4. PARKS AND OPEN SPACE

4.1 OVERALL PARKS AND OPEN SPACE

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4.2.1 YBI HILLTOP PARK

4.2.2 YBI BEACH PARK

4.2.3 YBI HABITAT MANAGEMENT PLAN AREAS

CONSISTENCY WITH ENTITLEMENT DOCUMENTS

The Parks and Open Spaces included as part of this Sub-Phase Application 1 are consistent with the Schematic Designs approved in the Major Phase 1 Application. The designs presented in this Sub-Phase Application are consistent with the Treasure Island/Yerba Buena Island Parks and Open Space Plan, except as noted in the Major Phase 1 Application.
4.1 OVERALL PARKS AND OPEN SPACE

The Treasure Island and Yerba Buena Island Parks and Open Space system and program are the culmination of over a decade of public discussion on how these extraordinary open spaces at center of San Francisco Bay can best contribute to the City’s and region’s future. In addition to the public discussion and ongoing work with TIDA, TI/YBI Citizens Advisory Board (TIYBI CAB), existing residents, and stakeholder organizations, the programming and design of the open spaces reflects intensive analysis of site opportunities and constraints, natural and cultural resources, Tidelands Trust, sea level rise, infrastructure, transportation, access, sustainability and habitat management.

The Islands’ diverse open space program is made up of eight distinct open space types – six on Treasure Island and two on Yerba Buena Island. Together they encompass a wide variety of programs and experiences that will contribute to the unique identity of each island.

The redevelopment of Treasure Island and Yerba Buena Island will provide approximately 290 acres of open space and parks, including 80 acres on YBI and 210 acres on Treasure Island. Consistent with the principle of adjacency described in the DDA, open space and parks will be developed in conjunction with development blocks. Chapter 4 – Parks & Open Space of this Sub-Phase application provides detailed descriptions of the location, boundary and character of each open space and park that will developed as part of Sub-Phases 1YA and 1YB.

**TREASURE ISLAND**

**Shoreline Park**
A series of waterfront parks that wrap western, northern and eastern edges of Treasure Island, characterized by the Waterfront Plaza at the transit hub, Pier 1, a continuous waterfront promenade, water access, and sculpted topography.

**Sports and Recreation Park**
An active park designed specifically for sports recreation.

**Urban Agriculture Park**
A park devoted to the production of food and/or nursery stock and with opportunities that provide an educational outreach program. Northern Shoreline and The Wilds, constructed habitats that integrate stormwater management, education and passive recreation.

**Northern Shoreline Park and Wilds**
Constructed habitats that integrate stormwater management, education and limited passive recreation

**Urban Core**
A series of plazas and open spaces that help activate the retail core and the transit hub. These areas include Waterfront Plaza, Clipper Cove Promenade, Marina Plaza and the Cultural Park.

**Pedestrian Network & Neighborhood Parks**
Social spaces and amenities specifically designed for residents.

**YERBA BUENA ISLAND**

**Hilltop Park**
A regional and neighborhood serving park with passive recreational areas, lookouts, and picnic areas.

**Regional Open Space - Habitat Management Areas**
The majority of the island’s open space is dedicated to habitat management and associated recreational uses such as hiking, biking, and picnicking.

**Trails and Overlooks**
A continuous network of rustic hiking trails will provide access to the island’s open space areas and lookouts.

**Senior Officers’ Quarters Historic District**
Existing gardens surrounding the historic Senior Officers Quarters.
OPEN SPACE AND PARK TYPOLOGIES

FIGURE 4.1 OPEN SPACE AND PARK TYPOLOGIES

1. Shoreline Park
2. Sports + Recreation Park
3. Urban Agricultural Park
4. Northern Shoreline Park + Wilds
5. Urban Core
6. Pedestrian Network + Neighborhood Parks
7. YBI Habitat Management Protection Areas
8. YBI Hilltop Park
9. Senior Officer Quarters Historic District (Great Whites)

Water Access
Sub-Phase Boundary

SUB-PHASE APPLICATION 1: SUB-PHASES 1YA & 1YB

4 - PARKS AND OPEN SPACE
SUB-PHASE PARKS AND OPEN SPACE

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TABLE 4.1 SUB-PHASE PARKS AND OPEN SPACE ACREAGE

FIGURE 4.2 SUB-PHASE PROPOSED PARKS AND OPEN SPACE

1A. YBI HILLTOP PARK 1
1B. YBI HILLTOP PARK 2
2. YBI BEACH PARK
3. YBI TRAILS AND HABITAT MANAGEMENT AREA
4.2 SUB-PHASE PARKS AND OPEN SPACE OVERVIEW

Located in the middle of San Francisco Bay, the two islands share an incredible water bound landscape with sweeping views of the entire Bay area, proximity to downtown San Francisco and Oakland. Both islands are exposed to wind that play a major role in shaping parks and open space program and design. But within these shared circumstances, different parts of the islands have very different characters. This Sub-Phase focuses on Yerba Buena Island, a dramatic, steep hillside setting. The cove between the two islands is sheltered and relatively calm, and has a picturesque quality enriched by the marina, the backdrop of Yerba Buena Island and the new span of the Bay Bridge and the historic buildings remaining from the original Exposition.

Each park and open space has been programmed and designed to exploit and emphasize these unique qualities in order to enhance the diversity and memorable moments that are hallmarks of great regional and world destinations alike. The Parks and Open Space chapter provides illustrative material that highlights the Yerba Buena Sub-Phase parks and open spaces and describes how they contribute to the creation of a unique island community and a truly regional destination.

Sub-Phases 1YA and 1YB on Yerba Buena Island include approximately 72.4 acres of parks and open space. Consistent with the principle of adjacency described in the DDA, open space and parks will be developed in conjunction with development blocks. The following goals and principals have guided the design of each park and open space.

SAFE AND ACCESSIBLE

Ensure that parks and open spaces are easily accessible by transit, universally accessible to all and safe for both pedestrians and bicyclists.

DIVERSE PROGRAMS

Sub-Phases 1YA and 1YB parks and open space programs are consistent with the Standards and Guidelines included in the Design for Development Document and the Open Space Plan approved as part of the Disposition and Development Agreement. The creation of an authentic San Francisco neighborhood and regional destination that will draw visitors from around the Bay Area and beyond are central to the vision set forth in those documents. The parks and open space program has been developed to reach a wide demographic of residents and visitors with a diversity of uses and opportunities for social and cultural events, passive and active recreation, hiking, biking, and natural areas. As part of the design process the design team has worked with MJM Management to address the programming, operations, and maintenance of each park and to ensure that they will function as part of a holistic network; will have the necessary infrastructure in place to support the program; and can be maintained and operated sustainably.

UNIQUE PLACES

Each park has been designed to reveal and magnify the natural and cultural forces that influences its unique role in the community and its place in the landscape, and each has its own visual character and experiential qualities, specific to location, context and program. Taken as a whole, Yerba Buena Island’s Sub-Phase parks support a cohesive vision that contributes to the identity of the island and is greater than the sum of its parts.

ENGAGE THE WATERFRONT

Take advantage of the waterfront, visually, experientially, and ecologically, and bring people to the water’s edge to fully appreciate the Bay.

CONNECTED AND INTEGRATED WITH DEVELOPMENT

Create strong connections between parks, streets, and public open spaces and design for indoor-outdoor relationships with both historic buildings and new development. Integrate park, open space, and habitat concepts with adjacent uses, private development, and street design.

SUSTAINABILITY AND ECOLOGICAL INFRASTRUCTURE

Storm water management, food production, habitat creation, water conservation, and integrated pest management are the focus of parks and open space sustainability. In addition, the park and open space design is integrated with the new island infrastructure and natural processes to support urban sustainability.

INTERPRETATION AND EDUCATION

Provide park facilities and opportunities that support learning about cultural history, ecology, and urban sustainability, and provide for discovery and personal connection with the natural and cultural resources of the Bay Area.

ADAPTABILITY

As a long-term redevelopment project, the construction of Treasure Island and Yerba Buena Island will happen in multiple phases over many years. With that in mind, a philosophy of adaptive management and flexibility has guided each park design to allow for ongoing public participation in an evolving community; changing needs and uses; varying design approaches; and sustainable management and operations.
4.2.1 YBI HILLTOP PARK

DESIGN CONCEPT

This site is a cultural + ecological arboretum. It tells an evolutionary story with layers of time embedded (stairs, foundation, ruins) as the site flora transitions from a historic ecology to a more cultural landscape. Both hilltops act as foci of two distinct experiences within the arboretum; the south retaining and revealing the site’s ecological history, while the more northern hilltop cultivates an attention to the island’s cultural history through remnants and a focus on the built landscape.

The design of the park provides views as stipulated in the Trust Exchange Agreement and Tidelands Trust View Cones where sight lines from the two hilltops are not obstructed.

ACCESS AND CIRCULATION

Site access is based on two circuits. Yerba Buena Drive is primarily for vehicular access. This loop road brings visitors to the site at a drop off area located at the saddle between the two hilltops. The other is for pedestrian access as well as egress for future development. A spine connects the saddle and two hilltops. Additional pathways or “goat paths” from the spine take visitors up and down the hilltops.

ACTIVITIES AND PROGRAMS

At the saddle, a bosque of Stone pines leads to an open landscape terrace looking north over the bay. Adjacent to the terrace is a hillock, slightly raised in the center with pathways curving around its edge that take visitors up to the north Hilltop. Stairs take visitors up to the north Hilltop overlook. This space is built over the existing water reservoir tank. Picnic tables and BBQ grills are available for use up here. A grove of Monterey pine trees define the space as well as offer shade. At the northern edge of the overlook, crenelated seating offers respite from the elements and views of the bay. On the southern edge, panoramic view can be enjoyed from within the Monterey pine grove. A pathway continues further west, taking visitors down to more intimate overlooks nestled in coastal scrub and native grasses.

An allee of oak trees connects these northern and southern hilltops. Adjacent to the spine, there is an enclosed dog park. Project mitigation measures require that off-leash dogs are prohibited on Yerba Buena Island outside of designated, enclosed off-leash dog parks.

Passing a dog park to the south, the path leads to a picnic and gathering area. Beyond the picnic area, an existing water tower is transformed into a semicircle of terraced seating facing south towards San Francisco.

Gently sloped goat paths travel downhill from these areas to the north and south, with switchbacks along the contour lines, mimicking how goats once created their pathway up and down the hillsides on this island that was once named Goat Island.

WIND AND SOLAR ACCESS

Terraced seating along the western and southern edge of the North Hilltop provides views of the bay and allows users to experience the movement and warmth of the sun from sunrise to sunset.

The crenelated seating offers respite from northwesterly winds. The cypress pine grove is a “room” at the southern end that offers partial shade and frames views. The eastern edges of the park and the hillock at the center of the park provide a mix of wind protection and to accommodate a range of activities. The southern Hilltop is defined by existing trees and paths which lead to a circular terraced seating area that frames the spectacular view of the Bay Bridge and offers respite from wind throughout the day and from sun during the late afternoon. Trees on the windward west edge of the park will be maintained and will mitigate wind exposure along that edge of the park.

The Hilltop Park is designed to provide a combination of sunny open areas coupled with lightly shaded groves that provide a spatial definition for the park and mitigate winds.

SUB-PHASE UPDATES

North Hilltop
- Stairs at south end moved to opposite side for more direct access
- Accessible path from arrival / drop off area to the North Hilltop overlook

Saddle
- 3 landscape terraces added
- Paved arrival area adjacent to hillock

South Hilltop
- 6 Parking spaces added (1 accessible)
- Fire truck turnaround (under study)
- Terraced seating with views to the West
- Picnic and gathering areas are paved for accessibility
YBI HILLTOP PARK - ILLUSTRATIVE PLAN

1. BOSQUE OF PINES
2. ARRIVAL
3. SPINE
4. HILLOCK

NORTH HILLTOP
5. OVERLOOK
6. MONTEREY PINE GROVE
7. OVERLOOK / TERRACE SEATING
8. PATHWAYS

SADDLE
9. DOG PARK
10. TRAILS / GOAT PATHS
11. OVERLOOK
12. PICNIC / GATHERING

SOUTH HILLTOP
13. CONCRETE STAIRS
14. PRESERVED AREA
15. RETAINING WALL

PRESERVED EXISTING SITE ELEMENTS

FIGURE 4.3 YBI HILLTOP PARK ILLUSTRATIVE PLAN
SUSTAINABILITY

EXISTING STRUCTURES

The design aims to hold on to a few important elements and incorporate them into the new Hilltop Park to reduce site disturbance, labor, cost, and energy. Re-usable demolition materials will be used as ballast to reduce the need to truck in fill.

PLANTING & RE-VEGETATION

Strategic removal of non-native trees specifically eucalyptus which are widely considered to be detrimental to native vegetation. They spread rapidly by producing enormous amount of seeds, growing sapling canopies shade out native plants and mature trees produce large amounts of debris that bury plants in the understory.

Healthy trees, understory, and groundcover will be preserved based on surveys and recommendations by qualified biologist or arborist. California native grasses, wildflowers, trees, and hillside shrubs will be planted throughout the park.

SOILS

Balancing cut and fill during earthwork and grading to minimize soils needed to be trucked away. In situ soils will be utilized whenever possible as recommended by soil analysis. Restoring plants that have adapted to native soils reduces the need for soil amendments, fertilizers, under-drains, and/or excess water application.

STORMWATER MANAGEMENT

Bioswales around the perimeter of the park use recommended plants from the City of San Francisco’s Stormwater Design Guidelines.

WATER AND IRRIGATION

Large areas of the park will be planted with native wildflowers and grasses. Irrigation frequency and application amount will be adjusted as plants establish. Plants are grouped with similar water needs to reduce runoff. Plants adapted to the Bay’s climate can tolerate long periods of drought.

There are many benefits of estimating the proper irrigation water demand of the landscape. Saving water and energy is paramount when drought is a constant concern in the San Francisco Bay area. Proper irrigation improves landscape health, prevent groundwater contamination and reduce runoff and drainage loads.

PAVING

The design of the park uses a limited palette of materials which are chosen for not only for appearance but for performance and cost. For example, asphalt is easy to install, maintain and repaired. Concrete is a flexible material that can be formed into different shapes that is strong, durable and will require minimal maintenance which will reduce maintenance cost in the long term. Concrete unit pavers have similar benefits and repairs can be localized to minimize cost, energy and time.

New trails will be constructed east of the South Hilltop to encourage public use of the natural environment on the south side of the park. Trails of compacted dirt based on regional park design guidelines to minimize the impact of the area.

Approximately 30% of the park area will be paved and 70% will be landscaped and planted.
The Clipper Cove Beach Park is situated on a relatively flat bluff above Clipper Cove beach on the northeast side of Yerba Buena Island. Consistent with the Design for Development document, Historic Building 10 is currently being relocated as part of the S.F. County Transportation Authority I-80 Interchange Improvement Project. The building will be owned and managed by the Treasure Island Development Authority and uses may include community events, retail, water access services or rentals, and non-profit functions. Taking advantage of the existing topography, a bowl shaped lawn (also being constructed by the SFCTA) will provide an open and generally flat area for picnicking and passive recreation. Several existing palm and coast live oak trees provide scale and define the park edges.

**DESIGN CONCEPT AND PROGRAM**

Clipper Cove Beach Park will provide a unique public open space amenity along with access to the water and the delightful beach that rings the western edge of Clipper Cove. In addition to the relocation of Building 10 and the park improvements being completed by the SFCTA, this Sub-Phase Application includes additional site furnishings and picnic areas, provision of an accessible route from the Causeway to the beach level, and a new public access stair and boat slide. A restroom will be provided (by others) adjacent to the parking lot at Building 10.

**ACCESS AND CIRCULATION**

Universal access is provided to both levels of the two story Building 10 from a parking area including 11 parking spaces (1 ADA space) that will be accessed from Treasure Island Road. Access to Clipper Cove Beach will be provided on a gentle universally accessible path from Treasure Island via the Causeway. A new timber beach access stair combined with a canoe/kayak ramp and lift will provide access from the Park to the Beach. In addition, a secondary stair with landings and railings and children's slide may be incorporated into the 40-foot slope, providing additional access and a playful amenity to the Park. Further analysis and coordination with resource agencies is required during the design development phase to ensure the feasibility of the secondary stair and children’s slide.

**STORMWATER MANAGEMENT**

The bowl shaped lawn at the center of the Beach Park will be designed as an a detention basin and bioretention area to treat stormwater runoff from the development parcel located on the West Side of the island and Macalla Road. Treatment flows will be directed to the area via storm drain pipes and discharged at a small forebay located at the outlet. Treated flows will then be returned to Treasure Island Road and directed to an outlet on the west side of the causeway.
1. CLIPPER COVE BEACH
2. BEACH ACCESS (6' PATH UNIVERSAL ACCESS)
3. PUBLIC PARKING (11 SP.)
4. HISTORIC BLDG. 10
5. PUBLIC RESTROOM BY OTHERS
6. PICNIC LAWN + BBQ PADS
7. TIMBER BEACH ACCESS STAIR AND SMALL BOAT RAMP/LIFT
8. BLUFF PATH AND OVERLOOK WITH SEATING AND INTERPRETIVE SIGNAGE
9. STORMWATER PLANTING
10. BEACH DECK

FIGURE 4.6 YBI BEACH PARK ILLUSTRATIVE PLAN
In stark contrast to its neighbor to the north, YBI is a steep and rocky natural island. It is relatively densely vegetated, although non-native and invasive species represent a large and increasing threat to the remnant native habitat. Nevertheless, there are pockets on YBI that represent the best of California landscapes. On YBI, most of the open space is proposed to be managed as natural habitat and passive open space. The Yerba Buena Island Habitat Management Plan (HMP), adopted March 2011, describes the existing conditions, prioritizes proposed actions, and discusses how the HMP may be implemented. The HMP is a plan and a process, a framework but not a result.

The HMP will ultimately be overseen and implemented by TIDA, as the long-term owner of the habitat management areas. TIDA will in turn likely call on the resources of many different groups to implement the HMP: TICD, who will provide initial capital for a portion of the early HMP work to be completed; professional biologists, who will be hired to oversee activities as they are carried out; paid staff, who will complete necessary maintenance and more complex projects; and volunteers, who will likely do everything from conducting docent-led tours of the Island to hand weeding and clean-up. Site-specific plans will be developed at a level of detail beyond the scope of the Habitat Management Plan itself.

The HMP manages for both special-status species and biodiversity utilizing preservation, restoration and enhancement strategies, and identifies actions to accomplish each:

- Revegetate to establish site-specific and appropriate habitat
- Reintroduce special-status plants
- Remove and control invasive plant species
- Construct trails and install recreational facilities as a method to educate the public, to increase public appreciation of YBI’s natural resources, and to reduce human impact in the island’s natural areas.

The initial development phase would include specific habitat management efforts carried out by TICD, as part of the master development of the Island. This would likely include efforts associated with site preparation and infrastructure improvements in areas adjacent to the proposed development parcels and/or public rights-of-way. In addition, the budget for the redevelopment project includes funding that could be used, at the discretion of TIDA, either to complete additional habitat management projects on YBI, and/or as seed money to found a parks and open space conservancy organization that would, in part, help to coordinate and manage the implementation of the Yerba Buena Island Habitat Management Plan (HMP) over the long term. Ideally, the initial funding would also allow for the most pressing restoration, enhancement and preservation efforts to be implemented by a professional restoration contractor, as identified in the HMP, Section III, Management Plan Priorities. TICD would also provide funding for on-going operations and maintenance of HMP areas in accordance with a fixed-schedule of payments as specified in the Financing Plan attached to the DDA.

According to the project Schedule of Schedule of Performance, TICD must complete its implementation of HMP 1 by 2022 and HMP 2 by 2028, however, there is no “end” to the HMP – long term monitoring and adaptive management of the habitat areas on YBI will be required so long as habitat provision remains a goal.