

3 Issues and Analysis





3 Issues and Analysis

3.1 Planning Assumptions

The planning assumptions incorporated into this General Plan are based on California State Park and Recreation Commission (State Parks) policy, core program initiatives, and statewide planning issues that form the planning context and parameters for addressing general planning issues at Candlestick Point State Recreation Area (CPSRA).

The following planning assumptions apply to CPSRA:

- State Parks will continue to manage CPSRA as a State Recreation Area, as defined by Public Resources Code Section 5019.56(a). Future management will seek to fulfill the park's purpose by improving and increasing, where appropriate, the overall level and range of recreational opportunities for visitors to CPSRA.
- The five foundational goals established for CPSRA during this General Plan process will guide development of the park. The General Plan will seek to incorporate and balance goals related to Recreational Resources, Natural Resources, Cultural Resources, Community Resources, and Interpretation and Education.
- The CPSRA boundary will be reconfigured in accordance with Senate Bill 792, enacted October 2009, which authorized the exchange of land between State Parks and the San Francisco Redevelopment Agency.

- The planned Candlestick Point-Hunters Point Shipyard Phase II Project, approved by the San Francisco Redevelopment Agency in June 2010 and the San Francisco Board of Supervisors in August 2010, will be constructed on lands adjacent to CPSRA. The development program will be similar to the program included in the project's final EIR. This project will transform CPSRA to a true urban state park, integrated into the fabric of the city. This implies a 24 hours per day/7 days per week/365 days per year operation, with porous boundaries that cannot be closed or controlled in the traditional sense.
- Visitation will increase substantially above current levels when the adjacent planned Candlestick Point-Hunters Point Shipyard Phase II Project is fully built and occupied (which is expected to occur in 2020). Future programming of CPSRA must satisfy the needs of current and future visitors, despite the uncertainty associated with the latter.
- State Parks will continue to collaborate with the City and County of San Francisco and the San Francisco Redevelopment Agency, and adjacent landowners and residents during the planning and implementation process, to integrate plans for the adjacent Candlestick Point-Hunters Point Shipyard Phase II Project and the open space network with the future development of CPSRA. State Parks will also seek input from local, regional, and statewide interests.
- The San Francisco Redevelopment Agency will provide State Parks with an operational endowment to allow for full build-out of CPSRA and ensure sustainable operations over the long term.
- The existing conditions and environmental impact analysis presented in Chapters 2 and 5 of this CPSRA General Plan, respectively, are based on the information presented in the Candlestick-Hunters Point Shipyard Phase II Draft Environmental Impact Report (San Francisco Redevelopment Agency and San Francisco Planning Department 2009), which presented a detailed, project-level analysis of the proposed development adjacent to CPSRA. However, because this is a program-level EIR for a General Plan, that detailed project-level analysis is not presented in this document.
- The Yosemite Slough Restoration Project will move forward as planned.

3.2 Parkwide Issues

The key issues that influenced the planning effort for CPSRA are discussed below. The General Plan addresses these issues through the parkwide management goals and guidelines, which are presented in Chapter 4, Park Plan.

3.2.1 Recreation and Visitor Resources

State Recreation Area Classification

Classified as a State Recreation Area, the chief purpose of CPSRA is to provide visitors with opportunities for recreation. While natural resources are important elements of the park, they do not receive the same focus as units classified as state parks or preserves. However, because CPSRA is a unique open space resource in the southeastern portion of San Francisco, many visitors value it for its access to nature and the Bay. Numerous stakeholders involved in the CPSRA general planning process have expressed an interest in CPSRA as a natural “oasis” in an otherwise urban context. Satisfying these interests while remaining true to the park’s classification highlights the potential for quiet, respite-based recreation and activities focused on nature education and stewardship.

CPSRA Boundary

The reconfigured boundary for CPSRA has removed some areas of the park and added land in others. The new boundary includes additional land north of Harney Way, resulting in the relocation of the roadway and expansion of the narrowest portion of the park from a width of 20 feet to 200 feet. This expansion increases connectivity between the Main Park and the Last Port and creates opportunities for improvements to the existing windsurf launch at Windsurf Circle, the beach at Hermit’s Cove, and the Bay Trail. The new boundary also removes some areas of CPSRA, notably the area that contains the existing main entrance, requiring a rethinking of access to the park. The new boundary will also exclude a portion of the unimproved area currently used for parking during San Francisco 49ers home games. This area will function as a linear park along the shoreline, which raises the issue of buffering park users from the adjacent development.

Neighborhood Open Space and Recreation

The planned Candlestick Point-Hunters Point Shipyard Phase II Project includes approximately 240 acres of new parks and open space (Lennar Corporation 2009). Neighborhood parks, sports fields, shoreline promenades, and ecological restoration projects incorporate a wide range of recreational, cultural, educational, and nature-based programs (Figure 3-1). As a result, CPSRA will not need to provide all types of recreation facilities, duplicating those planned elsewhere in the neighborhood. Facilities such as dog runs and tennis courts do not necessarily reflect the State Parks mission, and therefore, are more appropriately located beyond CPSRA. The comprehensive park and open space enhancements planned for the neighborhood will allow CPSRA to focus on providing programs that reflect its unique characteristics and visitor interests.

CANDLESTICK POINT STATE RECREATION AREA

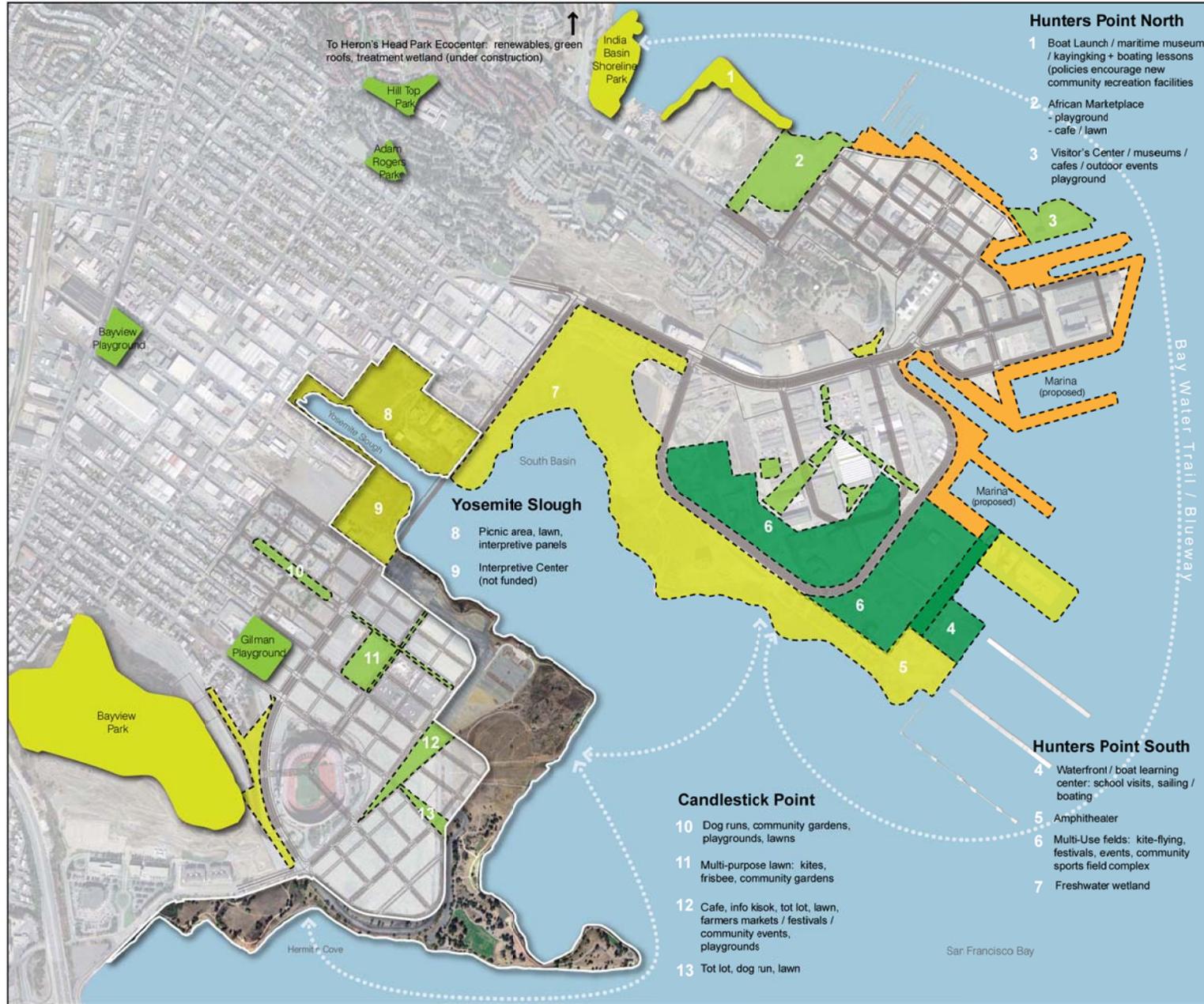


Figure 3-1
Opportunities + Constraints
PARKS + OPEN SPACE

- EXISTING**
- Restoration / Ecological Park
 - Neighborhood Park
- PROPOSED**
- Restoration / Ecological Park
 - Neighborhood Park
 - Sports Field / Recreation
 - Promenade



04.24.2012



3.2.2 Access and Linkages

Access to the Bay

CPSRA, with its open space and access to the Bay, is unique along San Francisco's industrialized eastern waterfront. The park's location on the Bay provides opportunities for expanding existing recreation activities, such as windsurfing, beach use, and fishing (Figure 3-2). The park also provides linkages to the ecological park along the south basin shoreline at Hunters Point (Figure 3-1). Over three miles of waterfront can accommodate new programs and facilities, such as non-motorized boating and swimming; however, the characteristics of the Bay will influence the locations of new facilities. For example, the protected waters of Jackrabbit Cove may allow for swimming, while tidal mudflats will limit non-motorized boating. In addition, CPSRA's location on the Bay creates a number of unique local conditions that affect user experience (Figure 3-3). Wind, expansive views, and enclosed areas, among other factors, help dictate appropriate programs for different areas of the park.

Access to Yosemite Slough

As shown in Figure 4-1, Draft General Plan Preferred Alternative, presented on page 4-5 of the CPSRA Preliminary General Plan and Draft Program EIR, the Draft General Plan Preferred Alternative would provide multiple access points around the perimeter of the park as well as an expanded trail system to improve public access to the park and the Bay shoreline. The Draft Concept Master Plan, which is presented in Appendix C of the CPSRA Preliminary General Plan and Draft Program EIR, identifies approximately 30 access points where visitors can enter the park. Access will also be provided via a walkway adjacent to the public parking at the administration facility.

State Parks supports the goals of the Yosemite Slough Restoration Project and will work with the California State Parks Foundation during detailed design and planning to ensure adequate and appropriate access is provided along the south side of Yosemite Slough to residents of the Alice Griffith Housing Project.

Access to CPSRA from the Surrounding Neighborhood

The CPSRA Preliminary General Plan would provide increased public access to the park in anticipation of the approximately 24,000 new residents that will live in the adjacent neighborhood following completion of the Candlestick Point-Hunters Point Shipyard Phase II Project. The CPSRA Draft Concept Master Plan, which is presented in Appendix C of the CPSRA Preliminary General Plan and Draft Program EIR, identifies approximately 30 access points where visitors can enter the park to help integrate CPSRA into the surrounding neighborhood. Every street that ends at the park will provide an entrance to the park.

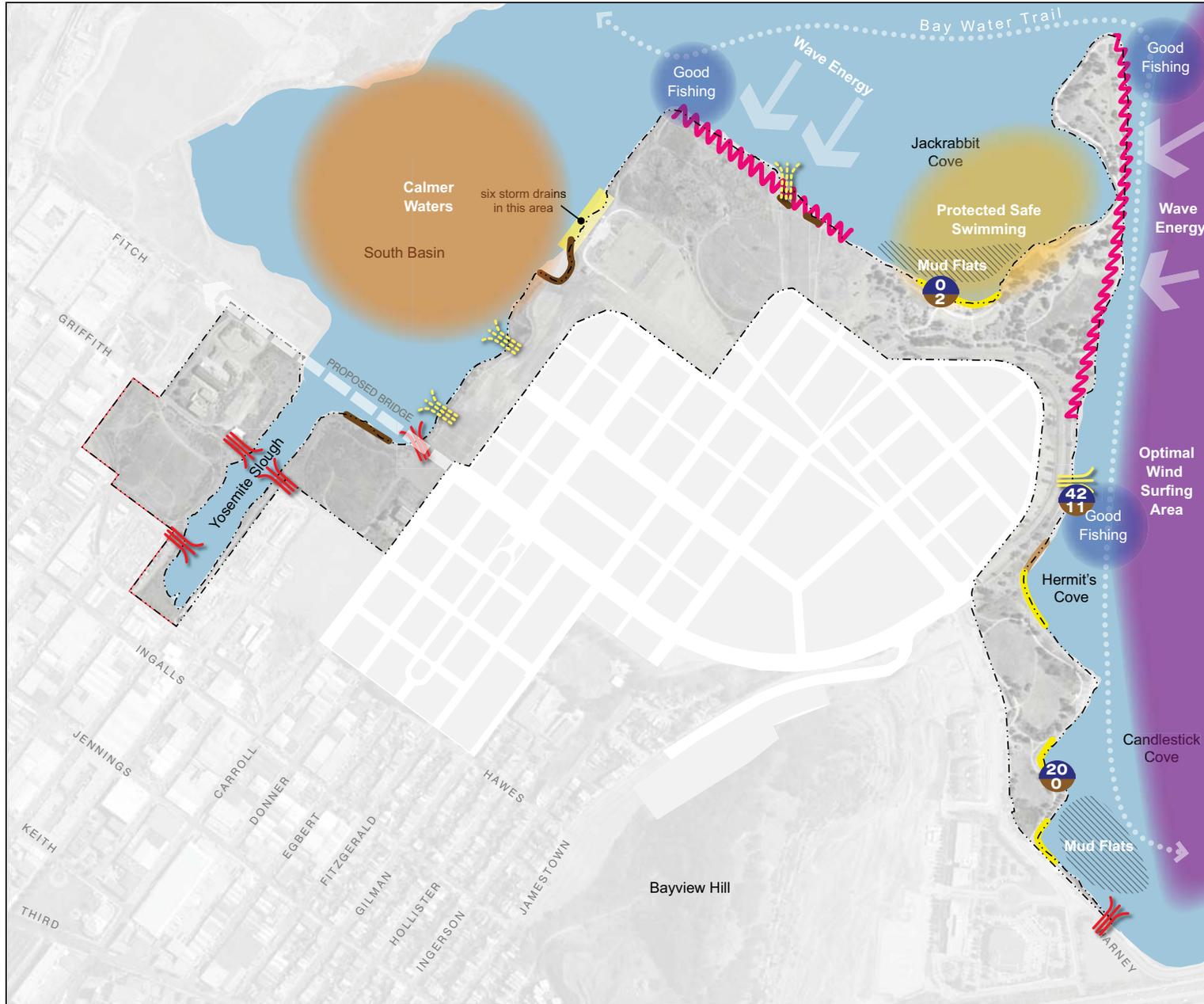


Figure 3-2
Opportunities + Constraints
THE BAY

EXISTING

Combined Sewer / Stormwater Outflow

Storm Drain

Bacteriological Monitoring Station

Instances bacteria exceeded "standard sample" quantities between 2004 and 2008

20 in wet weather

11 in dry weather

Highly Erosive Shoreline

Unprotected Shoreline (Marsh)

Rubble Beach

Sandy Beach

POTENTIAL

Potential Storm Drain

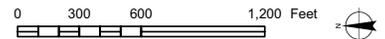
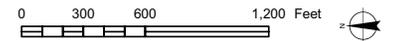




Figure 3-3
Opportunities + Constraints
USER EXPERIENCE



Access will also be provided via a walkway located adjacent to the public parking at the administration facility. In addition, wedge parks are planned within the adjacent Candlestick Point-Hunters Point Shipyard Phase II Project that will extend from planned residential areas to the park and will serve as gateways to CPSRA. The multiple park entrances will create a permeable park boundary that will encourage nearby residents to access CPSRA. The Preliminary General Plan also includes goals and guidelines to improve public access within the park to encourage visitors to access the Bay shoreline, natural areas such as Yosemite Slough, active recreation and group gathering areas, and the Bay Trail, as well as other facilities within the park. Please see Chapter 4, Park Plan.

Alternative Transportation

Access to CPSRA currently occurs primarily by vehicle. Despite its urban location, bus service to the park is limited, and few safe walking and biking routes exist from the surrounding neighborhood. The planned Candlestick Point-Hunters Point Shipyard Phase II Project includes a number of improvements that will increase access to the park via alternative transportation. The new street grid will create numerous opportunities for pedestrian access, and new bike paths and on-street bike lanes will designate safe bike routes to the park (Figure 3-4). The specific alignments of the new bike routes remain to be determined, and State Parks is coordinating with the City and County of San Francisco regarding their potential location within CPSRA. Expanded bus service will circulate through the neighborhood, and a new bus rapid transit (BRT) route will stop near Hermit's Cove and Yosemite Slough (Figure 3-5). These new routes to the park will result in multiple informal entries that will replace the existing single main entrance, which will no longer be located within CPSRA as a result of the boundary reconfiguration. The availability of numerous access points will also help to integrate CPSRA into the surrounding neighborhood.

Parking

Although opportunities exist to improve alternative transportation to CPSRA, the park must still provide adequate visitor parking. Parking must serve visitors from the greater region and the state, as well as local residents.

Certain program areas (i.e., windsurfing and picnicking) will require parking in strategic locations to facilitate the transportation of equipment. The planned Candlestick Point-Hunters Point Shipyard Phase II Project will provide parking, including a large garage for the regional retail area near the Last Port and residential parking at a ratio of one space per unit. However, residential parking will be sold or leased separately from individual residential units (San Francisco Redevelopment Agency and San Francisco Planning Department, 2009).

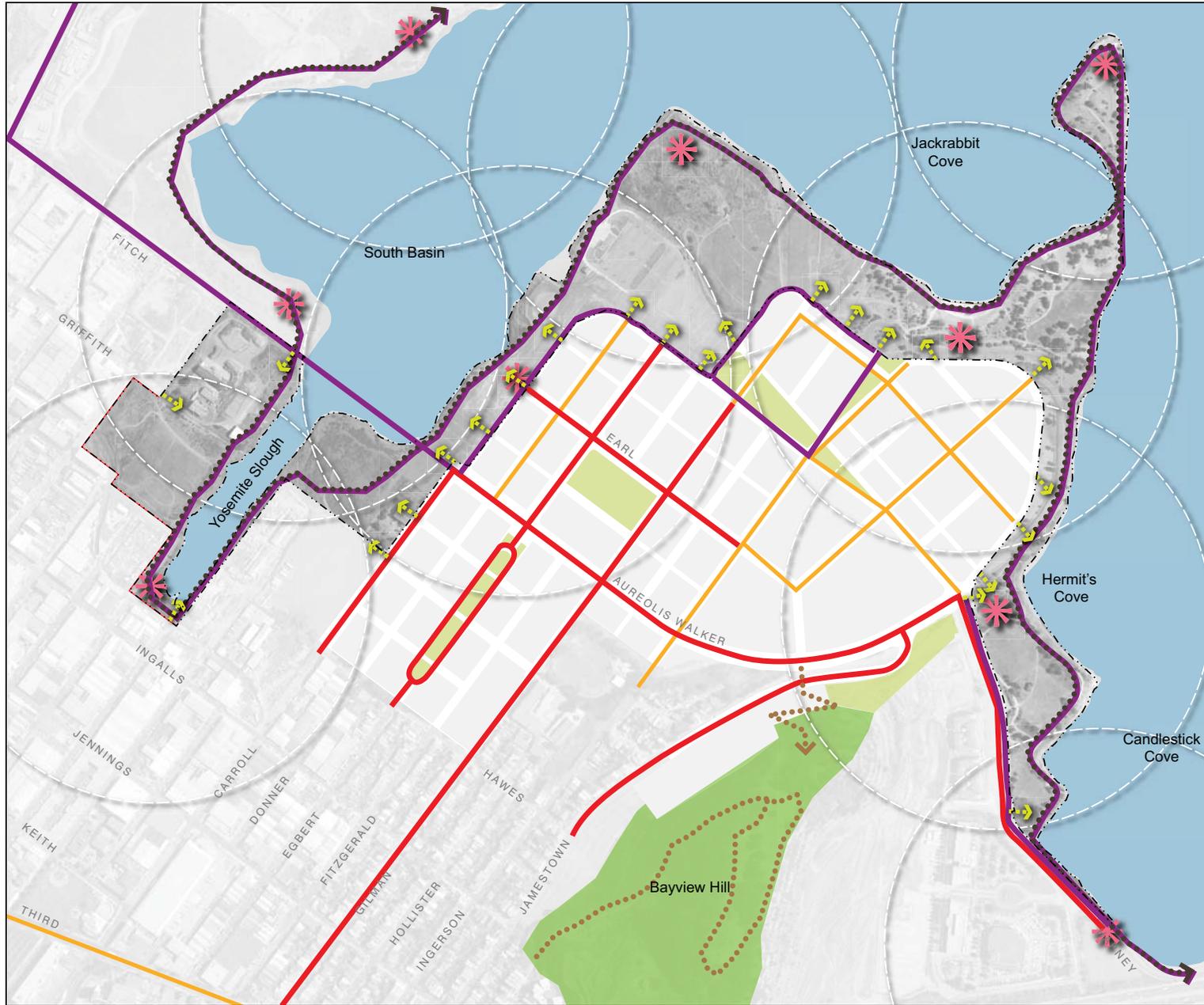
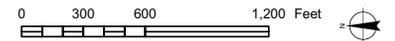


Figure 3-4
Opportunities + Constraints
PEDESTRIAN/BICYCLE CIRCULATION

- Proposed Parks
 - Potential Pedestrian Entries to Park
 - Bay Trail (Approx 3.3 mi within SRA)
 - Proposed Bayview Hill Park Access Trail
 - Key Waterfront Nodes
 - 1/4-Mile Radius (approx. 5 min walk)
- BICYCLE NETWORK (Proposed)**
- Class 1 - Bicycle Path
 - Class 2 - Bicycle Lane
 - Class 3 - Bicycle Route



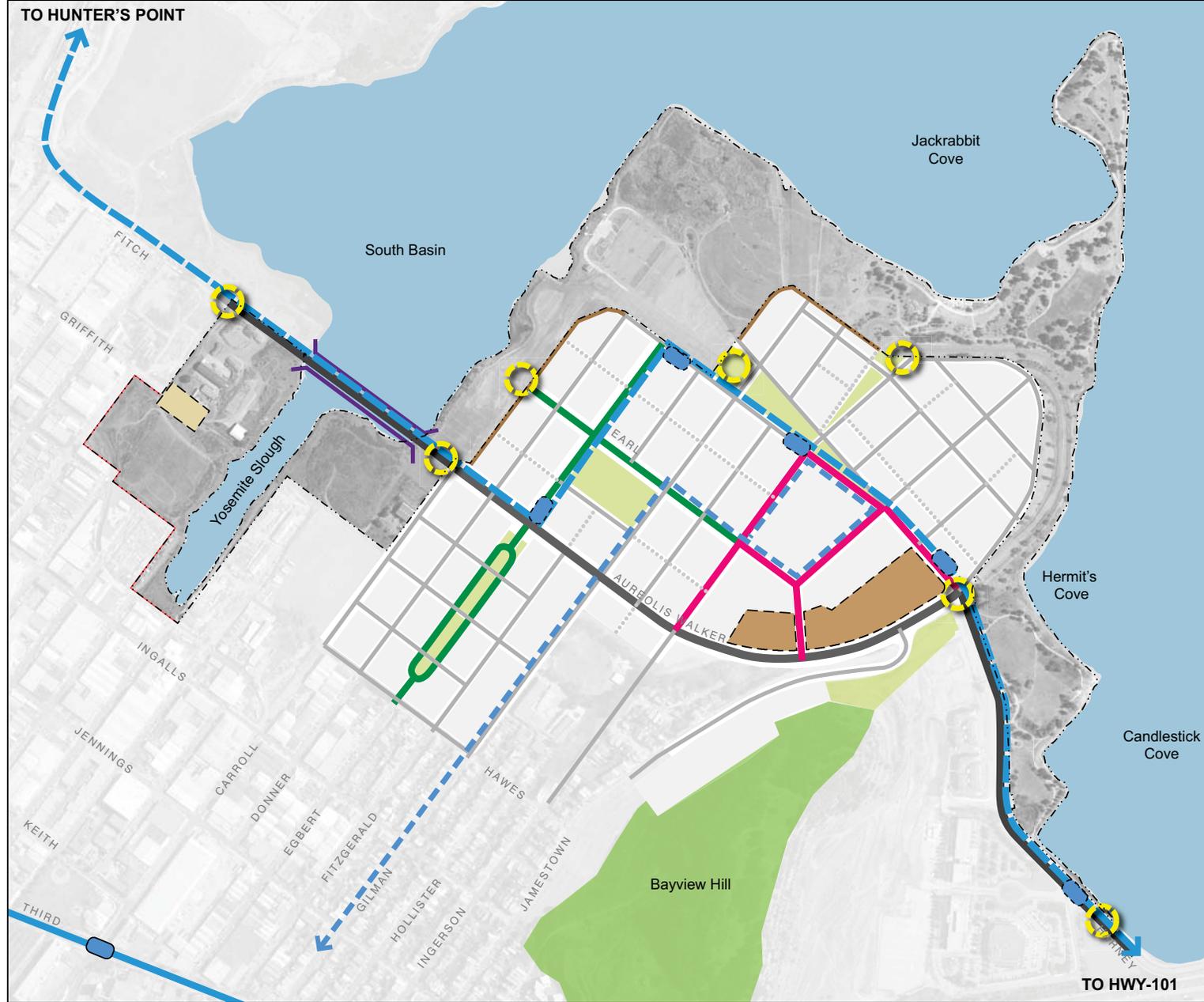


Figure 3-5
Opportunities + Constraints
STREETS + TRANSIT

- Proposed Parks
 - Key Gateways to SRA
 - Planned Parking Garage for Candlestick Center
 - Planned Surface Parking for Yosemite Slough
- STREETS (Proposed)**
- Primary Arterial
 - Retail Street
 - Boulevard "Park" Street
 - Local Street
 - Mid-Block Break (easement in private parcel)
 - Emergency Access / Public Pathway
 - Yosemite Slough Bridge
- TRANSIT (Existing)**
- Muni Light Rail
 - Muni Light Rail Stop
- TRANSIT (Proposed)**
- Proposed Bus Route
 - Proposed Bus Rapid Transit
 - Proposed Bus Rapid Transit Stop



Source: Design for Development, 03.17.10
 11.28.2011



TO HWY-101

TO HUNTER'S POINT

It is possible that future residents may forego purchasing or leasing off-street parking and use street parking instead, which will increase demand for parking in the neighborhood, including parking at CPSRA. Determination of CPSRA's parking capacity will need to consider the parking and alternative transportation upgrades planned for the surrounding redevelopment as well as the expected increase in parking demand in the neighborhood. Please refer to Section 4.5.4, Parking, for discussion of potential parking management options to ensure that adequate parking is available for park visitors.

Wayfinding

Tourists visiting San Francisco and arriving at San Francisco International Airport may not realize that CPSRA is conveniently located near US-101 as they enter the City. Park management should consider methods to increase the park's visibility, such as installing signage along US-101, and providing park brochures at the airport and at hotels and visitor information centers throughout the region and state.

Regional Trails

The Blue Greenway is an initiative to implement portions of the Bay Trail and the San Francisco Bay Area Water Trail (Water Trail) within San Francisco. Both of these trails include CPSRA, highlighting opportunities for coordination with other recreation planning efforts.

Plans to complete the Bay Trail call for extending it along the park's entire shoreline, with new segments planned for the unimproved and Yosemite Slough areas. The area along the western bank of Yosemite Slough within CPSRA is extremely narrow, posing design challenges related to visitor safety and trail stability, and highlighting the need for expansion of this area of the park. The Water Trail intends to traverse the waters off CPSRA and designate CPSRA's Windsurf Circle as a destination for non-motorized boats. Any plans to expand non-motorized boating at the park should coordinate with Water Trail planning efforts to determine how best to integrate the objectives of each.

3.2.3 Natural Resources

Habitat Enhancement

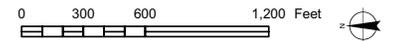
CPSRA contains a number of habitat types, which have developed either naturally or due to native planting activities (Figure 3-6). Preservation and enhancement of existing mixed canopy stands, low scrubland, wetlands, and shoreline habitat emerged as important issues to stakeholders involved in the CPSRA general planning process. The planned restoration of Yosemite Slough presents opportunities to expand the tidal marsh along CPSRA's South Basin shoreline. However, while Yosemite Slough was historically a tidal marsh, the remainder of CPSRA is reclaimed land.



Figure 3-6
Opportunities + Constraints
HABITAT

HABITAT PLANT COMMUNITY + LAND USE TYPES

- Freshwater Seasonal Wetland
- Newly Created Pond
- Landscaped Area
- Non-Native Annual Grassland
- Open Water
- Salt Marsh
- Seasonal Brackish Marsh
- Urban
- Delineated Section 404 Wetlands
- Shoreline Habitat (Rocky shoreline and / or intertidal mudflats)



Source: California State Parks, 2009;
 HT Harvey, 2009; PBS and J, 2009;
 California Natural Diversity Database 2009
 10.20.2011



The creation of new tidal marsh habitat on filled land involves uncertainties and potential challenges regarding fully successful outcomes. CPSRA also plays a role in the region's ecological network (Figure 3-7). Its proximity to nearby parks—specifically Bayview Hill and San Bruno Mountain—promotes connectivity for wildlife, such as raptors. The park's location on San Francisco Bay further connects it to a regional resource. CPSRA's natural resources present opportunities not only for enhancement but also for interpretation, education, and sustainable design.

Stormwater Management

A number of stormwater outfalls exist along the CPSRA boundary (Figure 3-8). Stormwater discharges during wet weather can result in elevated bacteria levels and limit water-based recreation at CPSRA. The planned Candlestick Point-Hunters Point Shipyard Phase II Project includes comprehensive infrastructure upgrades, including some for stormwater management. San Francisco's combined sewer system intends to treat most of the stormwater runoff generated by the redevelopment; however, several areas of CPSRA are also proposed to accommodate overland flow. While features such as swales and rain gardens improve water quality by slowing the flow of stormwater and filtering out impurities, siting them on CPSRA land presents issues related to functionality and maintenance.

In addition, while educational and interpretive programs can highlight green stormwater infrastructure, the use of CPSRA land to manage runoff from the adjacent development may ultimately reduce the space available for other programs. State Parks is collaborating with the City and County of San Francisco regarding the design of stormwater management infrastructure on CPSRA land.

Shoreline Treatment

Portions of the CPSRA shoreline are subject to strong erosive forces from waves, especially during winter storms. The southern shoreline east of the Windsurf Circle and the area east of Jackrabbit Beach are particularly exposed to wave action from the southeast. Riprap—including on a segment of the Bay Trail along the park's southern shoreline—limits visitor use in some areas and creates public safety risks. Although riprap (large boulders) armors much of CPSRA's highly erosive shoreline, many are in need of additional stabilization and repair.

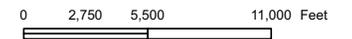


Figure 3-7
Opportunities + Constraints
REGIONAL ECOLOGY

- Site Area
- City / County Open Space
- Significant Natural Resource Area (City of San Francisco Designation)
- State Park

BIRD MIGRATION PATTERNS

- Primary
- Secondary
- San Bruno Mountain-McLaren Park-Bayview Hill-Candlestick low scrub open habitat corridor area



CANDLESTICK POINT STATE RECREATION AREA

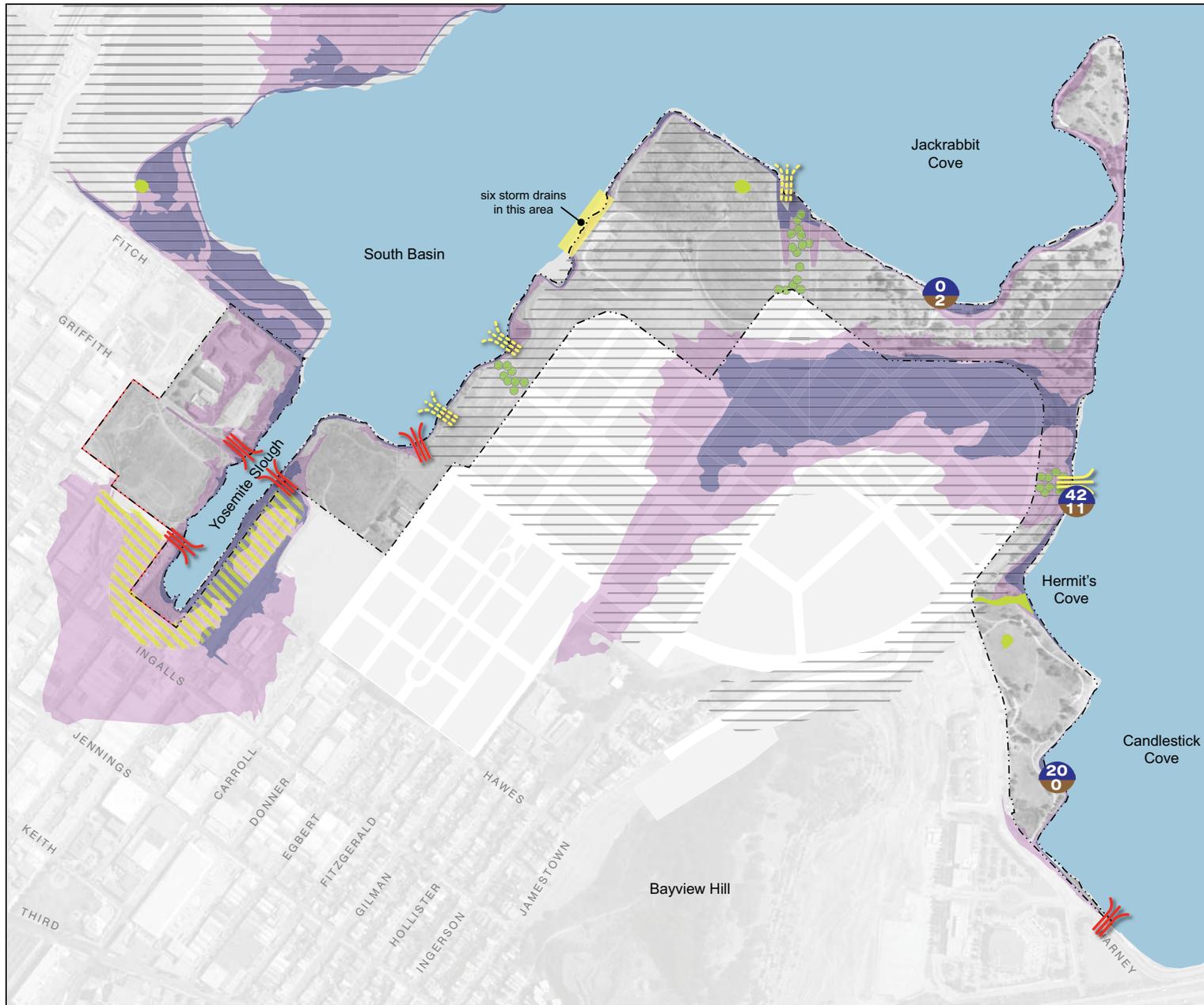


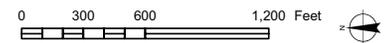
Figure 3-8
Opportunities + Constraints
HYDROLOGY

EXISTING

-  Combined Sewer / Stormwater Outflow
-  Stormwater Outfall
-  Storm Drains
-  Bacteriological Monitoring Station
 Instances bacteria exceeded "standard sample" quantities between 2004 and 2008
 in wet weather
 in dry weather
-  Existing Flood Zone
-  Flood Zone with 3' Sea Level Rise at Existing Site Elevation
-  Separate Storm Sewer Areas (drain to bay or local storm drains)
-  Freshwater Seasonal Wetlands
-  Potential Sea Level Rise Adaptive Management Zone

PROPOSED

-  Stormwater Outfall
-  Stormwater Discharge / Area of Impact (Lennar)



Sources: May 21, 2009 Draft HP-CSP EIR
 Appendix L (Prepared by ENGEO),
 RHAA 2009, Winzler & Kelly
 11.28.2011



Coastal Flooding

The lower elevations of CPSRA are subject to flooding when stormwater backs up over low-lying property during winter storms. The majority of flooding occurs around Windsurf Circle and north along Jamestown Avenue, extending well into the existing Candlestick Park stadium parking lot (Figure 3-8). The extent of flooding in this area restricts vehicle access along Jamestown Avenue, limiting the ability of both park staff and visitors to travel across the entire park. The shoreline surrounding Yosemite Slough also experiences considerable flooding, as do other low-lying areas of the shoreline, including Jackrabbit Beach. Flooding damages park facilities, which impairs recreational opportunities, requires additional maintenance, and poses safety risks to visitors and staff.

Sea Level Rise

The occurrence of sea level rise would increase the risk of coastal flooding associated with storms and extreme high tides at CPSRA. Future predictions regarding sea level rise are subject to debate, and the science related to climate change and sea level rise continues to evolve. The BCDC, which is charged with protecting, enhancing and encouraging responsible use of the Bay, has projected sea level rise of 16 inches by 2050, and 55 inches by 2100 (BCDC 2011). The Candlestick Point-Hunters Point Shipyard Phase II Final EIR cites a sea level rise estimate of 36 inches by approximately 2080, which takes recent measurements of ice cap melt into account (Rahmstorf, 2007; cited in San Francisco Redevelopment Agency and San Francisco Planning Department, 2009). The 100-year storm, coupled with a rising sea level, would increase the flooding that currently occurs around Windsurf Circle and Jamestown Avenue, inundating a large portion of the Neck as well as the Main Park (Figure 3-8). Sea level rise would also inundate other areas of CPSRA's shoreline, notably the thin strip of land between the Main Park and Sunrise Point, creating an island out of the far eastern tip of land. The area surrounding Yosemite Slough would also experience coastal flooding from sea level rise during a 100-year storm event.

The potential for sea level rise presents both opportunities and constraints for CPSRA. New facilities should be sited outside of those areas likely to experience the most substantial coastal flooding in the future. Shoreline treatments, including berms and levees, can also prevent flooding of areas requiring protection, such as those that experience heavy visitor use. However, other areas of the park may undertake softer strategies, such as the creation of tidal marsh to dampen storm surges and flooding. An adaptive management approach that maintains flexibility may be appropriate for some areas, such as Yosemite Slough, where the risk of flooding extends well beyond the CPSRA boundary. As part of the Yosemite Slough Restoration Project, led by the California State Parks Foundation, an adaptive management plan was developed to address sea level rise along the north shore of the slough (see Appendix E). State

Parks will continue to work with the California State Parks Foundation to address sea level rise issues within CPSRA. In addition, the planned Candlestick Point-Hunters Point Shipyard Phase II Project intends to elevate the grade of its footprint to withstand sea level rise, and State Parks is coordinating with the City and County of San Francisco and the San Francisco Redevelopment Agency regarding the transition between the development's edge and CPSRA.

3.2.4 Community Resources

Redevelopment

The planned Candlestick Point-Hunters Point Shipyard Phase II Project will dramatically alter the area surrounding CPSRA and transform one of San Francisco's least densely populated neighborhoods. New land uses—high-density residential and commercial development—will replace the existing Candlestick Park stadium, redefining CPSRA's edge and surrounding context. This adjacent development will make CPSRA feel much different than it does today, and planning for new programs and facilities must consider issues related to carrying capacity and land use compatibility, among others. The proximity to high-density housing and the associated increase in population will affect programming and facility planning, and coordination with the City and County of San Francisco and the San Francisco Redevelopment Agency will be essential to ensure integration of adjacent uses.

Local and Statewide Interests

CPSRA is the largest area of open space in San Francisco's Bayview Hunters Point neighborhood. With trails, exercise facilities, picnic areas, and access to the Bay, the park draws regular visitors from the local community. While local residents are an important visitor group, CPSRA is a unit of the State Parks System, whose mission is to “provide for the health, inspiration and education of the people of California.” As such, planning for the future of the park will need to balance the interests of local users with those of visitors from across the state and beyond. This will help to expand CPSRA's user base and heighten its profile as one of California's premier urban state parks.

Environmental Justice

Bayview Hunters Point is predominantly a low-income community of color which has historically served as the dumping ground for San Francisco's most toxic industries. Thirty-four percent of community residents are African-American, 35 percent are Asian-Pacific Islander, 14 percent are Latino, and 22 percent are white (SFDPH 2009d). Twenty-one percent of the neighborhood's population was living below the poverty level in 2000 (SFDPH 2009d).

While one third of the Bayview's residential population is comprised of children — the highest rate in the city — there are over 325 toxic sites in this 6-square-mile community.

Two dozen schools and childcare centers are located within three miles of the Hunters Point Naval Shipyard, a federal Superfund site. Bayview Hunters Point residents are hospitalized more often than residents of other San Francisco neighborhoods for nearly every disease. Twenty percent of children have asthma, and the prevalence of chronic illness is four times the state average (Literacy for Environmental Justice, 2011).

Compounding these environmental health hazards, 15 to 20 percent of the Bayview's African American and Latino/a residents suffer from diabetes, 40 to 50 percent are obese, and 20 to 25 percent smoke. One of the major reasons for the community's poor health is the lack of access to fresh food. Corner stores are many people's primary food source, because of supermarket flight and lack of access to reliable public transportation. Primary environmental justice struggles in Bayview Hunters Point include:

- Cleaning up the Hunters Point Power Plant site;
- Remediation and redevelopment at the Hunters Point Shipyard; and
- Increasing healthy food access throughout the community (Literacy for Environmental Justice, 2011).

The proposed improvements at CPSRA would provide improved recreation opportunities and facilities as well as fitness and education opportunities to the Bayview Hunters Point community. These improvements would benefit the neighborhood.

Community Health and Safety

As stated above, San Francisco's Bayview Hunters Point neighborhood has some of the city's poorest public health outcomes. In keeping with the State Parks mission, CPSRA can offer programs that promote public health by emphasizing physical activity and healthy food options.

The neighborhood surrounding CPSRA has one of the highest crime rates in San Francisco, although crime in the park itself is generally low. Many visitors to CPSRA enjoy the feeling of solitude amidst urban and industrial surroundings. Areas such as Yosemite Slough and the Last Port are more isolated, a feeling often reinforced by the limited presence of park rangers. Visitor safety is an important part of the state park experience. Facility improvements and design elements can provide a sense of security while continuing to allow CPSRA visitors to connect to nature and the Bay.

Community Facilities

As stated above, CPSRA has a strong connection to the adjacent Bayview Hunters Point community, and many local residents visit the park regularly. CPSRA currently provides spaces for community gathering, primarily through group and individual picnic areas. Opportunities exist to provide new and expanded community-oriented facilities, such as a larger Community Garden or a boat-building facility. While CPSRA

occasionally hosts special events, additional community oriented events—such as farmers markets and small concerts—could expand cultural and recreation options in the park to serve both current and future park users.

3.2.5 Interpretation and Education

Interpretation Issues

Future Development Outside CPSRA

New developments in the areas surrounding CPSRA will significantly change both the demographics of the local community and of park visitors. Patterns of park use, the local context of CPSRA interpretive opportunities and the interpretive interests of visitors will also be altered.

Availability of Tangible Interpretive Resources

In interpretive programming tangibles refer to those resources at a park that a visitor can see or touch or otherwise experience with their senses during their visit. Examples of tangibles include wildlife and vegetation, geographical or geological features, buildings and artifacts.

Tangibles provide interpretive opportunities for linking what the visitor can experience on a site today with intangible aspects of the site, such as past events, people, unseen processes or systems, cultural beliefs and values. Tangibles are especially important in self-guided interpretation via wayside signage.

The absence or presence of tangible resources dictates many of the constraints and opportunities for interpretation at CPSRA.

Interpretation Opportunities

Interpretive School Programs

School group tours were the key component of CPSRA's educational programming in the past and could be so again in the future with adequate staffing and funding. Many resources of the park, including mudflats, Yosemite Slough wetlands and habitat restoration sites, lend themselves to guided walks.

More formalized environmental education programming could be provided at CPSRA via a new State Parks-staffed information center in the community or by partnering with other organizations and facilities such as Literacy for Environmental Justice's EcoCenter at nearby Heron's Head city park.

General Public Programs

Park-sponsored special events, such as cultural history days, fishing derbies, birding festivals, kayak clinics or windsurfing demonstrations, would also offer opportunities to connect visitors with park resources and interpretive themes.

Self-Guided Interpretation

A well-planned interpretive trail system, utilizing existing and future pedestrian pathways in CPSRA, could both enhance the quality of visitor experiences at Candlestick Point and encourage visitor stewardship of park resources. New interpretive signage along park trails could offer stories designed to stimulate trail visitors interest while challenging their imaginations and presenting Candlestick Point-specific perspectives on familiar interpretive topics.

Docent Program

Docents typically become involved with interpretive activities such as educational programs for school groups, tours, nature hikes, living history programs and demonstrations. A docent program at CPSRA could be a cost-effective, efficient means to significantly expand any future staff-provided interpretive and educational programming.

Recreation-based Interpretation

Existing recreational activities at CPSRA, such as fishing, windsurfing and fitness training, offer opportunities to interpret larger themes and stories. For example, new signage along the park's fitness course could offer both instruction and interpretive messages relating to healthy urban lifestyles. Windsurfing could be linked to themes related to San Francisco Bay weather or the area's sailing vessel history. Fishing, in particular, has proved effective at other parks in connecting visitors to important interpretive topics such as aquatic ecology and stewardship.

Fishing in The City, an urban fishing program managed by the California Department of Fish and Wildlife, works with park agencies, schools, service clubs and other interested partners to provide fishing opportunities and watershed stewardship interpretation to California's growing urban populations. Each individual Fishing In the City program is custom designed by and for the community it serves.

CPSRA's fishing pier and its location along San Francisco's urbanized southeastern shoreline make it a good candidate for partnership in a Fishing In The City program designed specifically for the surrounding Bayview - Hunters Point community.

FamCamp[®] is another recreation-based program with interpretive potential for CPSRA. Offered by California State Parks Foundation in conjunction with State Parks,

FamCamp® works in partnership with community organizations, schools, churches and other organizations to build family bonds and break down social and financial barriers for underprivileged families by providing a guided weekend group camping trip. Trips provide low-income families with necessary camping equipment, group activities, outdoor leadership, and skills training.

For many children of the Bayview-Hunters Point community, a FamCamp® program at CPSRA would provide a first opportunity to camp in a state park, explore the natural world with family members and gain environmental awareness and curiosity.

Kids in Parks

State Parks offers a number of programs for children that could use CPSRA as a venue, including Exploring Nature in Your Neighborhood, Litter Getters, Junior Lifeguards and Junior Rangers. The Junior Ranger program, in particular, offers a significant opportunity to connect young residents of the surrounding communities with the park's resources and interpretive themes through customized staff-led activities.

Remote Interpretation

The reach of CPSRA interpretation and education can be extended beyond the boundaries of the park via opportunities such as the PORTS program and an expanded set of interpretive webpages on the State Parks website.

The State Parks "Parks Online Resources for Teachers and Students" (PORTS) program is a collaborative effort between public schools and State Parks. By using the high-speed network that connects California schools, PORTS is able to deliver two-way videoconference presentations to classrooms from parks throughout the state. This programming is theme-based and addresses K-12 California academic content standards.

High demand for PORTS programming exists in schools across the State. At CPSRA, live PORTS teleconferencing equipment would allow students, regardless of their geographic location or economic status, to talk face to face with interpreters about wetlands ecology, Yosemite Slough restoration, urban impacts on the environment or any of the other interpretive resources available at the SRA. PORTS offers the potential of serving 10,000 students per year per each 1500 hours of interpreter time.

Interpretive Facilities

CPSRA lacks indoor interpretive facilities such as a visitor center or environmental education center, but a number of existing outdoor facilities offer opportunities for interpretation.

The existing fishing pier offers opportunities for both new interpretive signage and presented interpretive programs by staff or volunteers. It can also serve as a venue for interpretive/recreational programs presented in partnership with other groups and agencies, such as California Department of Fish and Wildlife's Fishing In The City program.

At the existing restrooms, the open air paved and covered area of the pavilion offers opportunities for both new interpretive signage and as a meeting place for interpretive programs.

Throughout the park, and especially along trails, at viewpoints and in adjacent picnic areas, there are numerous opportunities for new interpretive signage. Existing bulletin-board style kiosks and low profile trailside signs can be updated or replaced to meet current State Parks best practices and standards for interpretive signage.

The existing ranger office, while not suitable for a visitor center, offers a secure location from which boxes of interpretive props and informational material could be picked up by staff or volunteers for use in presented interpretive programs elsewhere in the park. These interpretive props could provide opportunities for visitors to interact with tangible elements of Candlestick Point-related themes and stories that might otherwise not be available in the SRA (e.g., objects related to Ohlone culture).

Tangible-based Interpretation

In spite of CPSRA's heavily disturbed, landfill-underlain terrain, many tangible resources exist in the park, or are viewable from the park, that can be linked to important interpretive stories.

These interpretive tangibles (in bold below), and some of the topics that can be interpreted through them, are listed below. Note that different tangible resources can often be linked to the same story, sometimes from different perspectives.

San Francisco Bay

- Geology of San Francisco Bay
- Hydrology of San Francisco Bay
- Human History of San Francisco Bay
 - Ohlone Culture
 - European Discovery
 - Portola Expedition
 - De Anza Expeditions
 - History of San Francisco
- Human Alterations of the Shoreline
 - Site History
 - Original Shoreline
 - Origin of Candlestick Name
 - Fill of Tidelands to Create Current Shoreline

- Stewardship of San Francisco Bay
 - Reasons to Care
 - Save the Bay Story
 - How Visitors Can Get Involved

Rip Rap/Exposed Fill Along Shoreline

- Natural History: Oysters, Crabs and Other Invertebrates
- Filling of Tidelands
- Site History
 - Original Shoreline
- San Francisco Bay History
 - Original Shoreline
- Impacts of Bay Fill
 - Loss of Wetlands, Wildlife Habitat
- San Francisco Bay Hydrology/Causes of Erosion
- Sea Level Change/Global Warming

“Rock Pile” Restoration Site

- Site History
- Native Plants
- Benefits of Restoration
 - Habitat and Wildlife Diversity
- Ohlone Use of Native Plants
- Community/Youth Involvement in Restoration

Yosemite Slough *(and any other wetlands restoration areas on site)*

- Wetlands Ecology
- Role of Wetlands in the Ecological Health of San Francisco Bay
- Importance of Wetlands to Fish, including Sport Fish Species
- Native American Use of Wetlands/Original Shoreline
- Stewardship of San Francisco Bay Wetlands
 - Why Visitors Should Care
 - Ways Visitors Can Get Involved.
- Site History/San Francisco History
- Restoration Story, including Youth/Community Involvement
 - Benefits of Restoration
- Impacts of Adjacent Urban Areas on Yosemite Slough Ecology

Shorebirds

- Shorebird Species and their Ecology
- Shorebirds and their Connections to the Bigger Story of San Francisco Bay Ecology
- Benefits of Wetlands Restoration for Shorebirds
- Birding
 - How to Enjoy Birding at CPSRA
- Mudflat Ecology
 - What Are the Shorebirds Doing on the Mudflats?

- What Lives in a Mudflat and Why It's Important

Tidal Mud Flats

- Mud Flat Ecology
 - What Lives in a Mud Flat
 - Shorebirds and Shorebird Foraging
- Tides and Hydrology of San Francisco Bay
- Tidelands Real Estate Story

Tidally Exposed Remains of Ship Hulks

- Ship Hulks Story
- Bay Fill Story
- Site History
- San Francisco History

Landscaped Areas/Park Entryway from Main Parking Area

- Site History
 - Story of Park Creation, Original Vision
 - First Urban State Park
 - First African-Americans in the State Parks System
 - Social Justice Story
- Recreation-related Interpretation
 - Value/Benefits of Park-related Health and Fitness Activities
- Songbird/Urban Wildlife Stories
 - Stopping Place on Flyways
 - Identification of Commonly Seen Birds in Landscaped Area
 - Bird Ecology

Ground Squirrel Burrows

- Urban Wildlife Ecology
- Predator/Prey Relationship
 - Hawks vs. Ground Squirrels
 - Where Do Hawks Nest?

Artwork installations

- Art in the Parks Story
- Art Appreciation/How to Experience a Particular Piece
- The Artwork and Its Artist

Bayview Hill

- Urban Wildlife Story
 - Importance of Wildlife Corridors
 - Value of Natural Habitat in Urban Settings
- Ecological Connection to CPSRA
- Site History
- Geology

Wind

- Windsurfing (Also Can Be Its Own Tangible)
 - What Are Those People Doing Out There?
 - How to Enjoy Windsurfing at CPSRA
- Sailing Ships
- How Wind Once Powered Shipping on the Bay, to and from San Francisco and the Rest of the World
- Ship Hulks of Candlestick
- History of San Francisco/California: European Development as Port
- Geography of San Francisco Bay
- Weather of San Francisco and San Francisco Bay
- Site History: Wind at the Stadium Was One Reason to Move Stadium
- Wind Tunnel Art Piece (*also can be a tangible—see art installations below*)

Re-gunning Crane Visible At Hunters Point

- US Navy Shipyard History
- World War II and San Francisco's Role
- Bay Fill Activities Associated with Shipyard and CPSRA
- Hunters Point – Bayview Workers Housing
 - Community's Story Related to Shipyard
 - Demographic Shifts Related to Housing
 - Italian to African-American, etc.
- Shipyard Influence on CPSRA History

Fishing Pier

- Sport Fish Species and Their Ecology
- Fish and Their Place in the Bigger Story of San Francisco Bay Ecology
- Stewardship of San Francisco Bay Aquatic Ecology
 - Why Visitors Should Care
 - Ways Visitors Can Get Involved
- History of San Francisco Bay Fishing/Aquatic Resource Utilization
 - Ohlone Uses of Bay Resources (past and present)
 - Chinese Fishing Camps
 - Italian/Azores Immigrant Influence on Bay Fishing Industry
 - Present Day Fishing (Commercial and Recreational)

Kayak Launching Site

- Non-powered Boat Recreation on San Francisco Bay
 - San Francisco Bay Area Water Trail
- Ohlone Use of Paddle Craft on San Francisco Bay
- Tips for Safe Wildlife Viewing From Your Boat
- Boating Safety

Community Gardens

- Value/Benefits of Urban Gardens
- Plant Ecology

- Community/Youth Involvement

Interpretation of Missing Resources

Some important interpretive stories connected with Candlestick Point have no tangible resources in the present-day SRA. These include the area's Native American history and the history of 19th century Chinese fishing camps along the original shoreline. Both of these subjects are desired by local educators to fulfill California Education Standards. They also rank high as desirable subjects for interpretation at Candlestick Point in public planning meetings for the park.

Opportunities for interpreting these topics could be enhanced with the acquisition of interpretive props—replicas of a Ohlone reed boat, Chinese shrimp junk, former shoreline dwellings and other cultural artifacts—or through living history events and presentations by present-day descendants.

Interpretation Constraints

Sensitive Wildlife Habitat

Wetlands and other restored habitat areas at CPSRA will be environmentally fragile areas. Some of the most important resources to interpret will be located these areas and in some cases and at some times of year may require limitations on interpretive walks and self-guided access.

Cultural Sensitivity

Interpretation of many of the cultural stories connected to CPSRA, including history and culture of the Bayview-Hunters Point community, Ohlone culture and 19th century Chinese fishing history, must be planned with input from the various cultural groups involved with these stories.

Absence Of Tangible Resources

Because the land area of CPSRA consists entirely of late 20th century land fill, the site lacks tangible evidence of the cultural history of the original shoreline. In order to interpret stories related to the area's Native American and Chinese fishing history, the SRA will have to utilize interpretive props or connect these cultural stories to existing resources in the park (e.g., the present-day fishing pier could serve as a tangible link to Chinese fishing in the bay in the 19th century).

Lack of Terrestrial Wildlife Habitat

Although “nature interpretation” is frequently cited as a desired interpretation subject in CPSRA public planning meetings, the park's current landscaping does not support the diversity of land birds, mammals and other wildlife commonly associated with State

Parks. Bayview Hill provides habitat for terrestrial wildlife but is inaccessible for tours and self-guided interpretation from the park. Future natural history interpretation will likely have to focus on wetlands habitat and aquatic wildlife.

3.2.6 Operations and Maintenance

Park Branding

Branding of individual state parks and the larger system is an important objective of State Parks. This is particularly salient in the urban setting of San Francisco, where many local residents use CPSRA regularly. Improvements resulting from the General Plan should highlight CPSRA as a state park with a specific mission and purpose, and therefore, as distinct from a city or neighborhood park. CPSRA can also serve as a gateway to the State Parks system, providing information about other state parks in the Bay Area and across California. Opportunities exist to apply this approach within CPSRA, as well as in the neighboring community, through development of a visitor information center or community “storefront.”

Partnerships

State Parks is currently involved in several partnerships that leverage volunteers and other community groups for various operations at CPSRA. Existing partnerships with groups such as the California State Parks Foundation and Literacy for Environmental Justice, should be continued and expanded upon to further implement natural resource management activities in the park. Additional partnerships should be pursued to expand programming, such as recreational equipment rental and other concessions. In addition, as stated above, the adjacent Candlestick Point-Hunters Point Shipyard Phase II Project will include a 330-acre open space network that includes CPSRA (but does not include Yosemite Slough), and opportunities exist for sharing responsibilities, such as maintenance and the provision of visitor information, with neighboring parks.

Funding and Implementation

Funding for improvements will be provided partly by the San Francisco Redevelopment Agency, which is leading the adjacent Candlestick Point-Hunters Point Shipyard Phase II Project. As part of the land exchange between the Agency and State Parks authorized under Senate Bill 792, the City will provide State Parks funding for CPSRA: \$40 million for park development and \$10 million for operations and maintenance. The funding will be provided in phases in conjunction with the phasing of the land exchange. While the City has guaranteed a long-term funding source for CPSRA, it will be important to ensure funding for both capital projects and ongoing maintenance. The Candlestick Point-Hunters Point Shipyard Phase II Project will be implemented in several phases over the next 20 years. As a result, the timing and location of this construction will affect the implementation of programs planned for CPSRA in this General Plan update.

State Parks will continue to work closely with the City and County of San Francisco and Lennar Urban (the developer for the planned Candlestick Point-Hunters Point Shipyard Phase II Project) to ensure appropriate timing and funding of improvements to CPSRA.

3.3 Area-Specific Issues

3.3.1 Yosemite Slough Restoration

The 1987 CPSRA General Plan called for restoration of Yosemite Slough, a former tidal marsh reduced by filling of San Francisco Bay. Once restored, Yosemite Slough will be the largest tidal marsh in the City and County of San Francisco. The restoration of Yosemite Slough includes restoring 12 acres of upland fill back to tidally influenced wetlands. The restoration design includes the creation of bird nesting habitat, nursery areas for fish and benthic organisms, buffer areas to sensitive habitats, new interpretive trails, and additional recreation and education amenities. The restoration project will also address soil contaminant issues arising from previous fill activities that could affect human and wildlife health (RMC and Jones & Stokes 2006). Restoration and remediation north of the slough was completed in 2011, and detailed design of Phase II (south of the slough) is scheduled for 2012. The CPSRA General Plan recognizes the Foundation's plans for Yosemite Slough to promote continued restoration of the area.

3.3.2 Yosemite Slough Bridge

The planned Candlestick Point-Hunters Point Shipyard Phase II Project includes a bridge that would extend over Yosemite Slough, connecting Arelious Walker Drive to Fitch Street. The bridge would be restricted to city buses, bicycles, and pedestrians. The bridge could potentially cause inconsistencies with the planned Yosemite Slough Restoration Project, which will expand public access and wildlife habitat, including islands for nesting birds. Two agreements that reference the bridge would minimize that potential. The Settlement Agreement and General Release (dated January 7, 2011) between the Sierra Club, Golden Gate Audubon Society, and CP Development Company (the developer of the Candlestick Point project, including the bridge), requires the developer to consider and implement various measures to reduce impacts. Similarly, the Candlestick Point State Recreation Area Reconfiguration, Improvement, and Transfer Agreement (dated April 6, 2011) between State Parks and the City and County of San Francisco, commits the City—acting as successor to the San Francisco Redevelopment Agency—to include the California State Parks Foundation and State Parks in the approval process for the bridge and to cooperate in ensuring that the bridge is consistent with the wetland, aquatic habitat, public access, and recreation objectives of the restoration project.

3.3.3 Bayview Hill Connections

Along with CPSRA, Bayview Hill is a valuable open space resource in the Bayview Hunters Point neighborhood. As its name indicates, it provides sweeping views of San Francisco Bay. Its high biodiversity and proximity to CPSRA highlight the potential for increased connectivity between the two parks that would benefit wildlife as well as visitors. Private development and the four-lane Harney Way currently separate CPSRA and Bayview Hill, although a pedestrian bridge allows access between the Last Port and Jamestown Avenue, which traverses Bayview Hill's western edge. Despite these physical obstacles, opportunities may arise in the future to further integrate the two open space resources, allow CPSRA's visitors to enjoy vistas from the hill, and improve wildlife connectivity.

3.4 Assumptions for Future Scenario without the Candlestick Point-Hunters Point Shipyard Phase II Project

The Candlestick Point-Hunters Point Shipyard Phase II Project was approved by the City of San Francisco Board of Supervisors on July 27, 2010. However, it is possible that changes in project funding, economic conditions, or other factors could potentially stall or halt the development. The following discussion addresses how CPSRA would be affected if the Candlestick Point-Hunters Point Shipyard Phase II Project were to be stalled or stopped.

The following assumptions would apply if the Candlestick Point-Hunters Point Shipyard Phase II Project were not to move forward:

1. The existing CPSRA boundary would remain in place, and the exchange of land between State Parks and the City and County of San Francisco for the Candlestick Point-Hunters Point Shipyard Phase II Project that was authorized under Senate Bill 792 would not occur. Consequently, the City and County of San Francisco would not provide State Parks the funding that would have been provided as part of the land exchange, which includes \$40 million for park development and \$10 million for operations and maintenance.
2. The Candlestick Park stadium would no longer be located at Candlestick Point. Consequently, State Parks would no longer provide stadium parking during stadium events, and would no longer receive parking revenue.
3. The Yosemite Slough Restoration Project currently underway would move forward through completion.

If circumstances change, and the scenario described above were to occur, State Parks would amend this General Plan to focus on Alternative 2, Community and Culture, which is described in Section 5.8, Alternatives Analysis. Alternative 2 is consistent with the Preferred Alternative, but it includes the original park boundary and does not include the funding that would be provided as part of the land exchange for the Candlestick Point-Hunters Point Shipyard Phase II Project. Because less funding would be available under Alternative 2, it includes fewer park improvements than the Preferred Alternative. Alternative 2 would be refined to include the same level of detail as the Preferred Alternative presented in this General Plan, with input from the public, and would be subject to further environmental review. Please refer to Section 5.8, Alternatives Analysis, for further discussion of Alternative 2.