

EXHIBIT A

Danielsen  
Dean  
O'Neill  
lza

A3615 (GOGA-VRPCR)

MAR 19 1999

Honorable Nancy Pelosi  
United States House of Representatives  
2457 Rayburn Building  
Washington, DC 20515-0508.

Dear Congresswoman Pelosi:

Thank you for your letter regarding concerns expressed by your constituent Ms. Florence Sarrett on the pet policy of Golden Gate National Recreation Area (GGNRA).

As you are probably aware, GGNRA has adopted a pet policy that is more liberal than pet regulations at other national park sites throughout the country. In all other areas of the national park system, pets are required to be leashed at all times and are, for the most part, excluded from all but developed areas. GGNRA has, with the assistance of the park's Advisory Commission, established a pet policy that allows some opportunity for visitors to enjoy a few designated areas with their pets under less restrictive circumstances. Certain areas of the park have been designated as voice control areas where pets are permitted off-leash. Other sites are open only to leashed pets, and some portions of the park are completely closed to pets in order to protect sensitive resources. This policy is designed to accommodate the many different user groups within the park as well as to fulfill our mandate to protect the natural resource values of the park. We believe our present policy provides a balance between pets in GGNRA and the protection of park resources.

GGNRA contains significant recreational, scenic, cultural, and open space values and is a sanctuary for several threatened and endangered plant and animal species. The park is obligated to take necessary measures to protect these resource values. Public desires for a particular activity are not adequate criteria for determining appropriate recreational uses in any unit of the National Park system. Balancing preservation and enjoyment of the park is a challenge at GGNRA and is complicated by the urban setting, high park visitation and the diversity of our user groups.

Law Enforcement staff at GGNRA seek to gain compliance with regulations through educational contacts with visitors, and they also exercise considerable discretion in their enforcement

USPROD01367

actions. Citations are generally issued only after educational efforts have failed to achieve compliance and/or in cases of flagrant violations. A few complaint letters have been received from the dog walking community regarding the actions of rangers involved with pet regulation enforcement. As with any complaint against a law enforcement officer, these have all been thoroughly investigated by senior law enforcement personnel and, in turn, have all been found to be without merit.

We appreciate your interest in GGNRA and hope this information will enable you to respond to Ms. Sarrett's concerns.

Sincerely,

(SIGNED) BRIAN O'NEILL

Brian O'Neill  
General Superintendent

Cc: Natasha Flora  
Legislative Assistant  
Office of Congresswoman Pelosi  
450 Golden Gate Avenue  
San Francisco, CA 94102-3460

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USPROD01368

N-16 DOG ISSUES



**United States Department of the Interior**

**NATIONAL PARK SERVICE**  
Pacific West Region  
600 Harrison Street, Suite 600  
San Francisco, California 94107-1372



IN REPLY REFER TO:

A3615(PWR-RD)

FEB 05 1999

*B. O'Neill*  
*by D. Danielson*  
*File #53*

Honorable Dianne Feinstein  
United States Senate  
Washington, DC 20510-0504

Dear Senator Feinstein:

Thank you for your inquiry of January 15, 1999, on behalf of your constituent, Garry Koenigsberg, concerning the off-leash dog use at the Golden Gate National Recreation Area. We have received a similar letter from Mr. Koenigsberg and have replied directly to him. Enclosed is a copy of our letter for your information.

We appreciate your interest in the National Park Service.

Sincerely,

John J. Reynolds  
Regional Director, Pacific West

Enclosure

bcc:  
GOGA, w/inc.  
PGSO, w/inc.  
WASO-APC, w/inc.

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USPROD00045



# United States Department of the Interior

NATIONAL PARK SERVICE  
Pacific West Region  
600 Harrison Street, Suite 600  
San Francisco, California 94107-1372

IN REPLY REFER TO:

OCT 21 1998

A3615(PWR-RD)

Mr. Garry Koenigsberg  
38 Nordhoff Street  
San Francisco, California 94131

Dear Mr. Koenigsberg:

Thank you for your letter of September 27, 1998, and your letter of the same date to Secretary Babbitt regarding the pet policy in Golden Gate National Recreation Area (GGNRA).

You should be aware that GGNRA has adopted a pet policy that is more liberal than the regulations enforced at other national park sites throughout the United States, where pets are required to be leashed at all times and are, for the most part, excluded from all but developed areas. GGNRA has, with the assistance of the park's Advisory Commission, established a pet policy that allows some opportunity for visitors to enjoy a few designated areas with their pets under less restrictive restraint. Certain areas of the park have been designated as voice-control areas where pets are allowed off-leash. Other sites are open only to leashed pets, and some portions of the park are closed to pets to protect sensitive resources.

GGNRA recognizes dog walkers as one of the many constituent groups who use and enjoy the park. However, as a federal land preservation agency, we have the fundamental responsibility of protecting the natural and cultural resources that make the urban national park so singularly significant. The mission of the National Park Service is "...to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment...of future generations." We are bound by this mandate to establish policies which balance the many user demands placed on this matchless resource with the imperative to preserve its resources.

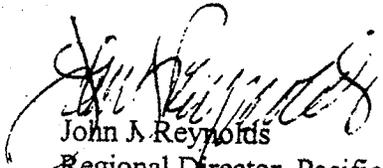
A goal of our law enforcement program is the prevention and deterrence of violations. Many violations are committed by persons who are simply unaware of park regulations. Special emphasis is placed on education and awareness of regulations and our officers have discretion to employ the lowest level of enforcement action that will effectively handle the immediate situation. The level of enforcement action necessary may vary from an informational contact to a citation or an arrest dependent upon the circumstances and the nature of the offense.

Although off-leash dog areas in GGNRA may not be as widespread as you desire, as previously stated, this national park provides many more dog walking opportunities than any other national park. At this time, we do not anticipate any change to GGNRA's pet regulations.

USPROD00046

We appreciate your interest in GGNRA.

Sincerely,



John J. Reynolds  
Regional Director, Pacific West



IN REPLY REFER TO:

# United States Department of the Interior

NATIONAL PARK SERVICE  
Western Region  
600 Harrison Street, Suite 600  
San Francisco, California 94107-1372

Jim Mikston  
TAKE PRIDE IN AMERICA

A3615 (WR-DOE)

08 JUL 1992

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Honorable Alan Cranston  
United States Senate  
Washington, D.C. 20510  
ATTN: Ann Stenger

Dear Senator Cranston:

Thank you for your letter of June 17 to our Legislative Affairs office on behalf of your constituent, Mr. Michael Swift, regarding leash laws at Fort Funston in the Golden Gate National Recreation Area. Your letter has been referred to this office for reply.

The National Park Service recognizes the important value that every dog-walker holds towards the Fort Funston area. The relatively clean, open and safe environment of Fort Funston is certainly an attractive place to walk one's dog during all hours of the day. We also recognize the rights and values of the many people without dogs, who enjoy the beauty and recreational values of Fort Funston. With the spectacular vistas, colorful wildflowers and various recreational opportunities from hang-gliding to horse back riding, Fort Funston has become an extremely popular area to many park visitors.

At this time, there is no change in the 1979 Pet Policy which provides the visitor the privilege of walking one's dog off leash. The February 24, 1979, Pet Policy defines "managed" dogs and voice control as follows:

**"Managed" dogs:** Those dogs under control of their owner at all times. This control may be by voice or by leash. The criterion is that the dog may not harass any person or animal.

**Voice or leash control:** This is a flexible system. The success of such a system is dependent upon the willingness of visitors and local residents to cooperate with GGNRA personnel, and the willingness of GGNRA personnel to manage dogs, people and wildlife situations; to enforce regulations; and to cite violators.

Visitors that do not have voice control of their animals are asked to leash their pets. Pet owners with animals found digging holes in dune vegetation, chasing wildlife or causing injury to other

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visitors are subject to citations. We also request that visitors with dogs make the effort to collect any dog litter deposited along the trail edge. The National Park Service is calling upon all visitors to assist park rangers in keeping Fort Funston a quality park experience.

A growing number of people are "discovering" the varied recreational opportunities and beauty of the site. Visitation to Fort Funston now exceeds 500,000 people annually. The National Park Service has the responsibility to manage the area to protect the natural resources and provide for the enjoyment of the visitor. Efforts to provide access to visitors with the least impact to natural resources has been a challenge in this intense urban setting. Thousands of hours of work have been dedicated to developing trails, interpretive signs and resource protection projects to enhance the area and maintain a quality experience.

If Mr. Swift is interested in participating in assisting the park rangers in keeping Fort Funston a unique and beautiful park experience, he may contact District Ranger Jim Milestone at 415-556-8371. The park staff is interested in creating a Friends of Fort Funston volunteer group to resolve site conflicts and reduce impacts to the natural environment of Fort Funston.

Thank you for your continued interest in the management and operation of the National Park Service.

Sincerely,



Stanley T. Albright  
Regional Director, Western Region

USPROD00726

**EXHIBIT B**

# Golden Gate

National Recreation Area  
National Park Service  
U.S. Department of the Interior

## ENJOYING THE PARK WITH YOUR DOG



### DOING YOUR PART

There are many opportunities to enjoy Golden Gate National Recreation Area with your dog. It is important to remember that national parks contain resources that can be seriously damaged by dogs that are not properly controlled. Rules pertaining to dogs are designed to provide a safe and enjoyable experience for you and your dog, as well as other visitors, while also protecting park resources.

Your cooperation is necessary if this is to remain one of the premier national park sites in the country. Please be mindful of restrictions on off-leash dog use and observe the rules of common courtesy and dog etiquette. You may be cited and fined for a violation of these rules. (36 CFR Part 2)

#### Leash Length

In areas requiring leashes, dogs must be kept on a leash no longer than six feet.



#### Dog etiquette

Always pick up your dog's litter. It is unhealthy, contaminates the environment, and affects the territorial behavior of some wild animals. It is inconsiderate to leave your dog's litter in public areas.

Many children (and adults) are frightened by dogs. Hikers, bicyclists, and equestrians may also be disturbed, and even endangered, by dogs that are not effectively controlled. Please show respect for others by closely managing your dog. Barking and aggressive dogs are not appreciated in any park area.

#### Service dogs

A service dog is one that assists someone who has a vision or hearing impairment. If you have a service dog, please inquire at one of the park visitor centers for assistance in planning a hike.

#### What is "Voice Control"?

In some areas, dogs are permitted off-leash under "voice control." This means the dog must respond immediately and obediently to single commands. In a voice-control area, a dog owner must ...

- be familiar with the boundary of the voice-control area
- carry a leash at all times
- leash the dog immediately if it displays aggressive behavior toward any person or other animal or is not responding to commands
- assure the dog does not dig holes, chase wildlife, destroy vegetation, or enter any fenced or closed areas, or disturb other visitors.

*continues on reverse*

## WHERE CAN I TAKE MY DOG OFF LEASH?

You can allow your dog off leash under voice control in these areas. In most other areas of the Park, your dog must be on leash. In some areas, pets are prohibited entirely to protect sensitive resources.

### SAN FRANCISCO

#### Ocean Beach

Dogs are allowed on Ocean Beach under voice control from Stairwell 1 south to Stairwell 21. Dogs must be on leash south of Stairwell 21 to Sloat Boulevard in order to protect the endangered Western Snowy Plover.

#### Fort Funston and Burton Beach

Dogs are permitted off leash under voice control in much of Fort Funston and on Phillip Burton Beach. However, dogs must be on leash in the Bank Swallow habitat area.

#### Baker Beach

Dogs are permitted, under voice control, on Baker Beach north of Lobos Creek. Dogs must be on leash south of Lobos Creek and in parking lots and picnic areas.

#### Crissy Field and Beach

Dogs may be off leash under voice control on Crissy Field east of the West Gate of the Golden Gate Promenade, and north of New Mason Street. Dogs must be on leash west of the West Gate of the Golden Gate Promenade and south of New Mason Street throughout the area. Dog owners must keep their dogs out of fenced dune areas.

#### West Pacific Avenue

Dogs may be off leash under voice control along the corridor adjoining West Pacific Avenue from the Broadway Street entrance to the 14th Avenue gate. Dogs must be on leash in the forest and fields east of Lovers Lane and north of the Ecology Trail.

### MARIN COUNTY

#### Rodeo Beach

Dogs are permitted off leash under voice control on Rodeo Beach from the shoreline to the crest of the dune. Dogs must be leashed from the crest of the dunes inland to Rodeo Lagoon and in the parking lots and picnic areas.

#### Oakwood Valley

Dogs are permitted off leash under voice control on, and immediately adjacent to, the Oakwood Valley Trail north of the small cattle pond. Dogs are not allowed off leash south of the pond, and may not enter the pond.

#### Muir Beach

Dogs are permitted off leash under voice control on Muir Beach from the shoreline to the crest of the dunes. Dogs must be leashed from the crest of the dunes inland to Big Lagoon and in parking lots and picnic areas.

**Remember, people, dogs, and wildlife can enjoy this park together if you follow these rules. Please do your part.**



Western Snowy Plover

Bill Swartz

EXHIBIT C

Christy A. Cameron  
1911 16<sup>th</sup> Avenue  
San Francisco, CA 94116

October 5, 2000

**HAND DELIVERED**

Superintendent Brian O'Neill  
Golden Gate National Recreation Area  
Bay and Franklin Streets  
Building 201, Fort Mason  
San Francisco, CA 94123

**RE: Proposed Year-Round Closures at Fort Funston**

Dear Superintendent O'Neill,

This letter is intended as comment on the Proposed Year-Round Closure at Fort Funston. I am both a resident of San Francisco and a regular recreational user of Fort Funston.

The notice you have given the public concerning these year-round closures is insufficient. The only posted notices I've seen are two small pieces of paper posted in a manner so as not to be noticed on bulletin boards. One is on the back side at the beginning of the Sunset Trail which due to its location would not be seen by any of the users walking on the trail and particularly not seen by the disabled or senior citizens or others with limited mobility. The other is on the bulletin board off the trail near the prior closure fence. These very small pieces of paper do not describe the proposal much less the enormous magnitude of the year-round closures. They are easily mistaken for some sort of reference to the prior closure, if noticed at all. There is no map.

The GGNRA has completely failed to give the public notice of the true changes at Fort Funston. The public should have been provided with notice that the general nature of the allowed use of Fort Funston is being changed in a systematic section by section basis

from a multi-recreational use area to a botanical experiment, an arboreum or garden of allegedly "native plants." The public should be given adequate notice that this section by section change is actually a complete change in the management and use of Fort Funston. GGNRA permanently fences the public out of the park sections at the time each section is closed. Each section's closure involves destroying the traditional vegetation and trees that have been there for 50 or 60 years and have been compatible with the historic recreation pattern of the area. In the place of that compatible existing ecology, GGNRA plants so-called "native plants." The public access and open space recreational use is then eliminated based on GGNRA's presumption that the new plants are incompatible with the ordinary recreational uses of Fort Funston and the new practice of the GGNRA in elevating the desire to create the new plant gardens over the importance of maintaining the traditional open space recreation uses and previously stable ecology. The public must be given adequate notice that its traditional recreational open space uses will eventually be, if not entirely eliminated, at a minimum will be severely and substantially reduced. Once the fences go up, they never, in spite of earlier GGNRA promises, come down.

It is not hard to imagine why the GGNRA is failing to give the public the proper notice. San Francisco residents, as well as other Bay Area residents who come to Fort Funston, would demand that such a major change in the use of Fort Funston be stopped. The public outcry against such a wholesale taking of the public's land and its traditional recreational uses would make such a taking inconceivable. Environmental review and impact statements would be required. A proper analysis of the legality of such a major change would be required. The GGNRA would never be able to achieve the wholesale taking of public access and recreational use of Fort Funston. Therefore, the GGNRA is accomplishing the same goal by fencing off section by section individually, claiming at various times "habitat protection," "public safety," "native plant restoration," and "erosion control," and frequently changing the stated reason when such reasons were noted to be inaccurate.

It is interesting that in the History section of the Proposed Year-Round Closure the GGNRA completely omits any mention that Fort Funston was a San Francisco park. It belonged to the City and People of San Francisco. The voters of San Francisco in 1973 were promised that their recreation uses would not be limited if they approved transfer of the park to National Park Service. Now the National Park Service would break the promise to the people.

For years all the recreational users loved and enjoyed and shared Fort Funston together. A vibrant Fort Funston community developed. This community has meant so much to many and they have cared for "The Fort" and each other. Isolated seniors get outside, get exercise, experience nature, view the sea and most important, get the social contact and caring that a community such as the Fort Funston community provides. Moms and Dads jogging with their babes in jogging carriages, some with the family dog running by their side. Other families, with children delirious with joy playing on the dune on Joey's Hill. The student, taking a break from his or her studies, quietly walking alone on the bluffs on the Spur Trail, soaking up the sea spray and beauty, perhaps reflecting on a Professor's lecture or a book recently read. The young couple in love, on the bluffs, holding hands or arms around each other, watching the sunset. The office worker, escaping the stress of modern life in the City, rushing to The Fort after work with his or her devoted dog, each getting the exercise and companionship each needs for a balanced and wholesome life. The younger, more daring worker, who relieves the stress of urban life by flying overhead beneath his hand glider; those below look up and smile. They all share The Fort, they all know how lucky they are to live in an urban area that has such a magical and special place that belongs to all. The physical, mental and spiritual well being of so many is tied to their daily visit to The Fort.

Fort Funston means so much to so many, yet the National Park Service would break its promise to the people. Why?

Protection of the bank swallows? We know that is a pretext. The bank swallows normally do not live along the coast, they prefer rivers, and they apparently do not mind human or other activity. (Bank swallow studies report of flourish colonies near agricultural fields, noisy freeways and heavily used water recreation areas.) Documents suggest that the closure was primarily motivated and set up for promotion of the native plant garden agenda and these changes may in fact harm rather than help the bank swallows.

Similarly, the supposed protection measures may have little helpful effect for bank swallows. The dogs don't bother them. Many of us have personally witnessed swallows closely following and flying low near dogs, presumably to look for insects scurrying nearby. The dogs ignore them. Do they need native plants? No. The bank swallows flourished for years at Fort Funston prior to any "native plant" restoration projects. The bank swallows fly over the "native plant" areas to go to Lake Merced to feed - not a so-

called native plant in sight at Lake Merced! In fact, it is likely that the "native plant" area has damaged the bank swallows, possibly because it has attracted hawks and kestrels which have been noted by the GGNRA employees themselves as preying on the bank swallow chicks. The bank swallows moved away from the northern area of Fort Funston after the GGNRA closed that area to the public and planted "native plants." Even the bank swallows don't like the "native plants!" The notion that the hand gliders overhead or humans on the bluffs cast shadows that frighten the bank swallows is one of the most ludicrous assertions contained in the Proposal. If the bank swallows require some sort of protection, all that would be necessary is a small closing of the cliff face where and when the bank swallows are nesting.

I believe that all the closures since 1991 have been motivated by a small group that apparently has the exclusive ear and access to GGNRA decision makers - a group solely interested in restoring Fort Funston to what they believe are native plants. The fact that no one knows what vegetation is native to Fort Funston does not seem to matter. The GGNRA cut down 24 Monterey Cypress. No doubt these trees are native to the California coast, but someone made the conclusion that they were not native to Fort Funston! They were beautiful and they provided protection from the wind. They tore out and burned off the lovely, hearty, recreation tolerant ice plant which also provides protection from the wind. The erosion and shifting sands that later occurred in this area were predictable. The reason the Monterey Cypress and ice plant were planted 60 or so years ago was because of the shifting sand! Probably the only native plants that were there were occasional bunches of long grasses. If it were left in its natural state the sand would quickly move and cover Highway 1, Lake Merced, the Olympic Club and advance on the sunset district!

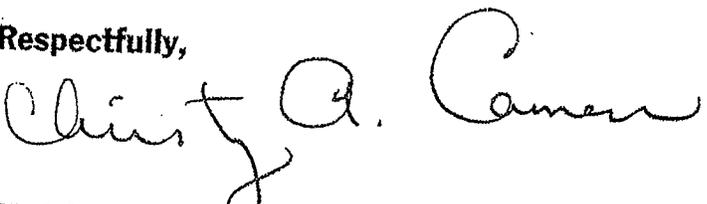
The ice plant like the trees has been loved by the Fort Funston users. It is beautiful and it recreation tolerant. It is perfect for a lovely and well used urban park! The experiment in a botanical garden of so-called native plants has failed. The Fort Funston users are now aware of the previously hidden agenda to convert the urban recreational park to a native plant arboreum. Such agenda is unacceptable to the Fort Funston recreational users. The sacrifice of the absolutely needed urban recreation area for this purpose is not necessary.

The Fort Funston users for the most part are conservation minded, environmentally sensitive good citizens. They are precisely the type of citizen who appreciate and revere nature. They care for animals and other species. Many are bird watchers and home gardeners. If you get to know this community, you learn that they are individuals who have generally attempted to live simply and be conscious of consumption and the toll the modern life style and population places on the environment. You meet very few individuals who could be considered conspicuous consumers. As we enter the 21<sup>st</sup> Century, one thing is clear - sacrifices will need to be made for the planet and the well being of other humans and other species. All will be asked to use less water, consume fewer paper products, live in denser communities, occupy smaller spaces, use public transit, purchase fuel efficient or alternative energy vehicles, and put on a sweater and turn down the heat. I have no doubt much will be asked of all of us in the coming years.

If unnecessary sacrifices are asked to be made in the name of "environmental necessity" as a pretext when they are not necessary, the risk is that the very types of people who are sensitive to environmental concerns will not believe or respect as credible the very real environmental threats that we will face. Shall we push urban recreational users out of their park for a native plant garden? Shall we then suggest that we drill for oil in the Alaskan Wilderness Area so that urbanites can frequently drive to distant recreation areas? I suggest that the GGNRA not make environmental claims as a pretext for the native plant habitat. It simply is not necessary at Fort Funston and it is inconsistent with traditional recreational uses and is inconsistent with an urban park.

Furthermore, the change that the GGNRA is attempting to make is in violation of the enabling statute. It is also in violation of the transfer of Fort Funston by the City and People of San Francisco to the National Park Service. These year-round permanent closures will not be accepted by the people.

Respectfully,



Christy A. Cameron

EXHIBIT D

## CONSULTATION AND COORDINATION WITH OTHERS

The plans and policies of other public agencies in the San Francisco Bay region influence management and planning decisions for GGNRA/Point Reyes, and vice versa. The National Park Service has worked with all the following agencies in development of this plan, and their review of the plan is requested. The agencies that have been and continue to be most closely associated with park planning can be separated into the following categories.

### CO-MANAGERS

Currently, not all land within the park's boundary is managed by the National Park Service. Co-managers include the United States Army and Coast Guard, state and local park agencies, and two nonprofit groups.

Major portions of the recreation area are former United States Army lands, which were immediately transferred to the National Park Service upon establishment of the park. The act provides that the military can retain certain rights on portions of these lands, including areas within Fort Mason, the Presidio, and the Marin Headlands. The Presidio of San Francisco in its entirety and the eastern half of Fort Baker are included within the boundary of the park; however, they will remain under the jurisdiction of the Department of Defense until such time as that department determines that any substantial portion is excess to its needs. Two areas within the Presidio have been irrevocably permitted to the National Park Service for recreational use--45 acres of bayfront land at Crissy Field and 100 acres of land at Baker Beach. The act also provides that "reasonable public access" will be granted to the Secretary of the Interior at Horseshoe Bay in East Fort Baker "together with the right to construct and maintain such public service facilities as are necessary for the purposes of this act."

Many plan proposals, especially those related to transportation and access routes, will require coordination with the army. Also, many National Park Service proposals are dependent on gradual phaseout of various army operations in the Marin Headlands.

The act also specifies continued military use of the following facilities operated by the U.S. Coast Guard on lands within the national recreation area: Tort Point Coast Guard Station (by permit), Point Bonita, Point Diablo, Lime Point, and two areas of Point Reyes National Seashore.

Seven park units owned by the city and managed by the San Francisco Department of Recreation and Parks were included within the boundary of the southern portion of the recreation area, and were intended by the Congress for donation to the federal government. Six of these units (Fort Funston, Ocean Beach, Sutro Heights, Lands End, Fort Miley, and Aquatic Park) have already been transferred to the National Park Service, leaving only the Marina Green area still under city jurisdiction.

Nine units of the California State Park System totaling approximately 7,700 acres were also included in the recreation area boundary, and also intended for donation to the federal government. In July 1976, an act providing for the transfer of five of these units to the National Park Service was passed by the state legislature and signed by the governor. This act also allowed for the transfer of three additional units at the discretion of the governor, who has subsequently agreed to transfer two. This leaves Angel Island State Park, which can be transferred at the governor's discretion, and Mount Tamalpais State Park, which was completely excluded from the current act. Regardless of the status of the various state park units, it is clear that these parklands are an integral part of a cohesive coastal resource and should be managed and developed in close coordination with the lands now in federal ownership.

Although they are not specifically cited in the enabling legislation, hearing records show that two properties within the recreation area boundary were clearly intended by the Congress to be exempt from purchase as long as their use remains compatible with the purposes of the park. The Zen Center, a 106-acre tract along Route 1 immediately south of the community of Muir Beach, serves as headquarters for a religious organization, providing central living accommodations for about 25 people. In addition to their religious activities, truck farming constitutes the group's primary activity. Trails lead through the area, and visitors are welcomed. The Audubon Canyon Ranch is a 1,014-acre nature preserve owned and operated by a private nonprofit conservation organization. The purpose of the ranch is the protection and interpretation of important egret and heron rookeries located in the canyon.

#### BAY AREA PARK AND RECREATION AGENCIES

As the primary regional source of recreational opportunities, GGNRA/Point Reyes will be planned and managed as one element of a Bay Area park system. Therefore, regional supply and demand factors must be considered. This defines the second category of agencies exerting an influence on decisionmaking--other park planners and managers in the region, including not only San Francisco and Marin County Departments of Parks and Recreation

and the East Bay Regional Park District, but also the park departments of seven additional counties in the Bay Area as well as the California Department of Parks and Recreation.

Particular interrelationships occur where other public park areas are adjacent to the national parkland, as are the zoo and Golden Gate Park in San Francisco. The Marin Municipal Water District lands are also contiguous with GGNRA/Point Reyes and share common access roads and trail systems. The cross-Marin trail proposed by the county will pass through both county and national parklands.

Review by these agencies of national park proposals will define the role of GGNRA/Point Reyes in local, regional, and state park systems.

#### REGIONAL PLANNING AGENCIES

The third category of organizations whose plans and policies exert an important influence on GGNRA are the several regional planning agencies of the Bay Area. The California Coastal Zone Commission and the Bay Conservation and Development Commission have both produced policies and guidelines for the proper use and development of the shoreline. These policies will be regarded as important constraints that will help guide all future considerations affecting the waters of the bay and ocean and the lands bordering them. Generally, policies of both commissions support recreational use as a priority for shoreline areas and do not appear to be in conflict with National Park Service policies. Similarly, the plans and recommendations of the Association of Bay Area Governments must be taken into account as a valuable consolidated regional attitude and articulation of needs toward such subjects as transportation systems, open space, and recreation facilities. Initial consultation with these agencies indicates general conformance of plans and policies; review of this plan will continue this coordination.

Additional consultation with the regional offices of the Environmental Protection Agency, U.S. Fish and Wildlife Service, California Regional Water Quality Control Board, Bay Area Pollution Control District, and the California Department of Fish and Game may be necessary to ensure compliance with environmental quality regulations and laws.

#### LOCAL PLANNING AGENCIES

Two important local planning agencies are concerned with the park--the Marin County and San Francisco Planning Departments.

Parklands within GGNRA/Point Reyes comprise more than a third of the total land area and most of the coastline in Marin County, and all of San Francisco's oceanfront and most of its northern bay waterfront are part of GGNRA--which is especially significant in light of the city's peninsular nature and the aesthetic influence of the water. Also, two of the city's most well-known landmarks occur within the park--Alcatraz and (although it is owned and managed by others) the Golden Gate Bridge.

The master plan of the city of San Francisco is recognized for its influence on planning and management decisions. Additional projects of the city of San Francisco related to the park include a wastewater management plan and proposals to modify the Great Highway and establish connections between Golden Gate Park and Ocean Beach. A memorandum of understanding between the city and the National Park Service ensures their review of park proposals, particularly those related to transit systems, proposed construction, and sand incursion upon roadways adjacent to the park.

The General Plan for Marin County is a basic guide for coordination. In addition to this county plan, many communities adjacent to the park have articulated their needs and concerns in community plans that will affect decisions about park proposals. Major plan elements requiring coordination include transportation, trails, and visitor services. A memorandum of understanding between the National Park Service and Marin County specifies that both parties will consult with the other on all planning and management issues of mutual concern.

#### TRANSPORTATION AGENCIES

Perhaps the most critical park planning issue is transportation. Initial park legislation recognized this fact and specially funded a 2-year study, the Golden Gate Recreational Travel Study (GGRTS), to coordinate the ideas of numerous Bay Area and state transportation agencies. The proposals of this study have been incorporated into the transportation approach outlined in this plan.

The Metropolitan Transportation Commission is a regional planning agency that develops Bay Area transportation policies and reviews funding requests. Proposals related to park transportation will require their assistance as well as review by the local transportation departments of San Francisco and Marin Counties.

Roads within the park are maintained by numerous agencies. Proposals affecting these roadways could require assistance from the California State Department of Transportation (CALTRANS), and the Marin or San Francisco Department of Public Works.

The major Bay Area transit systems with park-serving potential are Golden Gate Transit for Marin, Municipal Railway (MUNI) for San Francisco, and Alameda-Contra Costa (AC) Transit for Alameda/Contra Costa Counties. Although Bay Area Rapid Transit and Southern Pacific Railway do not connect to the park, their scheduling may increase transit possibilities for East Bay and peninsula residents.

## THE PUBLIC

Numerous groups and individuals have shaped this plan. Workshops with both organized groups and the general public were held from October 1974 to November 1975 to identify planning issues and citizens' feelings as to what topics the plan should address. Workshops recorded the preferences and feelings of about 10,000 people. All of the information gathered was considered in the development of the Assessment of Alternatives for the General Management Plan, which was distributed to the public in 1977.

The public was again asked to express their preferences in 1977; this time on the four alternatives expressed in the assessment and its summary, which received wide public distribution. Comments were gathered through hearings, letters, and worksheets from interested citizens. Some issues still remained to be resolved following analysis of responses to the assessment. The public and the GGNRA Citizens' Advisory Commission resolved these conflicts through additional discussions.

This plan, the final result of a planning effort that has relied heavily on public response, is also available for public review.

**EXHIBIT E**

RESOLUTION for  
S.F. Board of Supervisors Vote

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**[Urging GGNRA to delay leash enforcement]**

**Resolution requesting the National Park Service to delay enforcing, in the San Francisco parks situated in the GGNRA, 36 C.F.R. 2.15, requiring pets to be on leash in national parks, until the ANPR process has been completed.**

**WHEREAS, In 1975, the City and County of San Francisco transferred Fort Funston and other City-owned park lands to the federal government to be included in the Golden Gate National Recreation Area (GGNRA), to be administered by the National Park Service (NPS); and,**

**WHEREAS, The statute creating the GGNRA (16 U.S.C. Section 460bb) specifically states that the GGNRA was established to provide for the maintenance of needed recreational open space necessary to the urban environment and planning and requires that the Secretary of the Interior "utilize the resources in a manner which will provide for recreation and educational opportunities consistent with sound principles of land use planning and management;" and,**

**WHEREAS, Former Charter section 7.403-1(a), as approved by the voters, required that the deed transferring any City-owned park lands to the NPS include the restriction that said lands were to be reserved by the Park Service "in perpetuity for recreation or park purposes with a right of reversion upon breach of said restriction;" and,**

**WHEREAS, When Fort Funston and other City-owned parks were transferred to the federal government, a federal regulation existed requiring all pets to be on leash in federal parks, yet the NPS chose not to enforce this regulation in the San Francisco City parks; and,**

**WHEREAS, In April 1978, the GGNRA stated its position that "the ordinary guidelines outlined in the Code of Federal regulations do not really apply in an urban area," and that "people and their animals have been visiting the park for too long to apply an all-inclusive arbitrary policy;" and,**

**WHEREAS, The Superintendent of the GGNRA in the spirit of this statement developed a draft pet policy and submitted it to the GGNRA Advisory Committee for further review and public hearings; and,**

**WHEREAS, In September of 1978, after extensive public hearings and public surveys, the Advisory Commission proposed guidelines for a pet policy for the San Francisco Unit of the GGNRA, designating Fort Funston, Lands End, Ocean Beach, Fort Miley, Baker Beach, and Crissy Field for continued off-leash recreation; and,**

**WHEREAS, On October 6, 1978, GGNRA General Superintendent Lynn Thompson accepted these designations with the following comment: "As you know, the Advisory Commission approved the proposed guidelines for a pet policy in the San Francisco Unit of the GGNRA at their September 27 meeting," and she continued "We are accepting in total the Commissions recommendations for each of these areas;" and,**

**WHEREAS, On February 24, 1979, the GGNRA finalized the pet policy for both San Francisco and Marin County, establishing areas where pets could be exercised off-leash; and,**

**WHEREAS, In 1982, the 1979 Pet Policy was incorporated into the GGNRA Natural Resources Management Plan as Appendix C; and,**

**WHEREAS, On July 8, 1992, NPS Western Regional Director Stanley Albright assured U.S. Senator John Seymour that "there is no change in the 1979 Pet Policy which provides the visitor of walking one's dog off leash"; and,**

**WHEREAS, By letter dated July 8, 1992, Western Regional Director Stanley Albright also assured U.S. Senator Cranston that there would be no change in the 1979 Pet Policy; and,**

**WHEREAS, On February 5, 1999, Pacific Western Regional Director John Reynolds assured U.S. Senator Dianne Feinstein that the "GGNRA has adopted a pet policy that is more liberal than the regulations enforced at other national park sites throughout the United States, where pets are required to be leashed at all times and are, for the most part, excluded from all but developed areas," and the letter continued "[The] GGNRA has, with the assistance of the park's Advisory Commission, established a pet policy that allows some opportunity for visitors to enjoy a few designated areas... as voice control areas where pets are allowed off-leash;" and,**

**WHEREAS, On March 19, 1999, GGNRA Superintendent Brian O'Neill stated to U.S. Congresswoman Nancy Pelosi, the "GGNRA has adopted a pet policy that is more liberal than pet regulations at other national park sites throughout the country... Certain areas of the park have been designated as voice control areas where pets are permitted off-leash;" and,**

**WHEREAS, In November of 2000, the GGNRA Advisory Committee attempted to revoke the 1979 Pet Policy, but failed due to a point of order; and,**

**WHEREAS, On January 23, 2001, over 1,500 people attended the GGNRA Advisory Committee meeting to protest revocation of the 1979 Pet Policy, Nine San Francisco supervisors spoke, and both Senator Speier and Assemblyman Shelly sent letters to be read by their representatives; and,**

**WHEREAS, The Advisory Committee recommended that the GGNRA hold meetings with stakeholder groups within the next 120 days to resolve the issue, and to not change leash enforcement for this period; and,**

**WHEREAS, The Advisory Committee at this meeting did not vote on the Pet Policy; and,**

**WHEREAS, Rather than hold stakeholder meetings, the GGNRA received permission from Washington for a more formal process called Advance Notice of Proposed Rulemaking (ANPR), but this process has not begun; and,**

**WHEREAS, In November, 2001, the GGNRA began to aggressively enforce the leash requirement at Fort Funston, sending teams of law enforcement rangers for 2 to 3 hour segments, and issuing tickets for walking dogs off-leash without initiating the ANPR process in good faith with the public; and,**

**WHEREAS, Off-leash recreational users believe that off-leash recreation is legal at Fort Funston, and they agreed to go through the ANPR process and further rulemaking in order to obtain a**

**special rule for the GGNRA that specifically recognizes that off-leash dog-walking is permissible in certain GGNRA parks; and,**

**WHEREAS, The Board of Supervisors of the City and County of San Francisco finds that the recent enforcement of 36 C.F.R. 2.15 is in contravention to the representations made to the public at the Citizens Advisory Committee meeting on January 23, 2001; now, therefore, be it**

**RESOLVED That the Board of Supervisors of the City and County of San Francisco hereby requests the National Park Service not to enforce, in the GGNRA parks which were donated to the federal government by the City and County of San Francisco, 36 C.F.R. 2.15, which requires that all pets be on leash in federal parks, until the ANPR process has been satisfactorily completed; and, be it**

**FURTHER RESOLVED, That the Board of Supervisors of the City and County of San Francisco hereby requests the NPS to advise the Board as to the status of the ANPR process; and, be it**

**FURTHER RESOLVED, That the Clerk of the Board of Supervisors shall send copies of this resolution to the offices of United States Senator Dianne Feinstein, United States Senator Barbara Boxer, Congresswoman Nancy Pelosi, Congressman Tom Lantos, State Senator John Burton, State Senator Jackie Speier, Assemblywoman Carole Migden, Assemblyman Kevin Shelley, GGNRA Superintendent Brian O'Neill and the National Parks Service.**

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***To First Section***