



Foundation Document

Cabrillo National Monument

California

February 2017





Contents

Mission of the National Park Service	1
Introduction.	2
Part 1: Core Components	3
Brief Description of the Park.	3
Park Purpose	5
Park Significance	6
Fundamental Resources and Values	7
Other Important Resources and Values	9
Interpretive Themes	10
Part 2: Dynamic Components	11
Special Mandates and Administrative Commitments	11
Assessment of Planning and Data Needs	11
Analysis of Fundamental Resources and Values	11
Identification of Key Issues and Associated Planning and Data Needs	12
Planning and Data Needs	14
High Priority Planning Needs	15
High Priority Data Needs	18
Part 3: Contributors	22
Cabrillo National Monument	22
NPS Pacific West Region.	22
Other NPS Staff	22
Partners	22
Appendixes	23
Appendix A: Presidential Proclamation for Cabrillo National Monument	23
Appendix B: Operational Actions and Current Planning Efforts that will Address Key Park Issues	24
Appendix C: Inventory of Administrative Commitments	25
Appendix D: Analysis of Fundamental and Other Important Resources and Values	26



Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Cabrillo National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

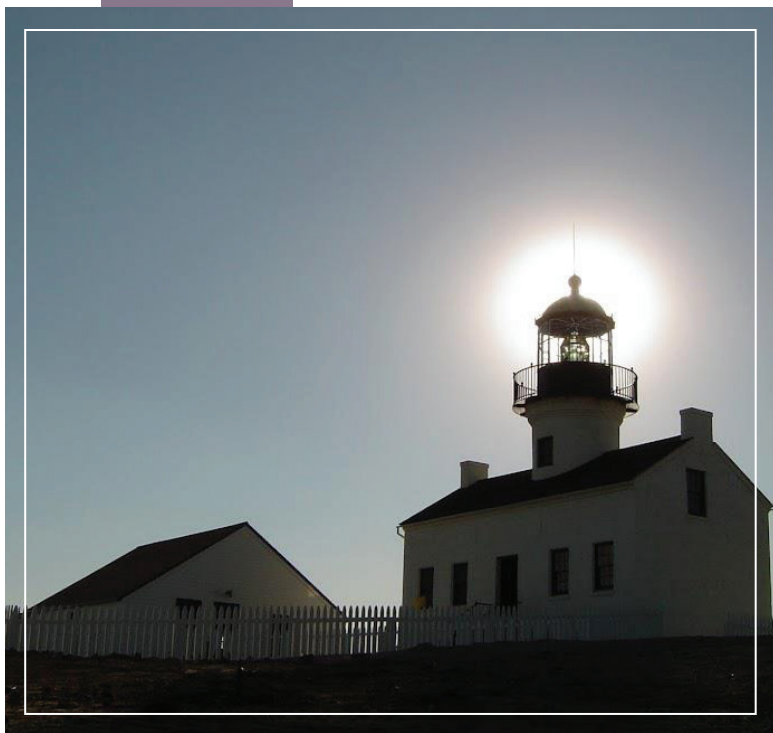
Brief Description of the Park

Cabrillo National Monument is in San Diego, California, occupying approximately 160 acres on the southern end of the Point Loma Peninsula. The narrow 2.5-mile-long peninsula forms the western side and entrance to San Diego Bay. Bordered by sheer cliffs facing the bay and the Pacific Ocean, the rugged terrain of the peninsula rises inland to an elevation of 422 feet, the highest point on Point Loma. From its crest, the monument offers expansive panoramic views of the city, surrounding region, and ocean. The monument is an enclave within the federal military reservation on Point Loma and the U.S. Navy and U.S. Coast Guard administrative areas to the north and south of the monument. In addition to lands within the primary boundary of the monument, the National Park Service manages an approximately 120-acre intertidal (tide pool) area on the west side of the monument that includes submerged lands extending 300 yards offshore.

The monument was initially established in 1913 under a proclamation issued by President Woodrow Wilson to commemorate the 16th-century Spanish voyage of discovery led by Juan Rodriguez Cabrillo. The monument site then consisted of a half-acre of land encompassing the Old Point Loma Lighthouse. The site was within Fort Rosecrans, the U.S. Army headquarters for San Diego harbor defenses, and the army assumed initial responsibility for the monument. Early plans to demolish the lighthouse and replace it with a monumental statue of Cabrillo were abandoned, and the property was later transferred to the National Park Service in 1933. A 14-foot-tall statue of Cabrillo was subsequently placed near the lighthouse and dedicated in 1949 as part of the commemorative landscape design for the site. Deterioration of the statue led to its replacement in 1988 with a replica fashioned from more durable stone. Today, the monument continues to commemorate Cabrillo's discovery with his statue prominently overlooking the bay.

In June 1542, Captain Juan Rodriguez Cabrillo, in the service of the king of Spain, sailed north from the port of Navidad on the west coast of Mexico. Commanding three vessels (the flagship *San Salvador*, the *San Miguel*, and *La Victoria*), Cabrillo sailed up the coast and came ashore at the sheltered harbor of present-day San Diego on September 28, 1542. He named the place Puerto de San Miguel. It is unknown if Cabrillo or any of his crew actually climbed or explored Point Loma. The event marked the first European discovery of San Diego Bay, as well as the first time Europeans set foot on the West Coast of the future United States. Following a brief stay at the harbor during which the crew met and provided gifts to the local Kumeyaay Indians, Cabrillo continued his northward explorations. However, he was injured during a stop at Isla de la Posesión (present-day San Miguel Island in the Channel Islands), evidently in a skirmish with Chumash Indians. He died in January 1543 from complications stemming from his injury. The expedition, then commanded by chief pilot Bartolomé de Ferrer, continued perhaps as far north as the Oregon coast. The crew abandoned the expedition after surviving a storm that for several weeks separated *La Victoria* from the other two ships. The reunited flotilla returned to Navidad in April 1543.





Cabrillo's original navigational log was lost and many of the details of the expedition are uncertain, based to a large extent on the accounts provided by the crew upon their return. The Cabrillo expedition did not achieve the intended objectives of finding gold, a route to Asia and the Spice Islands, or the Strait of Anián (a mythical passage thought to link the Pacific and Atlantic Oceans). However, the expedition enabled Spain to claim more than 800 miles of coastline along Alta California and added greatly to the knowledge of coastal landmarks, islands, and maritime conditions that aided subsequent Spanish explorations and colonial trade.

Apart from the commemoration of Cabrillo, the monument contains several significant historic properties associated with development of Point Loma. The nationally significant Old Point Loma Lighthouse was constructed in 1854 and its powerful Fresnel lens was installed and operational the following year. For the next 36 years, the lighthouse served as an aid to navigation and helped safely guide ships into San Diego

Harbor. It was replaced by a new light station built at the southern tip of the peninsula in 1891 and presently managed by the U.S. Coast Guard. Recognizing Point Loma's strategic military importance in defending San Diego Bay, the federal government designated the site a military reserve in 1852, and the War Department formally dedicated the property as Fort Rosecrans in 1899. Beginning in World War I and continuing through World War II, the monument area served as an integral part of San Diego harbor defenses. Gun batteries, coastal searchlight batteries, artillery fire control stations, a radio station, and a signal station (the lighthouse) played key defensive roles. Many of the harbor defenses remained operational until formally discontinued in 1950.

The rocky intertidal area along the monument's western boundary and the southern tip of Point Loma contains one of the best-preserved mainland Pacific tide pool ecosystems in Southern California. Although fragile, the area is open to the public and is managed to preserve the unique plants and animals that have adapted to the harsh intertidal conditions. A coastal Mediterranean ecotype, which is one of the rarest and most biodiverse in the world, also exists within the monument and supports sensitive plant communities and provides habitat for a wide variety of native mammals, birds, amphibians, and reptiles. In cooperation with other agencies and partners, the National Park Service assists the protection of these species (many are rare and identified as threatened and endangered) in the Point Loma Ecological Conservation Area, which is a larger reserve system managed jointly by the National Park Service, U.S. Coast Guard, U.S. Veterans Administration, U.S. Department of Veterans Affairs, City of San Diego, and the U.S. Navy.

At the Cabrillo National Monument visitor center, visitors can find site orientation and information, and view exhibits and films. The monument also features three museums: the Cabrillo Museum, the Assistant Lighthouse Keeper's Quarters, and the Military History Exhibit. Easy walks lead from the visitor center to the Cabrillo statue, coastal defense exhibit, Old Point Loma Lighthouse, assistant keeper's quarters and lighthouse exhibit, and the Kelp Forest and Whale Watch Overlook. The 2.5-mile-roundtrip Bayside Trail descends about 300 feet, crossing native coastal sage scrub and passing remnants of the former coastal defense system. Visitors can also drive to and park near the tide pool area. The monument is open for day use only.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Cabrillo National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The monument was established by Presidential Proclamation No. 1255 on October 14, 1913 (38 Stat. 1965) (see appendix A for presidential proclamation). The purpose statement lays the foundation for understanding what is most important about the monument.

CABRILLO NATIONAL MONUMENT, on Point Loma at the ocean gateway to San Diego, commemorates Juan Rodriguez Cabrillo's 1542 voyage of exploration and discovery of Alta California and conserves maritime and military cultural resources and dynamic terrestrial and marine ecosystems.



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Cabrillo National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Cabrillo National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. In 1542, Juan Rodriguez Cabrillo became the first European to set foot on and chart the West Coast of what is now the United States, opening the doors for those who followed in exploring the world during the Age of Discovery. This event also marked the advent of a dramatic transformation of indigenous communities and landscapes.
2. The Old Point Loma Lighthouse, illuminated in 1855, was among the first eight lighthouses built along the West Coast at that time by the U.S. Lighthouse Board. The lighthouse helped improve navigation and promoted maritime commerce and safe travel along the developing West Coast.
3. The extensive rocky intertidal area along the monument's western boundary and the southern tip of the Point Loma Peninsula contains one of the best-preserved and well-studied mainland Pacific tide pool ecosystems in Southern California.
4. Cabrillo National Monument preserves 21 military fortifications, including the only remaining pop-up searchlight, which protected San Diego Harbor and the West Coast during World War I and World War II.
5. An isolated yet viable remnant of the rare and sensitive coastal Southern California Mediterranean ecosystem, the Point Loma Peninsula is valued for its distinctive flora, refuge for wildlife, research, and educational opportunities.
6. Perched on a peninsula more than 400 feet above the shoreline, Cabrillo National Monument offers unparalleled panoramic views of the Pacific Ocean and the urban skyline and mountain ranges from San Diego to Mexico.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Cabrillo National Monument:

- Cabrillo Commemoration/Statue.** Since its establishment in 1913, the primary purpose of Cabrillo National Monument has been the commemoration of Captain Juan Rodriguez Cabrillo's voyage of exploration and discovery that notably led to the expedition's discovery on September 28, 1542, of the harbor that Cabrillo named Puerto de San Miguel—today's San Diego Harbor. The expedition laid the foundation for subsequent Spanish explorations and claims to Alta California and supported the nation's trade with the Philippines and its other East Indian colonial possessions. An original statue of Cabrillo was created by the Portuguese sculptor Alvaro de Bree in 1939 and donated to the United States by the citizens of Portugal. The statue was placed near the lighthouse and was dedicated on September 28, 1949. In 1966, it was moved to a promontory overlooking the entrance to San Diego Bay. However, the porous limestone used for the statue deteriorated with exposure to the elements on Point Loma, and it was removed and placed in storage. Portuguese sculptor Joao Charters Almeida, using a harder limestone, subsequently created a new statue that reproduced the shape and color of the original. The statue was transported by the Portuguese Navy to San Diego and was dedicated on February 28, 1988. It retains strong cultural importance for the Portuguese community of San Diego and California.
- Tide Pools / Marine Ecosystem (Intertidal Zone).** The extensive rocky intertidal area along the monument's western boundary and the southern tip of the Point Loma Peninsula contains one of the best-preserved, mainland Pacific tide pool ecosystems in Southern California. This area, protected by NPS staff and volunteers, provides unique opportunities for the public, academic groups, and researchers to observe and study a local marine community similar but also distinctly different communities south through Baja California and Baja California Sur, Mexico, and north to Point Conception, California.
- Old Point Loma Lighthouse.** The Old Point Loma Lighthouse, constructed in 1854 at the highest point on Point Loma, was one of eight lighthouses authorized by Congress that were constructed between 1852 and 1854 along the West Coast of the United States. Upon installation of a Fresnel lens, the Old Point Loma Lighthouse was put into service in November 1855. The lighthouse operated for 36 years under the oversight of 11 keepers and 22 assistants. Robert D. Israel and his wife Maria lived at the lighthouse from 1871 to 1891, and the current restoration and furnishings of the lighthouse reflect their tenure at the site. Coastal fog and low clouds frequently limited the effectiveness of the lighthouse, and it was replaced by a new light station built in 1891 at the southern tip of Point Loma that is currently managed by the U.S. Coast Guard. The U.S. Navy occupied the Old Point Loma Lighthouse as a command post and signal station during World War II. The lighthouse is identified as nationally significant in the National Register of Historic Places.



- **Military Harbor Defenses.** Point Loma was designated a U.S. military reserve in 1852, strategically positioned to protect the entrance to San Diego Bay. The War Department dedicated the site as Fort Rosecrans in 1899 and over the years constructed a series of gun batteries and other military installations. Between World Wars I and II, the U.S. Army constructed searchlight bunkers, fire control stations, a radio station, and gun batteries on Point Loma as part of the coastal and harbor defense system. The largest guns were deployed at Battery Ashburn where two 16-inch guns were capable of firing 2,300-pound shells nearly 30 miles out to sea. Many of these former military features remained in active service until 1950. This military complex extends beyond the monument's northern boundary on the Pacific Ocean side, around the tip of Point Loma, and to the northern boundary of the federal reservation on the bayside. The monument's 19 surviving military structures and features are listed in the National Register of Historic Places, identified as regionally significant contributing historic structures.
- **Scenic Views.** The outstanding scenic opportunities provided from the crest of Point Loma have long drawn people to experience panoramic views of the ocean, offshore islands, and the city and harbor of San Diego, and distant mountain ranges. Apart from their purely recreational appeal, views from Point Loma were valuable for military observation and defense, as a place to watch for incoming ships, and as a vantage point for whalers to watch for migrating whales. The prominent exposed location also made it a highly visible spot, an important consideration for selection of the Old Point Loma Lighthouse site. Scenic views and vistas continue to be a primary objective for visitation to the monument, and viewing opportunities are provided at the lighthouse, visitor center, the Kelp Forest and Whale Watch Overlook, and other key vantage points. The area is also known for having some of the best dark night skies providing opportunities for the visitor to enjoy views of the night sky.
- **Terrestrial Ecosystem.** Point Loma's coastal Mediterranean ecotype supports some of the few remaining protected stands of native plant communities: coastal sage scrub, maritime succulent scrub, southern maritime chaparral, southern coastal bluff scrub, and southern foredune scrub. These communities are considered sensitive or extremely endangered because development has eliminated more than 70% of the coastal Mediterranean ecotype in Southern California. A prominent ridgeline that runs the length of the Point Loma Peninsula, although disturbed by development, plays a significant role in defining the distribution of plant communities. The peninsula's rare plant communities are home to a wide variety of native wildlife including mammals, birds, amphibians, and reptiles.

Other Important Resources and Values

Cabrillo National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Cabrillo National Monument:

- Visitor Center Historic District.** The Cabrillo National Monument Visitor Center Historic District (visitor center historic district) was constructed in 1963–1967 as part of the NPS Mission 66 program. The NPS-wide design and construction program of the 1950s and 1960s incorporated modern design and construction elements to meet the growing demands of the motoring public for updated monument facilities. The visitor center complex consists of three separate buildings connected by covered breezeways and terraces: (1) the view building (a glass-walled pavilion offering commanding views of the San Diego coast), (2) the exhibits/auditorium building, and (3) the administration building. In addition to the visitor center buildings and their associated overlook terraces, the other primary components of the historic district include the Cabrillo Memorial Statue Overlook, the Ballast View Overlook, an entry drive and a large central parking lot, a series of pedestrian pathways, and plantings that provide a transition between the designed landscape and the natural landscape. Despite some alterations to the buildings and setting, the historic district retains a high degree of historic integrity reflecting the design and planning intent of the Mission 66 era.
- Geologic Resources.** Point Loma’s primary geological formations were created by the uplift of deep water ocean “submarine fans” composed of sedimentary deposits that formed during the late Cretaceous period (about 76 million years ago). These fossil-bearing formations consist of the Cabrillo Formation (sandstone and conglomerate) overlying the Point Loma Formation (sandstone and mudstone). Among the geologic features at the park are paralic (“by the sea”) deposits formed by beach, estuarine, and colluvial deposition; uplifted marine terraces; Rose Canyon Fault Zone that has caused the uplift of the Point Loma Peninsula and the drop of San Diego Bay; and coastal erosion features such as sea cliffs and sea caves. Storm waves further contribute to the erosion and slumping of cliff faces. Wind-related (aeolian) processes of erosion and deposition have also shaped the landscape of the Point Loma Peninsula. Plant and animal habitats have evolved along with aeolian features and processes, which continue to influence soil formation and distribution of particular species. The Cretaceous bedrock serves as the substrate for the monument’s tidal pools, kelp forests, and reefs.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Cabrillo National Monument:

- In 1542, Juan Rodriguez Cabrillo became the first European to explore and chart the West Coast of what is now the United States, extending the domain of New Spain and opening the doors for explorers that followed and changing the world of the indigenous people of the region.
- As one of the first eight lighthouses built by the U.S. Lighthouse Establishment on the West Coast, the Old Point Loma Lighthouse helped improve navigation and promoted maritime commerce and safe travel in the developing West.
- The regionally significant rocky intertidal habitat at Cabrillo National Monument is protected and valued for its public access, research potential, and educational opportunities.
- The U.S. Army coastal defense systems that protected San Diego are part of our national heritage and represent the universal human desire to protect values, families, and ways of life.
- An isolated but viable remnant of the sensitive coastal Southern California Mediterranean ecosystem is being preserved on the Point Loma Peninsula and is valued for its public access, research potential, and educational opportunities.
- The terrestrial and marine resources in and adjacent to Cabrillo National Monument are inextricably connected to and affected by human influence; their condition requires protection, preservation, interpretation, and restoration to enhance them.

Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Cabrillo National Monument.

For more information about the existing administrative commitments for Cabrillo National Monument, please see appendix C. At this time there are no special mandates for Cabrillo National Monument.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values (see appendix D)
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value. Please see appendix D for the analysis of fundamental resources and values.

Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Cabrillo National Monument and the associated planning and data needs to address them:

- **Visitor Capacity.** Cabrillo National Monument is a highly visited urban national park. Visitor capacity is an issue in several areas of the monument. The monument's rocky intertidal habitat is one of the most popular features of the park, receiving more than 150,000 visitors per year. However, intertidal life is not adapted to withstand high levels of visitation. Determining an appropriate number of visitors for this habitat type without impairing the resources is a key planning issue for the monument. Visitor experience in the sensitive tide pool area is impacted by traffic congestion and crowding requiring an evaluation of potential visitor use management practices for the area including exploration of partnerships with other areas that offer a similar experience (e.g., Sunset Cliffs Natural Park) to disperse visitation. Planned restoration of the tide pool parking lot remains a challenge to park management given the high levels of congestion. Further exploration of an education center adjacent to the tide pool area identified in previous planning documents would contribute to the protection and education of ocean resources, may provide the opportunity for additional administrative space, and may provide the opportunity for additional needed administrative space.

Access to Cabrillo National Monument is via a single entry road. The road is narrow, constrained, and threatened by coastal erosion in some areas. During peak visitation, the wait times at the monument entrance station can be lengthy. Several other areas of Cabrillo National Monument receive varying levels of visitation (e.g., the lighthouse, the military history exhibit, the visitor center). However, staff does not currently possess accurate estimates of how many people visit these areas, or when. Measuring visitation in different areas and at different times (e.g., weekdays versus weekends) would help allocate staff and resources more efficiently and improve overall visitor experience.

- **Associated high priority planning and/or data needs include:** Visitor use management plan, park partner action strategy, visitor use and demographic studies and surveys



- **Operational Infrastructure and Management Capacity.** Flat and declining operational funding, combined with highly constrained park facilities and infrastructure, affect management capacity. The effect on the monument workforce/staffing levels impacts resource monitoring capacity, staff morale, and the ability of the monument to meet growing visitor demands for programming and visitor services. Of particular concern is the management of museum resources. Although the monument has significant museum collections there is no curatorial staff to support the management and care of these resources in the monument or the broader NPS Mediterranean Coast Inventory & Monitoring network.

Facility deficiencies include lack of office space, deferred maintenance, and poor environmental conditions. Of particular concern is the lack of space and facilities for park staff, interns, and volunteers. Inefficient office space inhibits productive office work. Some staff members are concerned with the health effects of not having air-conditioning in visitor and operational facilities—the only building with air-conditioning is the auditorium. Research and laboratory facilities are also lacking resource management efforts.

Many visitor and staff facilities are in need of updating and have deferred maintenance. The park needs to find more creative ways to address deferred maintenance while taking every opportunity to expand funding availability. Use of volunteers and reaching out to the community for materials could be explored. Current office space and some visitor infrastructure, such as trails and several visitor use areas, are not compliant with the Americans with Disabilities Act.

- ***Associated high priority planning and/or data needs include:*** Accessibility self-evaluation and transition plan, visitor use management plan, trail management plan, position management plan, and park partner action strategy

- **Working Beyond the Monument Boundary.** Located in a major metropolitan area, Cabrillo National Monument can use its unique position to springboard NPS mission, conservation, and visitor opportunities. Community engagement in urban areas is paramount in making the National Park Service relevant to new generations and audiences. The monument actively encourages urban audiences to visit. However, this creates more challenges given the potential impacts to sensitive resources and resource carrying capacity limits in certain areas. Opportunities exist to focus on integrating the monument into the community through activities such as lectures, functions, educational outreach, and events, and conveying multi-dimensional stories and interpretive themes to reach broader audiences.

Cabrillo National Monument is at the southern tip of the Point Loma Peninsula in the Point Loma Ecological Conservation Area. Four agencies manage lands on the peninsula adjacent to the monument (U.S. Navy, U.S. Coast Guard, U.S. Department of Veterans Affairs, and the City of San Diego). Uses of these lands directly affect park management. NPS staff regularly works with these agencies to improve the management of natural and cultural resources on adjacent properties, allowing the National Park Service to address resource issues at the scale of the whole peninsula rather than just within its boundaries. Opportunities exist to work with the U.S. Navy and the Department of Defense to consider NPS use of property or structures that might become surplus in the future. Such opportunities would facilitate better planned access to the historic resources under U.S. Navy control, and help to prevent activities that would reduce the acreage of the park (such as further expansion of the city wastewater treatment plant onto NPS-managed lands).

- ***Associated high priority planning and/or data needs include:*** Park partner action strategy, long-range interpretive plan update, and demographic studies and surveys

- **Enhancing Interpretive Experience.** Many exhibits at Cabrillo National Monument are outdated or in poor condition. Examples include the interactive ship model and map, the monument’s exhibit room, and the military history exhibit. The films shown in the auditorium are popular with visitors, but are now two decades old and need to be updated. Generally, the visitor center needs more interactive media and exhibits that more effectively serve visitor orientation and provide general park information.

The history program for the lighthouse and military structures in the park needs to be expanded so that visitors gain a better understanding of the rich history of the Point Loma area and how it relates to the San Diego community and to the history and growth of the United States. The 21 coastal defense structures in the park represent a fascinating glimpse into the thinking that led to an accelerating arms race during World War I and World War II, and yet most of the structures are closed to the public. Although some structures are difficult to access, the monument is beginning to plan how to open some of them to the public. This, along with some new and more interactive experiences, could help visitors connect the past with the present.

- ***Associated high priority planning and/or data needs include:*** Long-range interpretive plan (update), park partner action strategy, visitor use and demographic studies and surveys, museum management plan, and ethnohistory of Point Loma and the monument
- **Climate Change.** Ongoing and future climate change will likely affect all aspects of monument management including natural and cultural resources protection, as well as operations and visitor experience. Continued increases in air and ocean temperatures, along with predicted changes in precipitation, relative humidity, storm frequency, and storm intensity will bring about great changes in the ecological communities that are known and understood today. Climate change is a challenging topic that is important to the public and an area where the National Park Service can be a leader. Cabrillo is a NPS designated climate-friendly park. Developing metrics to understand impacts and how to mitigate is an immense effort. Greater NPS coordination with regional agencies and organizations could enhance park efforts to address the issues of climate change. For example, Cabrillo National Monument has been partnering with the San Diego Climate Alliance to develop unique outreach opportunities, specifically aimed at school-aged children.
- ***Associated high priority planning and/or data needs include:*** Resource stewardship strategy, ocean acidification monitoring (pH and temperature data), and park partner action strategy

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Criteria and Considerations for Prioritization. The following criteria were used to evaluate the priority of each planning or data need:

- Ability of the plan to address multiple, or interrelated issues. For example, many visitor capacity issues are interrelated with resource protection issues.
- Emergency/urgency of the issue.
- Prevention of resource degradation. Consideration of protection of the fundamental resources or values.
- Ability to impact visitor use and experience.
- Funding availability for the planning effort, study, or data collection.
- Feasibility of completing plan or study.
- Opportunities, including interagency partnership or assistance.
- Opportunities for leveraging assistance from the NPS Pacific West Region and NPS Mediterranean Coast Network.

High Priority Planning Needs

Accessibility Self-Evaluation and Transition Plan.

Rationale — Monument facilities, interpretive exhibits, and information are not fully compliant with accessibility standards. This is particularly a problem in the amphitheater area, at the Point Loma Lighthouse, and at monument restrooms. The accessibility self-evaluation and transition plan would aid the monument in providing universal accessibility, both physical and programmatic.

Scope — The accessibility self-evaluation and transition plan would assess the monument's current level of accessibility and identify opportunities for improvement in the programs and services offered at Cabrillo National Monument, as well as the monument facilities and amenities. The findings and recommendations of the plan are intended to guide the monument in planning for future projects and incorporating universal design and accessibility into planned work. This plan would help ensure that all visitors, regardless of their abilities, are able to experience and enjoy the monument. The steps in this process include: (1) assessing the sites, facilities, features, and programs of the monument; (2) identifying opportunities for improvement in the programs, services, and facilities provided; (3) providing recommendations to guide staff in planning for future projects to address those barriers including a listing of the barrier, the action to be taken, and the phasing for correction of those barriers; and (4) providing an implementation strategy for the monument to remove barriers over time.

Long-Range Interpretive Plan (Update).

Rationale — Visitor use patterns at Cabrillo National Monument have changed since the completion of the current long-range interpretive plan (2009). Additionally, the current plan does not provide adequate guidance for exhibits, many of which are currently out of date. Updating the long-range interpretive plan would further provide a means to better engage new audiences.

Scope — The long-range interpretive plan update would provide needed additional guidance for interpretation and education. Specifically, the plan update would evaluate opportunities for new and updated exhibits and additional opportunities and programming that would resonate with new audiences. Guidance should be informed by data on current visitor use patterns and local demographic information.

Museum Management Plan.

Rationale — Cabrillo National Monument has three museums and no curator on staff or within the broader NPS Mediterranean Coast Network. Additionally, the monument is operating without the guidance of a museum management plan as required by Director's Order 24: *NPS Museum Collections Management*. Current data is inadequate to determine the percent of objects cataloged and the quality of the data records. Opportunities exist to involve volunteers to assist in the management of the proper care and maintenance of the museum collection. Proper cataloging and making the collection available to staff and other authorized users could enable the monument to build new interpretive exhibits.

Scope — The museum management plan would provide program guidelines for the monument's museum collection, document existing curatorial operations, analyze current collection management methods, evaluate the monument's curatorial program and its relationships with other monument programs, and recommend actions needed for program growth and improvement. The plan would provide staff with essential information required for sound decisions regarding the monument's museum and archival collections. It would include a detailed action plan that identifies tasks, personnel, funding options, and time frames for implementing the plan. Opportunities to partner with academic institutions could also be explored.

Park Partner Action Strategy.

Rationale — Building strong partnerships can support and elevate Cabrillo National Monument in the next century of stewardship, especially through building stronger bonds with Cabrillo National Monument Conservancy, Cabrillo National Monument Foundation, and the Volunteers-in-Parks program. The services that these partner organizations provide become even more valuable given current funding limitations. Investing time and leadership into these groups can help the monument strive as a leader in conservation and education in San Diego and beyond.

Growing support and funding from the community could help fill in the gaps between what is needed and what can be funded, such as deferred maintenance, visitor enhancement programs, and other engagement opportunities. A park partner action strategy would help the monument improve the effectiveness of a partnership and through identifying prioritized actions to meet partnership goals over a specified period of time. The strategy would allow the monument to maximize the advantages of its location within the greater San Diego Metropolitan Area including access to universities, businesses, the military, and tourism associations.

Scope — The park partner action strategy would be developed based on outcomes of a facilitated workshop. This action strategy may be used by the monument and partner staff for implementation of shared goals and objectives. Additionally, the strategy could formally define the roles and responsibilities among partner participants and help to energize existing relationships between organizations. Participating partners can include any organization with a shared interest with the monument such as friends groups, cooperating associations, community groups, museums, government agencies, and others.

Position Management Plan.

Rationale — Flat and declining operational funding combined with highly constrained facilities and infrastructure adversely affect management capacity. The effect on the monument workforce/ staffing levels impacts resource monitoring capacity, staff morale, and the ability of the monument to meet growing visitor demands for programming and visitor services. This also inhibits the monument’s ability to pursue new and additional ways of engaging urban audiences.

Scope — The position management plan would consider the positions that currently exist and determine staffing needed to achieve the monument’s mission while considering what positions could be consolidated or eliminated. This plan would outline a desired staffing structure, which the monument can work toward over time as opportunities arise through retirements and transfers. The position management plan would also include an operational space evaluation to identify needed office space for staff and volunteers. Pending the outcome of an operational space evaluation and the position management plan, the monument could explore opportunities to lease or share facilities to support staff and monument operations through the park partner action strategy.

Resource Stewardship Strategy.

Rationale — Cabrillo National Monument contains a wide range of natural and cultural resources. The resource stewardship strategy would provide guidance needed to address the effects of climate change and other stressors on natural resources. Increasing temperature, decreasing rainfall, and decreasing pH of seawater will impact most, if not all, species of the coastal sage scrub and rocky intertidal ecosystems at Cabrillo National Monument. The resource stewardship strategy would also provide important guidance for management of the monument’s extensive cultural resources.

Scope — A resource stewardship strategy is a long-range planning document for a national park unit to achieve its desired natural and cultural resource conditions, which are derived from relevant laws and NPS policies identified in a park’s foundation document, general management plan, or other park plans. As part of the monument’s planning portfolio, the resource stewardship strategy would serve as a bridge between the monument’s foundation document and everyday management of its natural and cultural resources. The resource stewardship strategy would describe measurable desired conditions and possible pathways to achieve desired results for certain fundamental resources and values. A climate change vulnerability assessment would be completed to inform the resource stewardship strategy.

Trail Management Plan.

Rationale — Although the monument’s visitor sites are relatively close in distance and pedestrian access is feasible, many key sites and locations lack trail connections requiring visitors to use their personal vehicles. A comprehensive trail plan could also help to disperse visitors from some of the most impacted/visited areas while opening up new visitor experiences. For example, existing trails can be connected, such as the trail at Sunset Cliffs Natural Park in Point Loma, to dissipate visitors by providing easy access to other destinations. A trail management plan would identify management objectives and strategies to guide the development, protection, management, maintenance, and use of the trail system within the park over a 15-year period to meet new challenges and opportunities.

Scope — The trail management plan would identify issues, assess the existing trail system, establish objectives, and develop alternatives for the monument’s current and future trail network. The plan would discuss proposed locations for trails and trailheads; trail construction, management, and operation guidelines; and allowable uses. The plan could also identify opportunities to streamline interagency management, where applicable.

Visitor Use Management Plan.

Rationale — Visitor capacity is an issue at sites and locations throughout the monument, particularly the sensitive rocky intertidal habitat. The visitor use management plan would offer an opportunity to take an integrated look at visitor use and carrying capacity and explore a range of opportunities and solutions to improve visitor experience and ensure that sensitive resources are not inadvertently impacted by high levels of visitation.

Scope — A visitor use management plan would evaluate current visitor use patterns and characteristics, identify visitor use management goals, objectives, strategies, and tools to sustain desired resource conditions and visitor experience. Visitor use data and research, broad-based and site-specific, would be necessary to understand and guide visitor behavior in high-use areas. Additionally, congestion management opportunities would be evaluated including potential alternative transportation strategies.

High Priority Data Needs

Visitor Use and Demographic Studies and Surveys.

Rationale and Scope — Greater understanding of visitor demographics, patterns, values, and needs would help inform planning efforts, outreach strategies, and help support grant applications and other funding efforts. This effort would include identification of baseline conditions for visitor characteristics, use levels and patterns, visitor preferences and motivations, and modeling of visitor use patterns and spatial analysis of visitor use issues. The findings and recommendations from visitor use studies and surveys can be used to guide the monument in making decisions about visitor use management needs. These studies may be particularly helpful in determining the best path for addressing visitor use issues, including assessing visitor capacity. Evaluation of traffic congestion associated with visitor use levels and patterns at the entrance station and tide pool area would help inform the visitor use management plan.

Demographic studies of surrounding communities would provide the monument with a better understanding of audiences to inform the update to the long-range interpretive plan and effectiveness of interpretive programming and services.

Coastal California Gnatcatcher Monitoring Protocol.

Rationale and Scope — Cabrillo National Monument contains habitat for the coastal California gnatcatcher (*Polioptila californica*), a federally listed threatened bird species. In developing the monitoring protocol for this species, the monument could foster stronger collaboration with the U.S. Navy and other Point Loma Peninsula stakeholders.



Cultural Resources Condition Assessment.

Rationale and Scope — A comprehensive condition assessment is needed to understand the threats to cultural resources and to develop strategies to better protect and manage the resources. The condition assessment process helps identify data gaps and research needs and may lead to funding initiatives to address the most critical information needs. For various cultural resource categories, such as archeological resources, cultural landscapes, historic structures, and museum collections, the cultural resources condition assessment would identify

- condition indicators
- condition measures
- condition status-trend-confidence
- rationale for status-trend-confidence
- preliminary actions to improve condition

The condition assessment would include information to be used for resource management actions and decision making. Comprehensive strategies to move resource condition toward a management target would be identified. The status of key scientific data and information relative to the monument's fundamental resources and values would be included.

Cultural Landscape Inventory – Military Structures.

Rationale and Scope — According to federal law and NPS management policies, all cultural landscapes are to be managed as cultural resources. The monument does not have a cultural landscape inventory that addresses the cultural landscape associated with the 21 U.S. Army coastal defense structures. The cultural landscape inventory will document the features and qualities that make the cultural landscape significant and worth preserving to inform planning and management decisions.

Ethnohistory of Point Loma and the Monument.

Rationale and Scope — The monument is operating without an ethnohistory of Point Loma and the monument that would identify significant anthropological themes that could bolster other interpretive and resource efforts. One aspect of the ethnohistory that is urgent and time sensitive is the gathering of first-hand information from former residents of the Old Point Loma Lighthouse occupancy and World War II-era veterans related to this particular area of history for the monument.

Erosion Assessment.

Rationale and Scope — An erosion assessment would evaluate the effects of sea cliff and wave-induced erosion along the monument coast. The assessment would inform the trail management plan and provide important information for public safety with regard to an eroding sea cave that receives moderate visitation as a result of information shared on social media.

Ocean Acidification Monitoring.

Rationale and Scope — Significant concerns regarding natural resources include the potential consequences of rapid climate change and ocean acidification. Ocean acidification is expected to affect shell bearing and calcifying organisms of the rocky intertidal and kelp forest ecosystems. Monitoring will help resource managers understand and help mitigate the ecological effects of ocean acidification.

Planning and Data Needs		
Planning or Data Need	Priority (H, M, L)	Notes
Parkwide (operations, etc.)		
Plans		
Park partner action strategy	H	
Position management plan	H	Includes operational space evaluation.
Trail management plan	H	
Visitor use management plan	H	Would evaluate transportation opportunities as strategy for addressing visitor capacity. It would also address user capacity and crowding in the lighthouse.
Records management plan	M	Emphasis on cultural resource documentation and digitization. Also, digitization of documentation and associated information to make these easier to use and access.
Transportation plan	M	Could be part of visitor use management plan or implementation plan for visitor use management.
Data Needs		
Law enforcement needs assessment	M	
Night sky inventory and lighting evaluation	M	
Acoustic resource inventory	M	
Resource Management		
Plans		
Museum management plan	H	
Resource stewardship strategy	H	
Cultural landscape report (for visitor center historic district)	M	
Cultural resource management plan	M	Planning needs may be addressed through resource stewardship strategy.
Vegetation management plan (update)	M	
Visual resource management plan	M	Check cultural landscape report if vegetation is included.
Data Needs		
Coastal California gnatcatcher monitoring protocol	H	
Cultural resources condition assessment	H	
Cultural landscape inventory (military structures)	H	
Ethnohistory of Point Loma and the monument	H	Would assist the development of themes associated with the Kumeyaay and other culturally associated peoples.
Ocean acidification monitoring (pH and temperature data)	H	
Administrative history update	M	

Planning and Data Needs		
Planning or Data Need	Priority (H, M, L)	Notes
Resource Management (continued)		
Data Needs		
Bat monitoring protocol	M	Protocol may including sampling to assess mercury levels in bats.
Climate change metrics vulnerability assessments	M	
Climate change scenario planning	M	
Cultural landscape inventory (lighthouse area)	M	
Cultural landscape report (military structures)	M	
Geologic mapping	M	Additional mapping may be necessary pending outcome of the erosion assessment.
GIS data collection for invasive treatments of marine terrestrial ecosystem	M	
Historic resource study	M	Update for certain themes.
Historic structure report (for visitor center historic district)	M	
Increase pollinator monitoring	M	
Measure air pollution including nitrogen deposition study	M	
Visual resource inventory	M	
Visitor Experience		
Plans		
Accessibility self-evaluation and transition plan	H	Consider accessibility to the lighthouse area, such as grade changes in the parking lot to the building.
Long-range interpretive plan (update)	H	
Sign/wayfinding plan	H/M	May be able to start sooner with recreational fee funding.
Cabrillo statue viewing area plan	M	Study and necessary compliance to expand viewing area around the Cabrillo statue. Address crowding and possible expansion of the area or pathway to it. Explore ways to enlarge footprint. This could also be addressed in the visitor use management plan.
Marketing plan	M	
Data Needs		
Visitor use and demographic studies and surveys	H	Would include congestion management studies as they relate to visitor use patterns and circulation.
Visitor experience survey	M	This could be combined with above assessments.

See appendix B for operational actions and current planning efforts that will address key park issues.

Part 3: Contributors

Cabrillo National Monument

Andrea Compton, Superintendent
Ralph Jones, Chief Ranger
Keith Lombardo, Chief of Resources Management
Eileen Martinez, Chief of Interpretation
Terry Petrovich, Administrative Officer
Charles Schultheis, Facility Manager
Tom Workman, Former Superintendent

NPS Pacific West Region

Barbara Butler Baunsgard, Landscape Architect

Other NPS Staff

Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies Division
Greg Jarvis, Project Manager, Denver Service Center – Planning Division
John Paul Jones, Visual Information Specialist, Denver Service Center – Planning Division
Wanda Gray Lafferty, Contract Editor, Denver Service Center – Planning Division
Carrie Miller, Cultural Resource Specialist, Denver Service Center – Planning Division
Nancy Shock, Foundation Coordinator, Denver Service Center – Planning Division
Laura Watt, Contract Editor, Denver Service Center – Planning Division
Steve Whissen, Cultural Resource Specialist, Denver Service Center – Planning Division

Partners

Mona Feliz, Cabrillo National Monument Conservancy
Mike Ryan, Cabrillo National Monument Foundation
Gerrie Trussell, Cabrillo National Monument Foundation

Appendixes

Appendix A: Presidential Proclamation for Cabrillo National Monument

PROCLAMATIONS, 1913.

1965

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

October 14, 1913.

A PROCLAMATION.

WHEREAS, by section 2 of an Act of Congress approved June 8, 1906 (34 Stat. 225), the President was authorized "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected";

Cabrillo National
Monument, Cal.
Preamble.

AND WHEREAS, when Cabrillo sailed into San Diego Bay on the 28th day of September, 1542, Point Loma was the first land sighted; and The Order of Panama, an organization composed of representative citizens of Southern California, has applied for permission to construct a heroic statue of Juan Rodriguez Cabrillo, the discoverer of California, on Point Loma which lies within the military reservation of Fort Rosecrans, California, and has requested that a suitable site be set apart for such monument;

NOW THEREFORE, I, Woodrow Wilson, President of the United States of America, under authority of the said Act of Congress do hereby reserve as a site for the said monument, the following described parcel of land situated on Point Loma within the limits of the military reservation of Fort Rosecrans, California, and do hereby declare and proclaim the same to be a national monument to commemorate the discovery of California by Juan Rodriguez Cabrillo, on the 28th day of September, 1542, viz:

National Monument,
California.
Vol. 34, p. 225.

Beginning at a monument 53 ft. from Southeast corner of the Old Lighthouse, Point Loma (true az. $6^{\circ} 26'$): thence, true az. $292^{\circ} 50'$, 25 feet; thence, true az. $234^{\circ} 09'$, 36 feet; thence, true az. $210^{\circ} 47'$, 35 feet; thence, true az. $191^{\circ} 14'$, 53 feet; thence, true az. $175^{\circ} 56'$, 57 feet; thence, true az. $159^{\circ} 26'$, 33 feet; thence, true az. $138^{\circ} 29'$, 115 feet; thence true az. $7^{\circ} 39'$, 170 feet; thence, true az. $349^{\circ} 56'$, 43 feet; thence, true az. $337^{\circ} 58'$, 25 feet; thence, true az. $332^{\circ} 14'$, 35 feet, to the point of beginning; containing 21,910 square feet, more or less.

Description.

The area above comprises all the parcel of ground within the loop of the Point Loma Boulevard where it encircles the Old Lighthouse, but does not include any of the roadway.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this fourteenth day of October, in the year of our Lord one thousand nine hundred and thirteen, and the Independence of the United States the one hundred and thirty-eighth.

WOODROW WILSON

By the President:

W. J. BRYAN

Secretary of State.

Appendix B: Operational Actions and Current Planning Efforts that will Address Key Park Issues

Strategic Plan (Underway)

A strategic planning process is currently underway at the monument. The overall intent of strategic planning is to focus employee attention and energy on effectively addressing major operational, organizational, administrative, and resource issues in a timely manner. Specific components of the process include identifying the most significant challenges and opportunities involving the park, identifying a clear vision and/or goals for the future, and setting priorities and a time line for effective implementation.

Urban Climate Strategy

The monument will continue efforts to work regionally to address management issues related to the effects of climate change.

Operations Review/Evaluation

The objectives of the review are to help the park resolve pressing management issues, evaluate current management systems and practices, and provide recommendations to achieve greater efficiency and effectiveness. Objectives of the review that could address key park issues include: (1) evaluation of management operating systems and practices, including those the monument uses to accomplish strategic goals and assess work assignments and resource allocation, and recommend actions to increase efficiency and effectiveness; (2) review health of key partnerships that support education and preservation goals and provide essential services to the monument, recommend actions to increase collaboration and effectiveness; and (3) evaluate facility requirements and space needs and provide a framework for the park to develop implementation plans consistent with the general management plan and other applicable laws, policies, and planning documents.



Appendix C: Inventory of Administrative Commitments

Type of Agreement	Start – Expiration Date	Stakeholders	Purpose
Cooperative agreements		U.S. Navy	Maintenance area that belongs to the U.S. Navy
Memorandum of understanding		U.S. Navy	Entrance station land use
Interagency agreement		U.S. Navy	Explosive safety quantity distance
Bayside Trail agreement		U.S. Navy	
Memorandum of agreement		U.S. Navy	Allows the park to grow native plants for restoration projects on both U.S. Navy and National Park Service lands
Special use permit		City of San Diego	To use Cabrillo Road for chlorine gas trucks
Program agreement		Amtrak	NPS agreement with Amtrak, rails to trails
Draft, temporary memorandum of understanding		Maritime Museum of San Diego	Interpretive programming, e.g., San Salvador replica ship, staffing ship with interpretive personnel (to be determined)
Cooperative agreement		Hornblower Cruises	To allow the National Park Service to provide interpretive services; agree to support each other with staffing when possible
Memorandum of understanding		U.S. Navy	Point Loma Ecological Association
Interagency agreement		Department of Homeland Security	National agreement to conduct U.S. citizenship ceremonies in park
Cooperating association agreement	2016–2021	Cabrillo National Monument Foundation	Cooperating association
Friends group agreement		Cabrillo National Monument Conservancy	Park friends group
Informal agreement		Point Loma Nazareen	University is starting a park ranger certificate program; park supports program interns
Dispatch agreement	Underway	U.S. Forest Service	

Appendix D: Analysis of Fundamental and Other Important Resources and Values

Fundamental Resource or Value	Cabrillo Commemoration / Statue
Related Significance Statements	Significance statement 1.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The statue of Juan Rodriguez Cabrillo presently exhibited at the memorial statue overlook is in good condition. The statue is iconic and has strong cultural importance for the Portuguese communities of San Diego and California. The current plaques at the statue reflect this relationship. The original statue of Cabrillo that was removed because of deterioration is now in Ensenada, Baja California, Mexico. <p>Trends</p> <ul style="list-style-type: none"> Statue is stable and maintained. Monument staff conducts cyclic preservation maintenance of the statue.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Although the present statue was sculpted of a harder limestone than the original, it is still subject to weathering from exposure to the salt air, pollutants, and maritime conditions of Point Loma. It is challenging to convey the relevancy of Cabrillo and the 16th century age of exploration and discovery to new generations. <p>Opportunities</p> <ul style="list-style-type: none"> New designs for the Cabrillo statue exhibit area are planned, including new wayside exhibits and plaques. The monument has partnered with the Maritime Museum of San Diego as it builds a replica of the <i>San Salvador</i> (Cabrillo's flagship) at Spanish Landing. Monument staff and volunteers wearing period clothing provide visitor interpretation of the history of Cabrillo's expedition at the construction site. A webcam provides real-time still images of the progress of the building of the <i>San Salvador</i> to the monument visitor center. Monument education staff and the Maritime Museum of San Diego staff are developing curriculum-based programs to be presented to third through fifth graders. Cabrillo National Monument and Channel Islands National Park are currently working on a sister-park agreement with Guadalupe Island Reserve off the coast of Baja California, Mexico. Cabrillo National Monument is also a border park with Mexico and supports the community of Ensenada in interpreting Juan Rodriguez Cabrillo's landing at San Mateo (Ensenada). The monument consults with associated American Indian tribes and Latino groups, but baseline documentation identifying anthropological priority resources has not been conducted. Although there are opportunities to conduct further baseline documentation, the monument honors the Kumeyaay request to not interpret their people beyond the period of initial interaction with the Spanish explorers in 1542 and their material culture that existed at that time. There are further opportunities to research Cabrillo's background and history to expand interpretation.
Data and/or GIS Needs	<ul style="list-style-type: none"> An ethnohistory of Point Loma and the monument.
Planning Needs	<ul style="list-style-type: none"> Statue viewing area plan. Visitor use management plan.

Fundamental Resource or Value	Cabrillo Commemoration / Statue
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.) • “Protection of Historic Properties” (36 CFR 800) • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • Programmatic Agreement Among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)



Fundamental Resource or Value	Tide Pools / Marine Ecosystem (Intertidal Zone)
Related Significance Statements	Significance statement 3.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Intertidal life in the tide pool area is not adapted to withstand high levels of visitation. • Monitoring of tide pool organisms has been conducted since 1990 to allow park scientists to study changes in the distribution, abundance, or size classes of marine life in the area over time. • The monitoring program has identified several ecological changes requiring further research to understand and inform management actions. • The Tide Pool Protection Education and Restoration Program has made substantial progress in limiting visitor impacts. The program began in 1996 and features a cadre of volunteers who assist with educational outreach. • The rocky intertidal area is separated into three monument-designated zones or “visitation treatments.” Zone 1 (the entry area) is most easily accessible and receives the most visitors. Zone 2 is only accessible on lower tide days. Since 1996, Zone 3 has been closed to the public as part of a strategy to protect this zone as a research control area. • A new tide pool education table, staffed by park rangers and volunteers, is near the entrance to the tide pool trail that serves as a visitor contact station. • Cabrillo National Monument’s rocky intertidal area is better protected than most other comparable areas in Southern California. • Researchers have compiled abundant data regarding the nature and condition of the tide pool area. • Planning is underway for a tide pool trail and viewing area. • As a marine protected area, commercial fishing is restricted in the tide pool area. • The coastal area of the monument receives the greatest number of visitors in July and August, even though the tide pools remain mostly submerged during the summer season. The best time to see intertidal life is October through April, with a seasonal peak during the winter months. <p>Trends</p> <ul style="list-style-type: none"> • Visitation to the tide pool area is increasing with recent annual visitation estimated at more than 150,000. Despite the difficulty in seeing tide pools during the summer when they are mostly submerged, this area of the park remains a first stop for many visitors. • Scientific park data show improvements in some species and habitat since the creation of the Tide Pool Protection Education and Restoration Program. • The marine protected area has positive influences on lobster and octopus populations. Limpet numbers are increasing although their size is decreasing. • Declines in mussel populations have been observed.

Fundamental Resource or Value	Tide Pools / Marine Ecosystem (Intertidal Zone)
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • The rocky intertidal habitat is sensitive to trampling impacts by visitors. Human trampling has been shown to decrease the diversity and density of rocky shore organisms. Red algal turf communities, in particular, have been highly impacted by the large amount of visitation to the tide pools. Environmental factors (e.g., wave exposure, saltwater corrosion of metal structures) make it difficult to establish trails or walkways to reduce trampling impacts. • Ocean acidification is also expected to affect shell-bearing and calcifying organisms of the rocky intertidal and kelp forest ecosystems. • Additional anthropogenic impacts may include removal of marine life, rocks, shells, and sand. • Overcrowding, parking, and pedestrian use remain threats to the intertidal zone. • Climate change / sea level rise are recognized as adversely affecting wildlife (i.e., sea lion pups) as well as the potential to affect the tide pools directly as submergence/emergence cycles will change with sea level rise. • There is an increase in debris washing into the area, which can impact ecosystem health. • Encroachment on marine-protected areas throughout the California coast by development and other factors remains an ongoing threat to these fragile ecosystems. • Dogs can contribute to trampling impacts when off leash. • Sea star wasting disease. • Projected increases in air and ocean surface temperatures and changes in precipitation may pose additional environmental stress to intertidal organisms. <p>Opportunities</p> <ul style="list-style-type: none"> • The tide pool education table / visitor contact station continues to be an effective means of enhancing resource protection and visitor awareness of the sensitive resources of the tide pool area. Emphasis is placed on proper visitor exploration techniques and animal identification. • It is expected that the education table will enhance the visitor experience by providing general information about the entire monument. Plans are underway for summer educational themes, including plants, terrestrial wildlife, geology, and explanation of tidal dynamics. • Other upcoming improvements in the area will include new waysides or educational exhibits in the kiosk, as well as along the coastal trail. • The Sea-to-Shining Sea Program allows virtual field trips to the rocky intertidal area and the lighthouse and is viewed in classrooms throughout California and the world. Students have opportunities for real-time interaction with park rangers and can see and ask questions about the tide pools and lighthouse. • A native plant restoration project is underway. • There is a growing need for new volunteers to assist with the program that is now extending into the summer high tide period. • Ongoing collection of monitoring data makes it possible to provide long-term comparison of natural patterns of environmental change and anthropogenic impacts. • A shuttle system could alleviate congestion and parking area impacts. • A connecting pedestrian trail could be developed between the upper area of the monument to the tide pool area. • There are opportunities to further orient and educate visitors on tide pool ecology/etiquette. • An overlook could be developed to make the tide pool area more accessible to disabled or physically challenged visitors. • A study could be undertaken to assess the effects of ocean acidification and rising temperatures on the tide pool ecosystem.

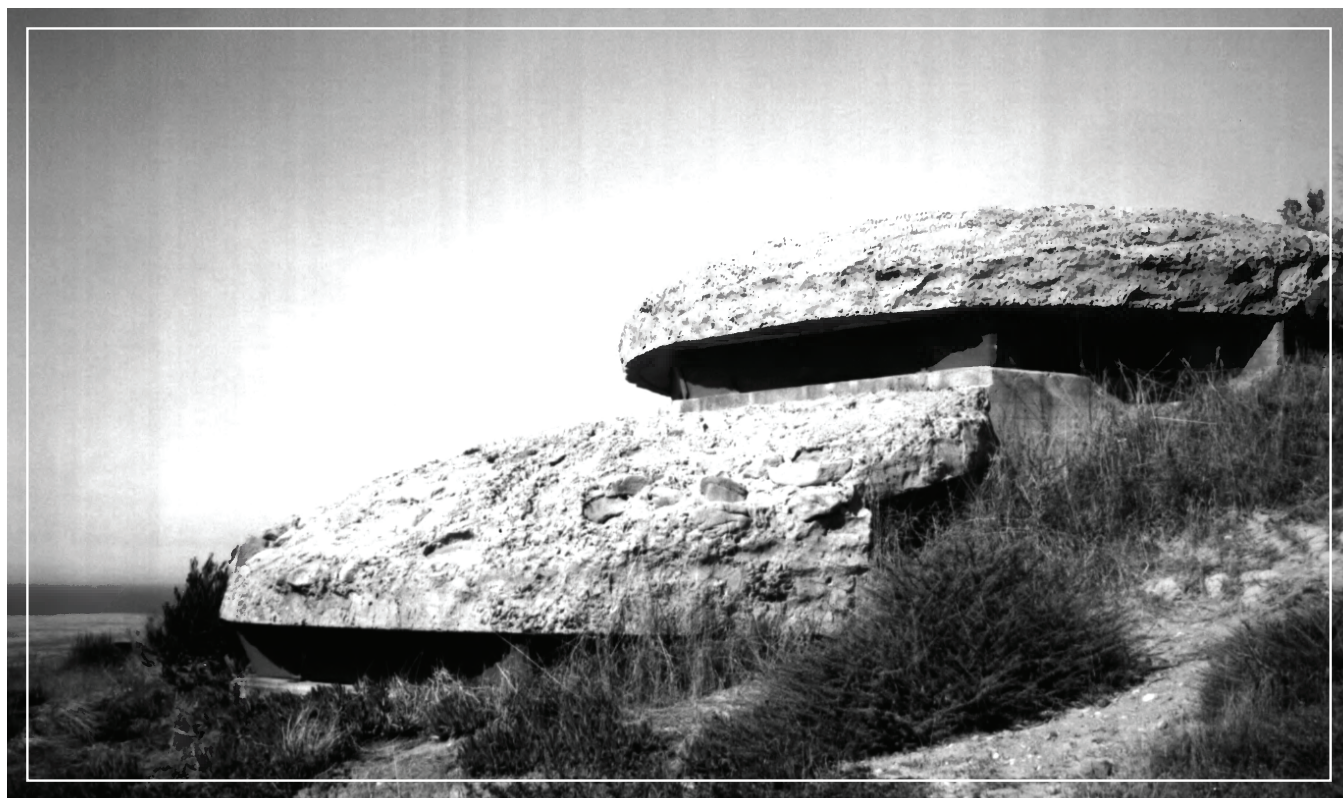
Fundamental Resource or Value	Tide Pools / Marine Ecosystem (Intertidal Zone)
Threats and Opportunities	<p>Opportunities (continued)</p> <ul style="list-style-type: none"> • The National Park Service could increase collaboration with the U.S. Navy to provide resource research and protection. • There is a need to increase science communication programs to convey the results of research and management efforts to the public. • A visitor contact station could be used to educate public about ocean acidification. • Determining the appropriate number of visitors to the area without impairing the tide pool habitat is a key planning issue for the monument.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Ongoing monitoring data collected for rocky intertidal area (e.g., birds and marine life).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Solicitor opinion on tide pool area jurisdictional authority (U.S. Coast Guard – jurisdictional authority). • Visitor use study. • Ocean acidification monitoring protocol and data management. • Need to get backlogged data entered in resource database.
Planning Needs	<ul style="list-style-type: none"> • Visitor use management plan. • Transportation plan. • Trail management plan. • Climate change scenario / adaptation planning. • Monument partner action strategy. • Resource stewardship strategy. • Trail management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Endangered Species Act of 1973, as amended • National Invasive Species Act • Migratory Bird Treaty Act (16 USC 703-712) • Clean Water Act • The Clean Air Act (42 USC 7401 et seq.) gives federal land managers the responsibility for protecting air quality and related values, including visibility, plants, animals, soils, water quality, cultural resources, and public health, from adverse air pollution impacts • Executive Order 13112, “Invasive Species” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” • Executive Order 13547, “Stewardship of the Ocean, Our Coasts, and the Great Lakes” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (§1.6) “Cooperative Conservation Beyond Park Boundaries” • NPS <i>Management Policies 2006</i> (§4.1) “General Management Concepts” • NPS <i>Management Policies 2006</i> (§4.1.4) “Partnerships” • NPS <i>Management Policies 2006</i> (§4.4.1) “General Principles for Managing Biological Resources” • NPS <i>Management Policies 2006</i> (§4.7.2) “Weather and Climate” • NPS <i>Natural Resource Management Reference Manual 77</i>

Fundamental Resource or Value	Old Point Loma Lighthouse
Related Significance Statements	Significance statement 2.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The facility condition index of the lighthouse is good based on a formal condition assessment of the structure. There are few deficiencies. The structure was seismically retrofitted in 2013–2014. The shingle roof was replaced, weather sealing installed, and railings repainted. • Once, threatened with demolition because of neglect and vandalism, the National Park Service restored the lighthouse in 1935. Subsequent preservation projects and ongoing preservation maintenance have enabled the lighthouse to retain a high degree of historic integrity reflecting its late-19th-century appearance. • Approximately 75% of the restored Cape Cod-style lighthouse consists of original materials. Although the sandstone walls are virtually intact, all wood elements were stripped out for firewood or building materials after the lighthouse closed in 1891. The wood rear wing was entirely removed as were the assistant keeper's quarters, barn, oil shed, and outhouse. Major metal components rusted and the rain catchment basin was bulldozed in 1935. The rain catchment basin was recently rebuilt. The present reconstruction of the assistant keeper's quarters is on the footprint of the original building; other removed outbuildings have not been reconstructed. • A historic Fresnel lens is displayed in the reconstructed assistant keeper's quarters. • Although the lighthouse is in the National Register of Historic Places, the surrounding grounds have lost integrity and historical association with the lighthouse because of the removal of outbuildings and subsequent landscape modifications. Note: 2003 landscape modifications returned the landscape to a more historic appearance. • To protect the viewshed and setting in the vicinity of the lighthouse, the area has been developed for pedestrian use and cars are restricted to the parking lot at the visitor center to the north of the lighthouse. The paved parking area south of the lighthouse was removed (1981) and revegetated with native plants. • Preservation maintenance of the lighthouse's Fresnel lens and structural components (railings, etc.) were completed in 2007. • The status of documentation and research of the lighthouse is good. The historic structure report, historic structure preservation guide, and National Register of Historic Places nomination are current and complete. • The monument uses 1935 as-built plans to inform preservation and maintenance methods. • Three facilities staff members are current students or graduates of the NPS Preservation and Skills Training Program. • In 1980, a French drain system was installed to divert water from the structure. • In 2003, the grounds around the lighthouse were recontoured to more resemble the historic appearance, and native coastal scrub vegetation was planted. This area had been graded for parking in the 1930s and planted with non-original plantings. Consequently, the late-1880s vegetation, plantings, and landscape features from that period no longer exist. • The catwalk and lantern area is normally closed to visitors except for special events that occur twice a year. • The monument is engaged in the NPS Preservation and Skills Training program. Monument facilities staff includes two graduates of the program (chief of facility management and work leader) and a current student (maintenance worker). The monument also hosts field skills training sessions for the program. <p>Trends</p> <ul style="list-style-type: none"> • Preventive maintenance and repair of the structure is ongoing. • The lighthouse Fresnel lens is routinely cleaned according to current preservation standards.

Fundamental Resource or Value	Old Point Loma Lighthouse
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • The structural elements of the lighthouse are subject to deterioration from the maritime conditions (e.g., salt air, storms) of Point Loma. Currently, the lighthouse is covered by numerous layers of paint. There is consideration of stripping the exterior paint and instead applying whitewash annually as a future alternative. • There are preservation concerns regarding the appropriate visitor capacity for the lighthouse, and visitor crowding presents impact threats to the interior. • The safe load-bearing capacity of the catwalk is a consideration if it were to open to future visitors. <p>Opportunities</p> <ul style="list-style-type: none"> • Virtual tours of the lighthouse could be developed to enhance accessibility of the interior. • The catwalk could be opened to visitors once per month to celebrate the NPS Centennial. • The living history program at the lighthouse could be expanded. This program has been staffed by volunteers in the past, but involves the creation of custom costumes. Many volunteers provide their own costumes. • Access to current preservation technology could be made more readily available.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Historic structure report. • Historic structure preservation guide. • National Register of Historic Places nomination. • 1935 structural drawings and narrative report of restoration projects. • U.S. Navy engineering – military defense documentation. • National Archives and Records Administration – military records and documentation.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Cultural landscape inventory of the lighthouse area (to assist possible restoration of the 19th century landscape and vegetation). • Cultural resource condition assessment.
Planning Needs	<ul style="list-style-type: none"> • Resource stewardship strategy. • Visitor use management plan. • Accessibility self-evaluation and transition plan. • Records management plan. • Resource stewardship strategy.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.) • “Protection of Historic Properties” (36 CFR 800) • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • Programmatic Agreement Among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)

Fundamental Resource or Value	Military Harbor Defenses
Related Significance Statements	Significance statement 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> As indicated in the 2013 State of the Park report for the monument, the monument's 19 significant historic coastal defense structures retain most aspects of their historic integrity reflecting the World War I and World War II eras (1918–1942). The structures have an overall facility condition index of good, although 12 structures are identified as being in good condition, 5 in fair condition, and 2 in poor condition. Some deterioration of the structures has occurred consistent with their age and exposure to weathering. This consists primarily of cracking of the reinforced concrete walls and roofs and localized spalling. Exposed concrete reinforcing bars and steel structural components have corroded in some locations. One bunker has been completely restored, and a military history exhibit is housed in a former radio station building; the exhibit does not meet current NPS content standards. All military structures remain closed unless opened by staff. Preservation maintenance is guided by a current historic structure report. Facilities staff are trained in historic preservation philosophy, standards, methods, and materials. The monument receives regular cyclic funding for cyclic maintenance repairs of coastal defense structures. <p>Trends</p> <ul style="list-style-type: none"> There is increasingly strong public interest in the military structures. The structures are stable and are expected to remain on a regular monitoring and maintenance schedule. The structures are becoming increasingly significant as examples of the technological development of military weapons and defense systems deployed along the West Coast.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Graffiti and vandalism are potential threats to the condition and integrity of the structures. Maritime conditions present preservation maintenance challenges as a result of salt air corrosion and erosional impacts resulting from storms and other factors along the bluffs where the structures are situated. Burrowing rodents occasionally enter the structures and contribute to resource damage. <p>Opportunities</p> <ul style="list-style-type: none"> There are opportunities to expand interpretation/living history programs regarding the military coastal defenses. The sites and defense structures have special meaning to many World War II veterans, historians, military history enthusiasts, and military personnel who visit the monument. Oral histories can be conducted with World War II veterans and others having direct connections to the defenses. More structures could be opened to visitors on a regular basis, including the generator station. Purchase searchlights / original equipment for restoration and interpretation. The pop-up World War I light bunker could be restored.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> Historic Structure Report for Harbor Defense Structures, 2000.

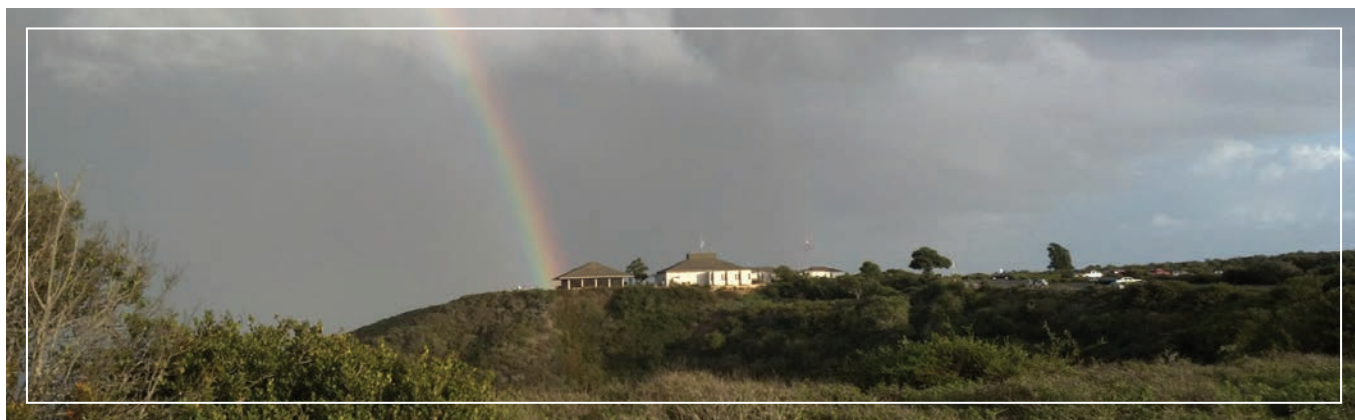
Fundamental Resource or Value	Military Harbor Defenses
Data and/or GIS Needs	<ul style="list-style-type: none"> • Cultural landscape inventory – military structures. • Historic resource study. • Cultural resource condition assessment.
Planning Needs	<ul style="list-style-type: none"> • Long-range interpretive plan (update). • Cultural landscape report. • Resource stewardship strategy.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.) • “Protection of Historic Properties” (36 CFR 800) • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • Programmatic Agreement Among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)





Fundamental Resource or Value	Scenic Views
Related Significance Statements	Significance statement 6.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The monument's expansive and panoramic scenic views and landscape continue to be a primary visitor attraction, with the best viewing opportunities at the lighthouse area. Historically, Point Loma has been used for observation of the Pacific Ocean and San Diego Bay, serving strategic military, navigational, and recreational purposes. • Views from Point Loma are dynamic, often rapidly changing in response to maritime weather conditions. • Prevailing winds tend to push air pollutants west (offshore) of the monument. However, pollution-caused regional haze sometimes obscures distant views of mountains and other scenic vistas viewed from Point Loma. Also, the monument is in an ozone nonattainment area as designated by the Environmental Protection Agency. Air quality in the vicinity of the monument is generally excellent. • The Whale Watch Overlook (built in 1952) is a three-sided stone, glass, and metal frame structure south of the Old Point Loma Lighthouse. It provides sheltered space for whale watching and contains wayside exhibits and an audio station interpreting the migration of gray whales in multiple languages. Unpaved paths lead to the whale viewing plaza. • The Kelp Forest and Whale Watch Overlook have been remodeled with new signs and displays. • Point Loma's remote, exposed location, combined with the shallow depth of soil and lack of water, prevented more extensive development from historically occurring other than the lighthouse and coastal defense works, which has helped preserve the views and public access to the site. • Although the night sky is somewhat impacted by artificial light, the park unit is likely one of the best places in the region to see celestial objects at night, especially looking out over the ocean. The condition is further threatened by current trends in outdoor lighting, which include (1) more lighting fixtures, (2) use of brighter bulbs, and (3) lights that have bluish hues. <p>Trends</p> <ul style="list-style-type: none"> • The monument is receiving increased marketing and media exposure that contributes to increased visitation. • Increased vegetation growth at the monument has led to vegetation management efforts to maintain scenic views.

Fundamental Resource or Value	Scenic Views
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Vehicle and equipment exhaust, marine shipping, and power plants major contributors to air quality impacts regionally. Emissions have been reduced over the past decade due to EPA and State of California requirements for cleaner fuels and engines and have improved air quality conditions. • There is a potential that incompatible development could occur in the future outside the boundaries of the park that could intrude on the viewshed and scenic landscape. <p>Opportunities</p> <ul style="list-style-type: none"> • New wayside exhibits are planned to enhance interpretation of the scenic views. • Amphitheater improvements and enhancements to the sunroom in the view building are anticipated to improve viewing opportunities. • Accessibility improvements can expand viewing opportunities for disabled visitors. • Work cooperatively with federal and state air quality agencies and local stakeholders to reduce air quality impacts in the monument from sources of air pollution. Partnering with nearby landowners, planners, and developers could similarly increase awareness about the importance of the monument's scenic views and air quality. • A viewing area is planned for parking lot 1.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visual resource inventory including measuring air pollutants. • Monitor visibility and deposition air quality indicators. • Night sky inventory/analysis and lighting evaluation.
Planning Needs	<ul style="list-style-type: none"> • Visual resource management plan. • Accessibility self-evaluation and transition plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • The Clean Air Act (42 USC 7401 et seq.) gives federal land managers the responsibility for protecting air quality and related values, including visibility, plants, animals, soils, water quality, cultural resources, and public health, from adverse air pollution impacts <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.4) "Park Management" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§3.1) "General" • NPS Management Policies 2006 (§4.7) "Air Resource Management" • NPS Management Policies 2006 (§4.10) "Lightscape Management" • NPS Natural Resource Management Reference Manual 77



Fundamental Resource or Value	Terrestrial Ecosystem
Related Significance Statements	Significance statement 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Point Loma's coastal Mediterranean ecotype supports several sensitive and endangered native plant communities: coastal sage scrub, maritime succulent scrub, southern maritime chaparral, southern coastal bluff scrub, and southern foredune scrub. Development has eliminated over 70% of the coastal Mediterranean ecotype in Southern California. The monument contains approximately 160 acres of relatively undisturbed coastal sage scrub habitat that is becoming increasingly rare in Southern California, which supports many plant and animal species that are more commonly found south of the U.S. border. The species richness and diversity of coastal sage scrub habitat have remained constant over the 15-year period in which monitoring has been conducted. The most common coastal sage scrub species are well represented. Status and trends for the less common annual species, which play an important role in the coastal sage scrub habitat, are not well-known because of the difficulty of monitoring rare annual species. Five representative indicator plant species account for 70% of the average percent cover detected in monitoring transects. The percent of cover of these species (<i>Artemisia californica</i>, <i>Encelia californica</i>, <i>Eriogonum fasciculatum</i>, <i>Rhus integrifolia</i>, and <i>Salvia mellifera</i>) has remained constant over the 15-year monitoring period. It is estimated that no more than 15% of the original distribution of coastal sage scrub is still intact in California and what lands do remain are highly fragmented and sensitive to disturbance. The monument and the Point Loma Peninsula are at the transition between the coastal sage scrub community of southwestern California and the maritime succulent scrub characteristic of northwestern Baja California. This unique geographical setting is the primary factor contributing to the unique assemblage of vegetation, which is not found anywhere else in the United States. The ecosystem is small but pristine, although nonnative populations have declined. Many new native plant discoveries have been made in recent years as a result of increased survey and monitoring. Approximately 25% of the plant species found at the monument are nonnative. However, a large percentage of the monument's acreage is relatively free of nonnative species and most occurrences are limited to roadsides, trails, and disturbed areas associated with facility development. The monument supports 12 species of reptiles and amphibians, at least 15 species of mammals, and an abundance of invertebrate species. A multitude of bird species have been identified; resident species use native vegetation for nesting habitat while migrants use this area of the Point Loma Peninsula as a stopover along their migratory routes. The National Park Service partners with the U.S. Fish and Wildlife Service, U.S. Navy, U.S. Coast Guard, Department of Veterans Affairs, and the City of San Diego to preserve these rare and sensitive plant and animal communities as part of the Point Loma Ecological Conservation Area. The U.S. Fish and Wildlife Service considers Point Loma to be a major wildlife resource of regional significance due to the quality, abundance, and diversity of habitats and its position adjacent to the Pacific Ocean. To date, approximately 104 bird species have been identified on the peninsula. <p>Trends</p> <ul style="list-style-type: none"> The monument's natural resource staff is committed to improving the quality of coastal sage scrub habitat. An annual, statistically robust monitoring program began in 2012 that will continue to provide park managers with reliable status and trend data for both common and uncommon native plant species.

Fundamental Resource or Value	Terrestrial Ecosystem
Current Conditions and Trends	<p>Trends (continued)</p> <ul style="list-style-type: none"> • New gnatcatcher populations have been identified at the monument. • Wildlife populations have remained relatively constant (no decline in richness).
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • External forces threaten the stability and integrity of native plant communities in the monument. Past land use, urban development, and habitat fragmentation have despoiled much of the surrounding landscape, although the monument's native landscapes have escaped much of this degradation. • Bounded by development, military infrastructure, and water, the monument is essentially an isolated island of natural habitat. This isolation presents the greatest threat to the monument's coastal sage scrub community. The residential and military development serves as a source of nonnative species introductions. It also limits the ability of native species to disperse, restricting the flow of genetic material into and out of the monument. • Ecological processes, which are critical to maintaining a healthy native landscape, have also been disrupted. Fire, while never frequent at the monument, has been completely excluded by the military development. The absence of fire is a potential long-term threat to at least one unique community component, <i>Ceanothus verrucosus</i>, which requires fire to germinate. Many other unique plant species, especially succulents, are fire intolerant and may have developed to their current extent because of fire exclusion. • Most of the larger mammals (bobcats, foxes, etc.) have been extirpated from the monument, in large measure due to lack of habitat continuity. Seven species of reptiles have also been lost in recent years for unknown reasons. • Feral cats threaten bird and other animal populations. • Mediterranean-type ecosystems (like Southern California) are among those especially likely to be affected by a reduction in rainfall as a result of climate change. Projected changes in annual precipitation are slight (~2%) and different models variously project increases and decreases in annual precipitation. Experimental data show coastal sage scrub species can outcompete invasive grasses under lower rainfall conditions. • Habitat fragmentation can threaten the sustainability of fragile plant and animal communities. • Artificial light and noise can also disrupt ecological processes and are not well understood. <p>Opportunities</p> <ul style="list-style-type: none"> • A commitment to be free of invasive plant species by 2016 will improve the monument's habitat quality (particularly for less common, low-lying annuals) by opening up space for native coastal sage scrub species to re-establish. • Restoration of critical wildlife habitat would assist efforts to protect several animal species. • Increased collaborative management with the U.S. Navy would help achieve broad resource management objectives throughout Point Loma and the ecological conservation area. • New monitoring protocols will be shared with Santa Monica Mountains National Recreation Area and Channel Islands National Park. • A connecting trail could be established between the upper part of the monument and the tide pool area. • Interpretation of the ecosystem could be enhanced with new wayside exhibits, nature hikes, and social media. • There may be opportunities to partner with the Mexican government to achieve internationally important resource protection objectives. • Increased recruitment of volunteers would assist resource protection efforts at the monument.

Fundamental Resource or Value	Terrestrial Ecosystem
Threats and Opportunities	Opportunities (continued) <ul style="list-style-type: none"> Expanding the science communication program would help develop broad-based public support for the monument's resource protection goals and awareness of management issues. Establish a native plant garden to increase awareness of native plants.
Data and/or GIS Needs	<ul style="list-style-type: none"> GIS data collection for invasive treatments of terrestrial ecosystem. Increase pollinator monitoring. Ocean acidification monitoring (pH and temperature data). Coastal California gnatcatcher monitoring protocol (threatened bird in coastal sage scrub). Ongoing regional air quality monitoring providing updated ground-level ozone and air pollutant deposition conditions for the monument. Bat monitoring protocol (including sampling to assessment mercury levels). Lighting inventory. Night sky inventory/monitoring. Baseline acoustic inventory.
Planning Needs	<ul style="list-style-type: none"> Vegetation management plan (update). Resource stewardship strategy.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV <ul style="list-style-type: none"> Endangered Species Act of 1973, as amended National Invasive Species Act Lacey Act, as amended Migratory Bird Treaty Act (16 USC 703-712) Bald and Golden Eagle Protection Act (16 USC 668) National Environmental Policy Act of 1969 (42 USC 4321) Federal Noxious Weed Act of 1974, as amended Clean Water Act The Clean Air Act (42 USC 7401 et seq.) gives federal land managers the responsibility for protecting air quality and related values, including visibility, plants, animals, soils, water quality, cultural resources, and public health, from adverse air pollution impacts Executive Order 13112, "Invasive Species" Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) <ul style="list-style-type: none"> NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" NPS Management Policies 2006 (§4.1) "General Management Concepts" NPS Management Policies 2006 (§4.1.4) "Partnerships" NPS Management Policies 2006 (§4.4.1) "General Principles for Managing Biological Resources" NPS Management Policies 2006 (§4.7.2) "Weather and Climate" NPS Director's Order 18: Wildland Fire Management NPS Natural Resource Management Reference Manual 77 NPS Reference Manual 18: Wildland Fire Management

Analysis of Other Important Resources and Values

Other Important Resource or Value	Visitor Center Historic District
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The facility condition index for the visitor center historic district is good. • The visitor center historic district is eligible for listing in the National Register of Historic Places for its association with the design and construction principles of the NPS Mission 66 program of the 1950s and 1960s. • The landscape design, including the site layout, grading, circulation features, two overlooks, and parking design, was the work of the NPS Western Office of Design and Construction. The three buildings of the visitor center were designed by noted California architect Frank L. Hope & Associates. • Pavement cracks have developed. • The 2009 cultural landscape inventory is up to date. • A seismic retrofit has been completed. • A restroom remodel is planned to address accessibility requirements. • The area is intended to meet multiuse requirements. <p>Trends</p> <ul style="list-style-type: none"> • The historic district is projected to remain in stable condition. • There are increasing demands for special uses to occur in the historic district buildings. • There is increasing international visitation.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Vegetation buildup in the vicinity of the historic district presents a potential threat for wildfire requiring appropriate vegetation management measures. • Nesting birds, burrowing rodents, and other wildlife can impact the buildings and infrastructure in the historic district. • Termites have been observed in the buildings and present an ongoing threat of structural damage requiring monitoring and control. • Potential future design alterations could affect the character-defining features of the historic district and its national register eligibility. <p>Opportunities</p> <ul style="list-style-type: none"> • There are opportunities to develop an accessibility-compliant path from the parking area to the visitor center. • An amphitheater could be developed. • New wayside exhibits are planned for installation in fiscal year 2016. • Facilities used by concessions operators can be upgraded. • The interpretive walkway can be upgraded to possibly include a historic time line.
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> • Cultural landscape inventory (2009).
Data and/or GIS Needs	<ul style="list-style-type: none"> • None identified.
Planning Needs	<ul style="list-style-type: none"> • Sign/wayfinding plan. • Cultural landscape report – visitor center historic district. • Visitor use management plan. • Historic structure report – visitor center historic district.

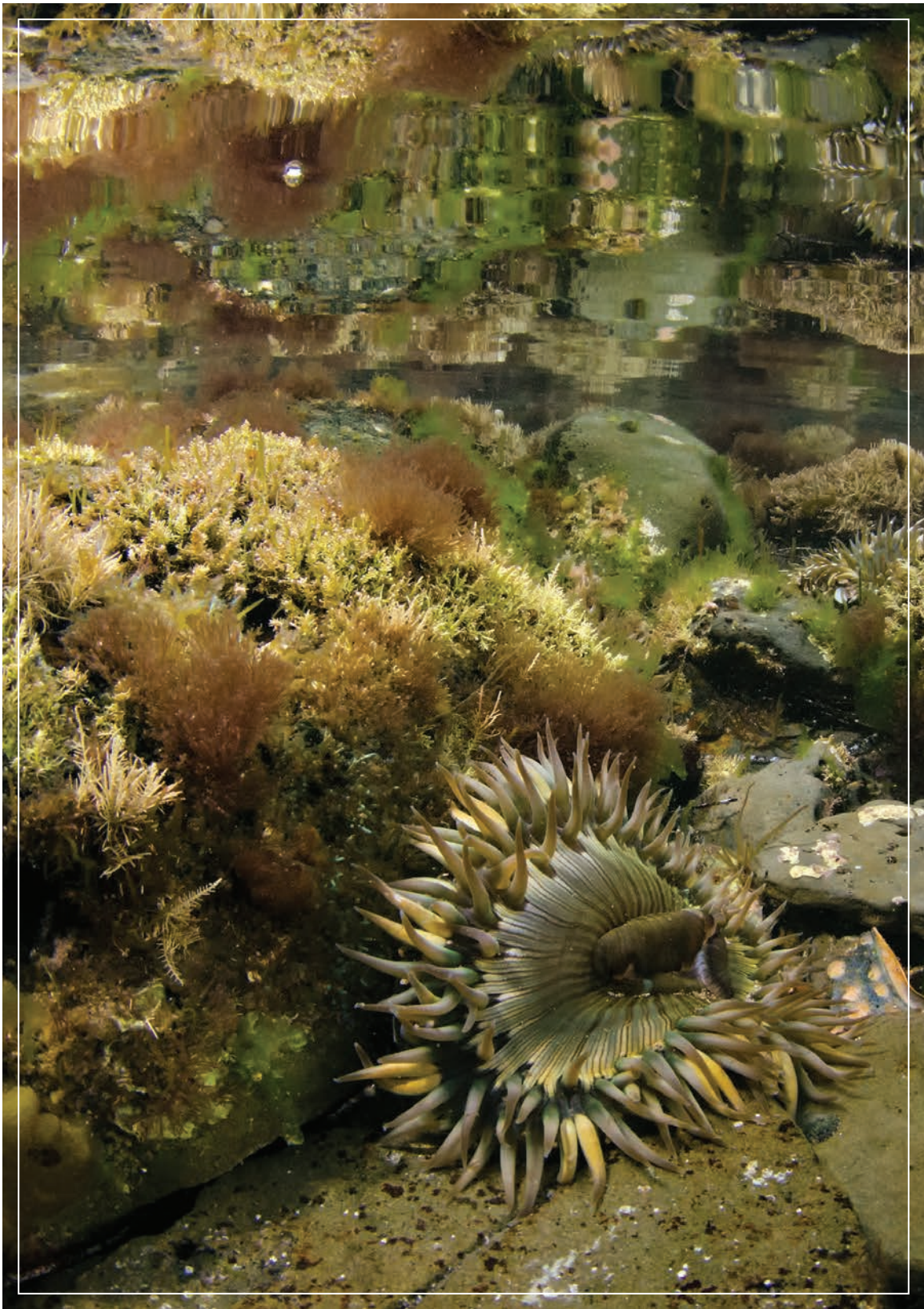
Other Important Resource or Value	Visitor Center Historic District
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.) • "Protection of Historic Properties" (36 CFR 800) • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i> • NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" • Programmatic Agreement Among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)



Other Important Resource or Value	Geologic Resources
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Cabrillo National Monument is in a tectonically active area. A 0.6 mile- (1-km-) wide fault zone (the Rose Canyon Fault) lies east of the monument in San Diego. This zone includes north-to-northwest-trending, right-lateral strike-slip faults with appreciable (lateral) offset. Various strands of the Rose Canyon fault zone, such as the Silver Strand fault, dissect the Point Loma Peninsula. • During storms, high-energy waves erode cliff faces, which are composed of the Point Loma Formation; sections slough off as a result of storm activity. Southeast-facing slopes are particularly prone to wave activity and are a source of weathered sand; small beaches composed of this material occur on the bayside of the monument. • Riprap and shotcrete placed along the coast is intended to stabilize the shoreline but can alter tidal processes. • The entrance road is 6 feet from the edge of the cliffs and is eroding. • A previously undiscovered fault was recently identified. <p>Trends</p> <ul style="list-style-type: none"> • Some coastal areas continue to deteriorate as a result of collapsing cliff faces and sea caves. • Visitors often get misinformation about accessing the sea caves.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Visitor use contributes to erosional impacts. • Concern exists that the sewage treatment plant road will collapse due to geologic hazards. • There are visitor safety issues as a result of erosion and unstable/shifting boulders. <p>Opportunities</p> <ul style="list-style-type: none"> • Opportunities exist for geology interpretive talks and walks and Point Loma's environmental history. • Point Loma provides excellent teaching opportunities for local and state college geology programs. • There are opportunities to expand geological/erosion research. • A project is scheduled in the Project Management Information System to repair the bayside trail. Slide 1 stabilization completed in 2014. Slide 2 stabilization planned for fiscal year 2017. • A better understanding of faulting and related seismic activity is needed to inform future development at the monument and on the peninsula.
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> • Katie KellerLynn, Geologic Resource Evaluation Scoping Summary (2008). • Kennedy, M. P., and S. S. Tan. 2008 geologic map of the San Diego 30-by-60 foot quadrangle, California: A digital database. Scale 1:100,000. Sheet 1 of 2. Regional Map Series 3. Sacramento, CA: California Department of Conservation, California Geological Survey.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Erosion assessment. • Geologic mapping.
Planning Needs	<ul style="list-style-type: none"> • None identified.

Other Important Resource or Value	Geologic Resources
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • National Environmental Policy Act of 1969 (42 USC 4321) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" • Executive Order 13547, "Stewardship of the Ocean, Our Coasts, and the Great Lakes" • Paleontological Resources Preservation Act of 2009 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS <i>Management Policies 2006</i> (§4.1) "General Management Concepts" • NPS <i>Management Policies 2006</i> (§4.1.4) "Partnerships" • NPS <i>Management Policies 2006</i> (§4.4.1) "General Principles for Managing Biological Resources" • NPS <i>Management Policies 2006</i> (§4.7.2) "Weather and Climate" • NPS <i>Management Policies 2006</i> (§4.8.1) "Protection of Geologic Processes" • NPS <i>Management Policies 2006</i> (§4.8.2) "Management of Geologic Features" • NPS <i>Natural Resource Management Reference Manual 77</i>





Pacific West Foundation Document Recommendation Cabrillo National Monument

February 2017

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Pacific West Regional Director.




RECOMMENDED

Andrea Compton, Superintendent, Cabrillo National Monument

02/13/2017

Date



APPROVED

Laura E. Joss, Regional Director, Pacific West Region

2/23/17

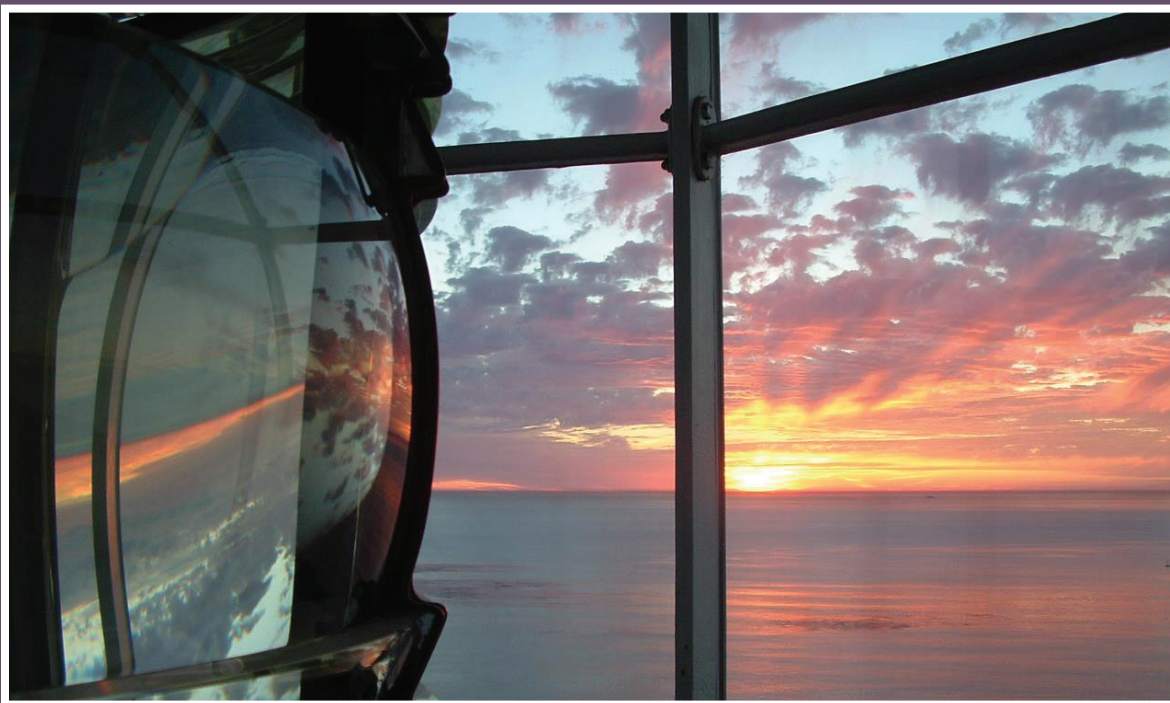
Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

CABR 342/136664
February 2017

Foundation Document • Cabrillo National Monument



NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR