

MINUTE ITEM

This Calendar Item No. 22
was approved as Minute Item
No. 22 by the State Lands
Commission by a vote of 2
to 0 at its 4/28/83
meeting.

CALENDAR ITEM

22

4/28/83
G11-01
Brittnacher
Horn
PRC 6414

AUTHORIZE ACCEPTANCE AND RECORDATION OF
QUITCLAIM DEED FROM CITY OF SAN FRANCISCO OF
SOVEREIGN LANDS WITHIN
CANDLESTICK POINT STATE RECREATION AREA AND
LEASE OF SAID LANDS TO
STATE DEPARTMENT OF PARKS AND RECREATION FOR
49 YEARS FOR THE DEVELOPMENT AND
MANAGEMENT OF A STATE RECREATION AREA

PARTIES: City of San Francisco (Grantee/Trustee)
State Department of Parks and Recreation
(Lessee)
State Lands Commission (Lessor)

BACKGROUND: In April 1977, Candlestick Point was classified
by the California State Park and Recreation
Commission as a State Recreation Area. Late
in 1978, the State Department of Parks and
Recreation (Parks) developed a document entitled
Resource Management Plan, General Development
Plan, and Environmental Impact Report for
the Candlestick Point State Recreation Area.

As a result of its review of the Area Plan,
the staff determined that severe title problems
exist within the designated boundaries of
the recreation area. Portions of the land
within the project area are sovereign tide
and submerged lands that were granted to the
City of San Francisco (City) in trust pursuant
to Chapter 1333, Statutes of 1968, as amended
(Burton Act). Other portions of the land are
proprietary lands of the City.

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Protracted negotiations between the City, the State Department of General Services and the staff of the State Lands Commission (Commission) have led to a compromise settlement which will allow acquisition of all lands within the project area through the Public Works Board. There is an agreement pending between the State, acting by and through the State Public Works Board, the Department of Parks and Recreation, and the Department of General Services, and the City and County of San Francisco, acting by and through the Board of Supervisors and the Port of San Francisco. The State Lands Commission is not a party to the agreement. By terms of the pending agreement between the parties, (a copy of which is on file in the principal office of the Commission and by this reference made a part hereof), City will convey, by quitclaim deed, all its interest in the project area to the State. The proprietary lands within the project area will be accepted on behalf of the State by the Public Works Board, with the approval of Parks. The State Lands Commission will accept all sovereign lands within the project area. The Commission will then lease the sovereign lands portion to the Department of Parks and Recreation.

Pursuant to the agreement the quitclaim from City to the State will be subject to the conditions subsequent, with right of reverter, (1) that the conveyed lands are to be used only for park and related cultural and recreational purposes and (2) that such development and construction of the park, in accordance with the State's approved plan, will be completed within twenty (20) years from the date of the agreement. The quitclaim will provide that, upon failure on the part of the State to meet these conditions, the lands not developed as a park will immediately revert to the City, at no cost, and the State, upon demand by City, will furnish to the City a quitclaim deed of all the lands not so developed that were conveyed by the City to the State. In the event of a reversion of title to the City

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and portions of State sovereign land are conveyed back to the City, the City will administer those sovereign lands, subject to the Public Trust, as originally required under the terms of the Burton Act, by operation of law.

Parks has prepared a final environmental impact report pursuant to CEQA and the State CEQA Guidelines. Parks found that there will be no significant adverse effects on the environment as a result of the recreation area acquisition and development. A summary of the EIR is attached as Exhibit "C".

The lands subject to this transaction were not classified as having significant environmental values pursuant to P.R.C. 6370 et seq.

AB 884: N/A.

EXHIBITS: A. Site Map.
B. Plat showing lands within project area to be acquired by the State, acting through the State Lands Commission and the Department of General Services.
C. EIR Summary.

IT IS RECOMMENDED THAT THE COMMISSION:

1. DETERMINE THAT A FINAL EIR WAS PREPARED FOR THE CANDLESTICK POINT STATE RECREATION AREA ACQUISITION, MANAGEMENT AND DEVELOPMENT PLAN PURSUANT TO CEQA AND THE STATE CEQA GUIDELINES; THAT THE INFORMATION IN THE EIR HAS BEEN REVIEWED AND CONSIDERED BY THE COMMISSION; AND THAT THE PROJECT WILL NOT HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT.
2. AUTHORIZE ACCEPTANCE AND RECORDATION OF A QUITCLAIM DEED FROM THE CITY/COUNTY OF SAN FRANCISCO COVERING THOSE SOVEREIGN LANDS WITHIN THE CANDLESTICK POINT PROJECT AREA.
3. AUTHORIZE ISSUANCE TO THE STATE DEPARTMENT OF PARKS AND RECREATION A 49-YEAR GENERAL PERMIT - PUBLIC AGENCY USE, EFFECTIVE UPON EXECUTION BY THE STAFF OF THE COMMISSION (WITH THE STATE RESERVING THE RIGHT AT ANY TIME TO SET A MONETARY RENTAL IF THE COMMISSION FINDS SUCH

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ACTION TO BE IN THE STATE'S BEST INTEREST) FOR THE DEVELOPMENT AND MANAGEMENT OF THE CANDLESTICK POINT STATE RECREATION AREA ON STATE SOVEREIGN LAND WITHIN THE RECREATION AREA BOUNDARIES.

4. AUTHORIZE STAFF TO TAKE ALL STEPS NECESSARY TO EFFECTUATE THESE DETERMINATIONS AND AUTHORIZATIONS.

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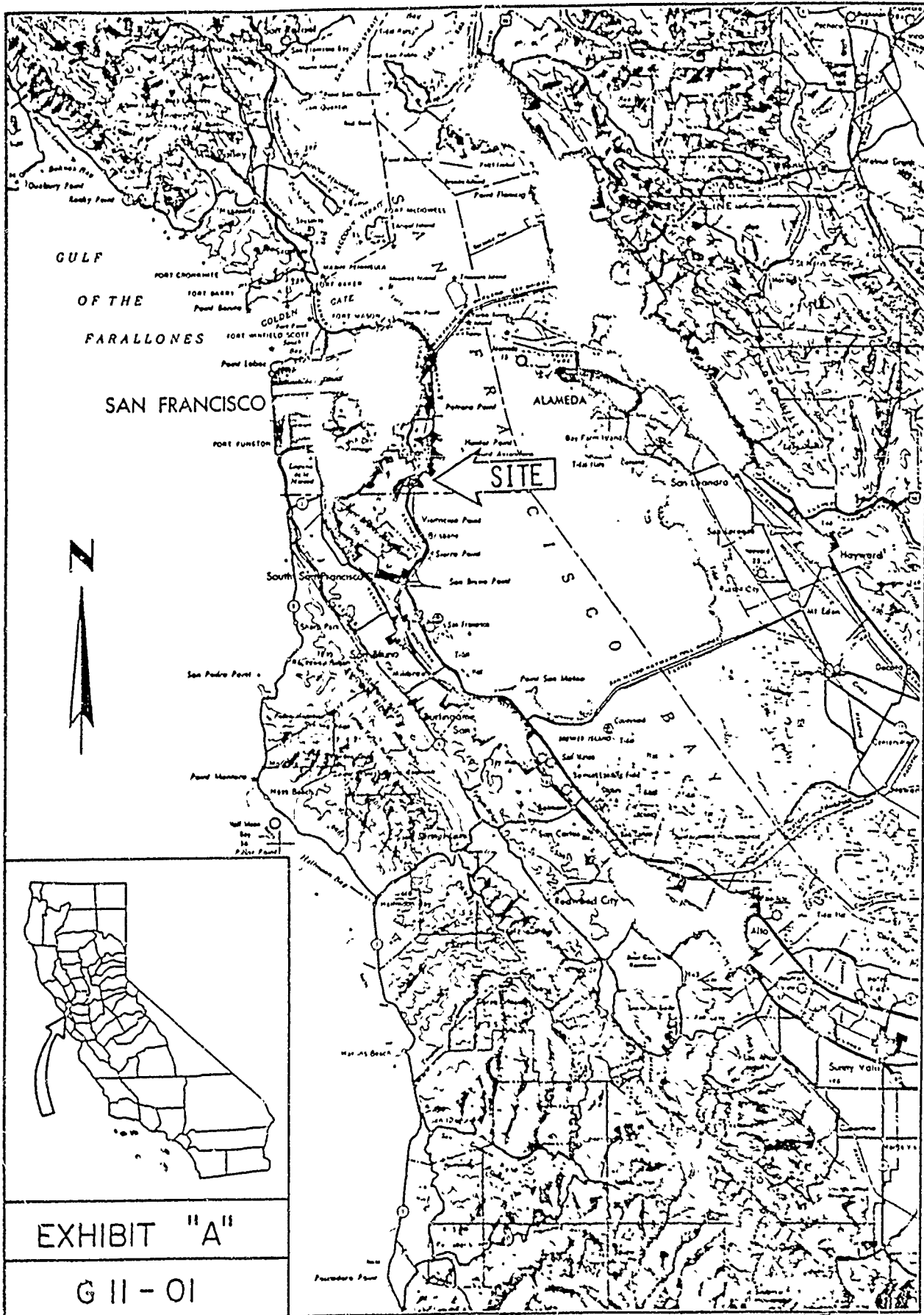
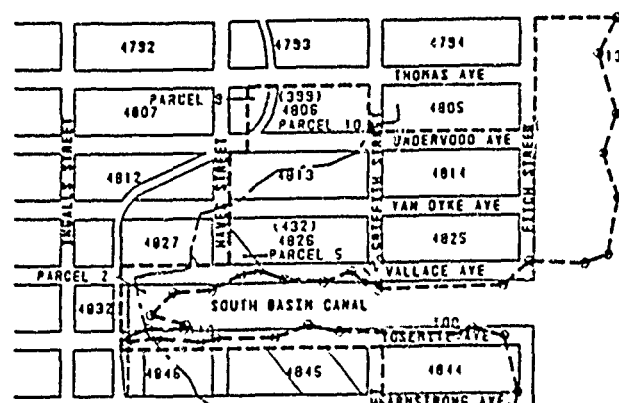


EXHIBIT "A"
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E 1:450,000
N 450,000

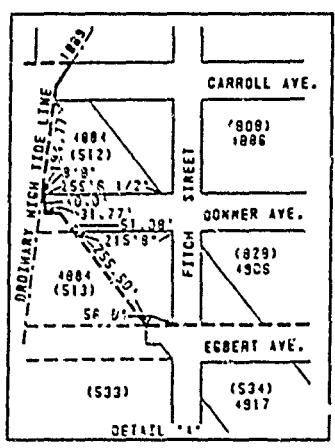


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Y= 451,043.96

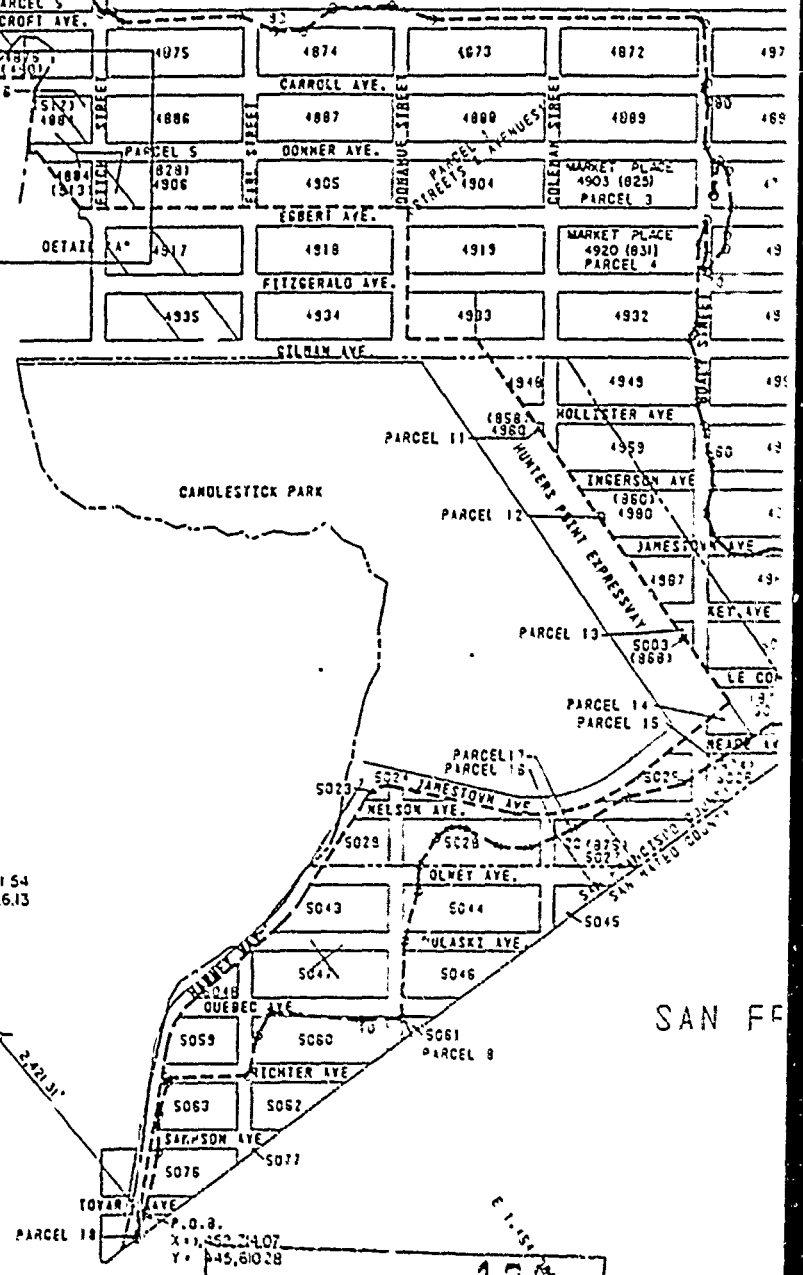
SOUTH BASIN

ORDINARY HIGH TIDE LINE 1849

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N.G.S. BAY PARK
1932 - 1960
X=1,452,551.54
Y= 448,026.13



SAN FE

N 448,000

P.O.B.
X=1,452,340.7
Y= 445,610.28

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EXHIBIT "F"

DESIGNED
DRAWN
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DATE: 3/15/82
 I D BRITTMACHER, STATE LANDS COMMISSION

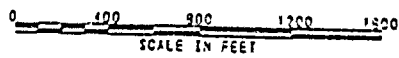
RESOURCES AGENCY OF CALIFORNIA
 DEPARTMENT OF PARKS AND RECREATION
 APPROVED: _____ DATE: _____

MAP OF CAULESTICK POINT
 STATE RECREATION AREA
 EXHIBIT "B"
 CITY AND COUNTY OF SAN FRANCISCO

SPRINGS NO. 81-62
 SHEET NO. 1

N 148,000

GRID NORTH CALIF. COORD.
 ZONE III



LEGEND

- PARK BOUNDARY
- ORDINARY HIGH TIDE LINE 1989
- SOVEREIGN LAND LOCATION 1931

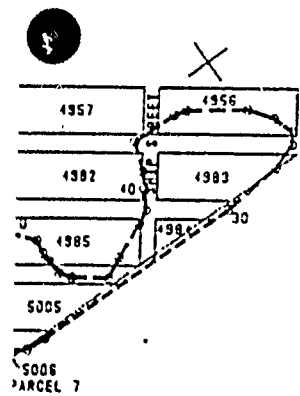
NOTES:

THE BOUNDARY OF THE CAULESTICK POINT STATE RECREATION AREA SHOWN HEREON IS DESCRIBED IN EXHIBIT 1 ATTACHED TO THE DEED FROM THE C/O OF SF TO THE STATE OF CALIFORNIA RECORDED IN _____ OF THE OFFICE OF THE RECORDER OF THE C/O OF SF.

THE PARK BOUNDARY ALONG THE SHORE OF SAN FRANCISCO BAY AND SUTTER BASIN SHOWN HEREON WAS DETERMINED BY A 1976 PHOTOGRAHMETRIC SURVEY BY THE DEPARTMENT OF WATER RESOURCES. REFERENCE IS MADE TO DWR SURVEY REQUEST NO. 81-62 ON FILE IN THE DWR OFFICES.

THE DESIGNATION OF CITY BLOCKS AND STREET RESERVATIONS IS BASED ON THE BOARD OF TIDE LANDS COMMISSIONERS MAP ENTITLED "MAP OF THE SAN FRANCISCO AND TIDE LANDS AND LANDS LYING UNDERWATER SOUTH OF SECOND STREET" AND SITUATED IN THE CITY AND COUNTY OF SAN FRANCISCO, MARCH 19, 1951. THIS MAP WAS FILED JANUARY 1975 IN BOOK V PAGES 46 AND 47 AT THE CITY AND COUNTY OF SAN FRANCISCO RECORDER'S OFFICE.

THE DESIGNATION OF LOT LINES ARE BASED ON THE ASSESSMENT RECORD OF THE CITY AND COUNTY OF SAN FRANCISCO ASSESSOR'S OFFICE.



SAN FRANCISCO BAY

CALIFORNIA RULE 17
 74
EXHIBIT "B"

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The following is a summary of an environmental impact report for Candlestick Point State Recreation Area (SCH# 78072432) prepared by the California Department of Parks and Recreation. (FEIR, 6. 78).

Summary

This document provides resource management policies and development proposals for Candlestick Point State Recreation Area, the State Park System's first urban development. Located on the shore of the San Francisco Bay, this recreation area represents a new direction for recreation planning. Its statewide significance stems from the fact that Candlestick Point is part of the state's largest estuarine system.

Candlestick Point is unique because it is situated on landfill, which was artificially created to provide a location for a U.S. Navy shipyard during World War II. This condition has required that plans for development be tailored to the landfill's characteristics. Before this human intervention, the location consisted of marsh lands and mudflats, and it is slowly and naturally returning to that state.

Candlestick Point SRA can potentially serve some four million residents of the San Francisco Bay Area, in addition to serving people from other areas of the state. However, its primary impact will be on local residents.

This plan calls for development of a 170-acre recreation area that will provide many different kinds of visitor experiences.

Picnicking and boating are high-priority recreational activities. The plan calls for several picnic areas, including one for groups of handicapped persons. Docks are proposed for both powered and non-powered watercraft.

Other priorities are camping and day use activities. Two group campgrounds are proposed, as well as a cultural program center and a nature education center.

Four fishing piers are proposed, to improve current fishing conditions in the area.

Hiking and bicycling trails are also proposed, so visitors can enjoy the scenic beauty of the site without using motorized transportation.

The plan recommends that the Department of Parks and Recreation work with public transportation providers in the bay area to provide adequate transit facilities--including bus, rail, and possibly ferry service--to Candlestick Point.

The basic philosophy behind this plan is public involvement. It has been an integral part of the planning process. The plan recommends that local residents aid in the decisions and provide the human resources that will make Candlestick Point SRA a successful experience.

Statewide Significance

Candlestick Point State Recreation Area is of statewide significance because it is the first State Park System unit purposely acquired to bring State Park System values into an urban setting.

The statewide significance of an acreage and shoreline on the biggest and most significant estuarine system in California is the most obvious factor. Candlestick Point SRA, with its bay shoreline, is less than one hour away from millions of urban dwellers; this is certainly a major attribute to statewide significance.

Candlestick Point SRA enables the State Park System to extend recreational and cultural facilities to urban areas, where opportunities for access to the system have traditionally been limited. Making the system available in an urban setting relates urban dwellers to the natural environment. The dependents of that relationship can be demonstrated by programs that understand the city as an ecosystem, different than, but part of, the natural ecosystem of the SRA.

Project Description

Candlestick Point State Recreation Area is located in the southeast part of the city and county of San Francisco, and the northeast part of San Mateo County. The project is accessible by walking, biking, boating, auto, and bus, from residential, industrial, and commercial areas of the bay area and the peninsula.

Access is from Highway 101 (Bayshore Freeway) and city streets. The project includes about 170 acres, and about 3-1/2 miles of San Francisco Bay shoreline. The project boundary abuts the United States Navy Shipyard at the furthest northern border, and the San Mateo County line to the south. The project is directly across the street from the San Francisco Executive Park, Candlestick Stadium, and the Alice Griffith Housing project.

Historical Background

History of the Land

The name of the project originated with the naming of a small rock and outcropping near the site, by the U.S. Coast Survey in the 1800s. This rocky pinnacle resembled a candlestick; it is believed to have been located on land now occupied by Candlestick Stadium.

In 1868, the state legislature approved an act "to survey and dispose of certain San Francisco Bay salt marsh and tidelands belonging to the State of California". The act was the basis for public and private development along the San Francisco Bay waterfront. This included establishment of the

attern in the tidelands, and the "reservation of streets, docks, piers, canals, basins and other use necessary for public convenience and the purposes of commerce".

In November 1940, the U. S. Government purchased the 18.6-acre Hunter's Point shipyard from Bethlehem Steel. A year later, following the declaration of war, the U. S. Navy began a program of rapid expansion. Hills on the site were leveled to more flat industrial land, and the residue was used to fill the surrounding tidelands for further expansion of the shipyards. By the end of World War II, there were more than 500 acres of land in the shipyard.

The shoreline below the shipyard in the south basin and Candlestick Point had remained virtually undisturbed for 90 years. The coves and beaches along the shore, where people could fish, picnic, and play at the water's edge, were a source of pleasure, and a great asset to the area.

A major land use change during this period was the construction of Candlestick Stadium and its parking lot, and the haphazard filling of the adjacent tidelands in the Hunter's Point Reclamation District. The fill for the parking lot allowed access, to reach and fill tidelands further out in the bay. This fill activity turned the shoreline into the uninviting wasteland of junkyards and dump sites that is being purchased by the State of California for Candlestick Point State Recreation Area.

The entire proposed recreation area is situated on land fill.

Two major problems must be anticipated, due to the poor quality of the fill. The first of these is leaching of undesirable materials into the bay; the second is settlement of the land fill, due to structural instability.

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APPROVED BY	744

Environmental Impact

An analysis was made of the interactions of the proposed development and the existing environment. In most cases, the changes will have beneficial effects on the environment. Although there will not be significant adverse effects on the environment, several impacts should be discussed.

Short-Term Effects

During construction of the proposed facilities as described in the General Development Plan, there will be several non-significant effects, including increased levels of noise, temporary dust, shoreline disturbance causing turbidity and water pollution, and consumption of energy.

Long-Term Effects

The proposed changes will be primarily beneficial. The environment will be drastically changed, from an unsightly dump unfit for human use to a recreation area. The natural bay ecology should improve. Several effects are described below.

Geologic Effects: The San Francisco Bay is surrounded by several active earthquake faults. The main one is the San Andreas Fault, 11 km (6.8 miles) west of the project. Since the project is on the bay fill, liquefaction is a possibility.

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Soil Effects: Subsidence could occur, causing unevenness and cracks in roads and parking lots.

The land and shoreline will be reshaped, and dredging will take place. There will not be a net increase in bay fill. Rock piers will be constructed. A San Francisco Bay Conservation Development Commission (BCDC) permit will be obtained before construction and dredging.

Energy Effects: Visitors' vehicles and maintenance/administration of the SRA will consume energy.

Biotic Effects: No rare and endangered species now exist. Brown pelicans are occasionally observed in flight.

Pollution: Minor water, noise, and air pollution will occur.

Land Use: This SRA is in conformance with local, regional, and state plans.

Transportation and Parking: The SRA will affect stadium parking and traffic congestion in the vicinity. A parking and traffic circulation study has been done, and is presented in the appendix of this report. Both a map and a data sheet are included. (Appendix B.)

The main effect which the SRA will have on the stadium will be elimination of 5,150 parking spaces on SRA land which have been used by stadium users. Currently, the stadium provides 7,830 parking spaces, and depends on 4,220 privately owned parking spaces, plus spaces on State Park System land. As the data summary shows, 1,110 parking spaces are surplus to the needs of capacity stadium use. Therefore, only 2,020 of the 3,130 parking spaces are for capacity stadium crowds. The data summary shows the loss will have an effect when crowds exceed the 55,000 to 58,000 range of attendance.

Capacity stadium crowds for football are approximately 61,000 persons; for baseball, they are approximately 58,000. There are approximately 80 professional baseball games per year, and 10 professional football games per year held at Candlestick Stadium. This represents about 25 percent of total days per year. Normally, baseball crowds do not reach capacity, while football attendance is usually at capacity. The frequency of capacity crowds at baseball games could increase if the team became a pennant contender, or if the American League team in Oakland moves to another city.

If the 2,020 parking places are not replaced, stadium users may be forced to park on streets in nearby residential areas, thereby adding to congestion, and interrupting peace and quiet in these neighborhoods.

The GDP addresses the transportation issue. The SRA will provide approximately 1,250 parking places for SRA visitors. SRA traffic will be heaviest during weekends, when industrial traffic is lowest. However, on those weekends when the stadium is in use, there will be a cumulative effect on traffic congestion in the community. The heaviest use will occur 2 hours before and after games. Depending on where mitigation measures for parking losses occur, there could be less of a traffic

congestion problem on game days than at present, since the 1,250 proposed SRA spaces will be fewer than the existing 3,130 spaces which now exist on SRA lands.

Cultural: There are no archeological or historical sites on the property. All current buildings could be demolished without causing significant environmental impact.

Public Service and Human Community: The SRA will be maintained and administered by the Department of Parks and Recreation, with community involvement and cooperation. Utilities and sanitation are available. The department is expecting additional litter problems caused by prevailing westerly winds that will blow litter in from Candlestick Stadium and Highway 101.

Any Significant Environmental Effects That Cannot
Be Avoided If the Proposal Is Implemented:

All of the effects outlined in the above section are environmental effects that cannot be avoided if the project is implemented as proposed. Most of these impacts could be reduced through mitigation, but it is highly unlikely that any of the impacts could be totally eliminated.

The department feels that the benefits to be gained from the proposed project outweigh the minor environmental impacts that would result from implementation of the proposed plan for development.

Mitigation Measures Possible to Minimize the Significant Effects

Of all the significant effects mentioned, the most controversial relates to elimination of 2,020 needed parking spaces for Candlestick Stadium by the project. There are several possible methods that could solve the parking loss.

Use of SRA parking: Approximately 1,250 parking spaces will be built for SRA visitors. Some of the spaces may be available for stadium users.

An Executive Park Industrial Complex: This may have 1,700 parking spaces available on weekends and evenings for stadium use. This site is between Highway 101 and the stadium. Professional football games occur on weekends, and occasionally on Monday evenings.

Land Exchange Proposal: The city has proposed a land exchange with the state. Any proposals of this kind must be studied before a tradeoff is made.

Increased Public Transportation: This would substantially reduce the need for parking spaces.

Shuttle Systems: Visitors could park in other locations, and could be shuttled to the stadium.

Increased Parking: Existing stadium and private parking areas could be multi-levelled and could include parking on turfed areas.

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The proposed Hunter's Point Expressway extension (Route 230) should reduce traffic congestion on streets and in neighborhoods near the SRA, and should improve access.

Experienced SRA users may avoid travelling to and from the unit during pre and post-stadium use periods.

Alternatives to the Proposed Action

No Development: This alternative would mean that the current situation would continue. A few people would continue to fish; parking for stadium use would continue, but the area would remain unsightly, unhealthy, and hazardous.

Greater Development: This plan would offer many recreation opportunities such as found in an urban city park.

Less Development: Importance would be placed on open space and restoring the area to a natural condition.

Other Alternative Actions: There are a myriad of project alternatives resulting from combinations of possible individual actions.

The Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity

Implementation of the proposed General Development Plan and Resource Management Plan would protect and improve the unit's resources, and would increase the numbers of facilities for the public. The public should be able to enjoy the area for many years.

Any Significant Irreversible Environmental Changes That Would Be Involved in the Proposed Action Should It be Implemented

The following irreversible environmental changes are anticipated:

The commitment of non-renewable resources such as oil, gasoline, and gravel, to construct roads, parking areas, and other park facilities.

The Growth-Inducing Impacts of the Proposed Action

There will be some indirect growth-inducing impacts. It is possible that the local economy near the SRA might be somewhat stimulated by the influx of visitors, and by initial construction activities involved in building the proposed new facilities. Local residents may be hired to work in the SRA and the concessions.

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