:

Feature	Raw Scores						Total	Mean Score	Notes
	5	4	3	2	1	0			
Cemetery	65	12	4	4	0	1	86	4.57	Top Park attraction in terms of importance. Suggests the need for ensuring both its protection and making it accessible
Summit Vista Points	60	15	6	2	1	2	86	4.45	Expected high scores
Historic Homes	57	18	5	3	0	3	86	4.40	High value associated with feature - raises the question what to do with them
Oak Woodlands	58	16	6	2	0	4	86	4.37	Recognition of importance of existing native plant community
Freshwater Marshes and Ponds	60	15	5	0	0	6	86	4.36	Surprising score -
San Pablo Bay Salt Marsh	55	16	9	2	1	3	86	4.31	
Sheltered Bays and Shorelines	56	14	7	2	0	7	86	4.20	
Grasslands/Coastal Scrub	51	17	9	2	1	6	86	4.13	Grasslands and coastal scrub probably should have been separated
Dirt Trails	46	20	10	3	2	5	86	4.05	
Shoreline Docks and Piers	42	22	12	5	0	5	86	4.00	Surprisingly low
Historic Gardens	39	25	15	1	0	6	86	3.98	Shows a bias for native or natural as opposed to cultivated?
Historic Munitions Depot Warehouses, Bunkers	42	15	15	7	2	5	86	3.85	Suggests people are inquisitive about feature but aren't sure what to do with them
Paved Trails	29	23	17	7	7	3	86	3.59	Leading "least important" item score
Drivable Roads	30	21	20	4	5	6	86	3.57	Should we infer that people prefer a non-vehicular park?

APPENDIX B

MARE ISLAND REGIONAL HERRITAGE PARK SURVEY

February 2007

Other Mare Island features and activities that would likely be visited or participated in if they were available

Other Mare Island Amenities	5	4	3	2	1	0	Total	Mean Score	Notes
Historic Chapel	60	8	5	4	0	9	86	4.13	features
Wildlife Viewing Trail Along San Pablo Bay	56	15	2	1	1	11	86	4.06	Responses suggest a broad range of fairly well distributed interests
Officer's Row Historic Mansions	52	15	3	4	0	12	86	3.92	
Seasonal Freshwater Marshes	52	12	3	2	2	15	86	3.76	
Historic Shipyard Museum	42	18	11	3	1	11	86	3.74	
Napa River Wetland Marsh Restoration	47	14	7	3	3	12	86	3.73	
Salt Marshes Along San Pablo Bay	50	11	7	2	0	16	86	3.71	
Historic Dry Docks	39	18	11	5	2	11	86	3.63	
Historic Ship Tours	43	14	10	4	1	14	86	3.60	
Paved Bike Route Around Island	35	13	12	5	8	13	86	3.27	
Golf Course	9	8	9	7	33	20	86	1.76	The most incongruous and least preferred activity for this survey group

Additional features and activities that would likely be visited or participated in if they were available

Other City-wide/Regional Features	5	4	3	2	1	0	Total	Mean Score	Notes
Ferry Service to San Francisco	46	16	11	2	1	10	86	3.86	Strong transportation interest!
Boat Tour of San Francisco Bay Wildlife	38	18	10	1	5	14	86	3.48	Positive link with greater Bay resources
Waterfront Restaurants	33	23	8	5	3	14	86	3.42	
Boat Tour of San Francisco Bay Historic Sites	33	22	9	3	4	15	86	3.37	
Historic Downtown Shopping District	22	22	11	10	5	16	86	2.98	
Napa River Boat Tour to Regional Wineries	28	12	10	6	11	19	86	2.80	
Solano County Fairgrounds	15	12	22	10	13	14	86	2.58	
Six Flags Marine World Theme Park	10	9	18	16	17	16	86	2.20	Apparent low interest in theme parks for this audience

APPENDIX B

MARE ISLAND REGIONAL HERITAGE PARK SURVEY

February 2007

Other Mare Island features and activities that would likely be visited or participated in if they were available

Other Mare Island Amenities	5	4	3	2	1	0	Total	Mean Score	Notes
Historic Chapel	60	8	5	4	0	9	86	4.13	features
Wildlife Viewing Trail Along San Pablo Bay	56	15	2	1	1	11	86	4.06	Responses suggest a broad range of fairly well distributed interests
Officer's Row Historic Mansions	52	15	3	4	0	12	86	3.92	
Seasonal Freshwater Marshes	52	12	3	2	2	15	86	3.76	
Historic Shipyard Museum	42	18	11	3	1	11	86	3.74	
Napa River Wetland Marsh Restoration	47	14	7	3	3	12	86	3.73	
Salt Marshes Along San Pablo Bay	50	11	7	2	0	16	86	3.71	
Historic Dry Docks	39	18	11	5	2	11	86	3.63	
Historic Ship Tours	43	14	10	4	1	14	86	3.60	
Paved Bike Route Around Island	35	13	12	5	8	13	86	3.27	
Golf Course	9	8	9	7	33	20	86	1.76	The most incongruous and least preferred activity for this survey group

Additional features and activities that would likely be visited or participated in if they were available

Other City-wide/Regional Features	5	4	3	2	1	0	Total	Mean Score	Notes
Ferry Service to San Francisco	46	16	11	2	1	10	86	3.86	Strong transportation interest
Boat Tour of San Francisco Bay Wildlife	38	18	10	1	5	14	86	3.48	Positive link with greater Bay resources
Waterfront Restaurants	33	23	8	5	3	14	86	3.42	
Boat Tour of San Francisco Bay Historic Sites	33	22	9	3	4	15	86	3.37	
Historic Downtown Shopping District	22	22	11	10	5	16	86	2.98	
Napa River Boat Tour to Regional Wineries	28	12	10	6	11	19	86	2.80	
Solano County Fairgrounds	15	12	22	10	13	14	86	2.58	Apparent low interest in theme parks for this audience
Six Flags Marine World Theme Park	10	9	18	16	17	16	86	2.20	

Mare Island Regional Park Task force Report

APPENDIX B

MARE ISLAND REGIONAL HERRITAGE PARK SURVEY

February 2007

Ranking in importance of existing features found within the park boundaries:

Raw Scores

Feature	5	4	3	2	1	0	Total	Mean Score	Notes
Cemetery	65	12	4	4	0	1	86	4.57	Top Park attraction in terms of importance. Suggests the need for ensuring both its protection and making it accessible
Summit Vista Points	60	15	6	2	1	2	86	4.45	Expected high scores
Historic Homes	57	18	5	3	0	3	86	4.40	High value associated with feature - raises the question what to do with them
Oak Woodlands	58	16	6	2	0	4	86	4.37	Recognition of importance of existing native plant community
Freshwater Marshes and Ponds	60	15	5	0	0	6	86	4.36	Surprising score -
San Pablo Bay Salt Marsh	55	16	9	2	1	3	86	4.31	
Sheltered Bays and Shorelines	56	14	7	2	0	7	86	4.20	
Grasslands/Coastal Scrub	51	17	9	2	1	6	86	4.13	Grasslands and coastal scrub probably should have been separated
Dirt Trails	46	20	10	3	2	5	86	4.05	
Shoreline Docks and Piers	42	22	12	5	0	5	86	4.00	Surprisingly low
Historic Gardens	39	25	15	1	0	6	86	3.98	Shows a bias for native or natural as opposed to cultivated?
Historic Munitions Depot Warehouses, Bunkers	42	15	15	7	2	5	86	3.85	Suggests people are inquisitive about feature but aren't sure what to do with them
Paved Trails	29	23	17	7	7	3	86	3.59	Leading "least important" item score
Drivable Roads	30	21	20	4	5	6	86	3.57	Should we infer that people prefer a non-vehicular park?