

## Preface



AN AERIAL VIEW OF FORT SCOTT, CAPTURED IN 2001

In 1972, in recognition of its spectacular setting, important historical resources, and rich ecological and scenic attributes, Congress decreed that if the U.S. Army no longer needed the Presidio of San Francisco, it would become part of the Golden Gate National Recreation Area (GGNRA), the country's largest national park in an urban area. In 1989, the U.S. Army announced that the oldest continuously operating military post in the country would be closed, and so the Presidio became a park for the American people.

The very characteristics that distinguish the Presidio - its many historic buildings, cultural landscapes, and urban location - also make it expensive to preserve and operate. In 1996, in recognition of the Presidio's singular character and of the challenges and expense attending its preservation, Congress took a further step and established the Presidio Trust. Congress reasoned that "an innovative public/private partnership that minimizes cost to the United States Treasury" was necessary to oversee the Presidio as a distinct part of the GGNRA.<sup>1</sup>

*1 The 1,491-acre Presidio of San Francisco is at the center of the Golden Gate National Recreation Area (GGNRA), which was created by Congress in 1972. The GGNRA legislation ensured that if the military deemed the Presidio excess to its needs, jurisdiction would be transferred to the National Park Service (NPS). In 1989, the Presidio was designated for closure and in 1994, the U.S. Army transferred the Presidio to the NPS. In 1996, the Presidio Trust Act (see Appendix A) gave jurisdiction of the 1,168-acre inland area of the Presidio known as Area B to the Presidio Trust; the NPS continues to manage the shoreline, or Area A. See Appendix B for additional background.*



**FIGURE 1.1** GGNRA CONTEXT MAP

■ Golden Gate National Recreation Area  
■ Adjacent Open Space

### GGNRA CONTEXT MAP

To limit taxpayer liability for the Presidio’s ongoing costs, Congress required that the park be financially self-sufficient by 2013, and gave the Trust the authority to lease property in order to generate the revenues needed to operate the park and undertake the necessary capital improvements. No other unit of the national park system operates in the same way or under the same stricture.

If viewed alone, however, the financial imperative imposed by Congress presents a distorted picture of what the Trust must accomplish. The Trust can achieve financial self-sufficiency in any number of ways, but if it does so without having created the financial base to ensure the rehabilitation of the Presidio’s historic buildings and landscapes, the restoration of its natural resources, and the preservation of its distinct character, the Trust will not have accomplished its mission.

The Trust’s financial requirement and its mandate to preserve and protect the park cannot be separated. This mandate is central to everything that the Presidio Trust does, from rehabilitating and leasing historic buildings to restoring historic landscapes and protecting rare and endangered species. It is the purpose behind the Trust’s work and the guiding principle of the *Presidio Trust Management Plan: Land Use Policies for Area B of the Presidio of San Francisco* (PTMP, or Plan).

The Plan makes clear that the appearance of the Presidio will not substantially change over time and that the park will thrive. First and foremost, the Plan ensures the preservation of the Presidio’s National Historic Landmark District, the restoration of valuable natural resources, and the opportunity for diverse and meaningful visitor experiences, while ensuring the long-term environmental and financial sustainability of the park. The Plan is not an implementation plan, but a statement of policy that is intended to guide future implementation decisions. It is the result of an extensive public process, and anticipates further detailed planning and public input.



**FIGURE 1.4**  
 AREA A & B BOUNDARIES

--- Area B Boundary

BOUNDARIES OF AREAS A & B



THE PTMP IS A FRAMEWORK FOR PRESERVING THE PRESIDIO AS A GREAT NATIONAL PARK IN THE HEART OF A BUSTLING URBAN AREA

Ongoing public involvement will be critical to the Presidio's success. This Plan is a framework to which members of the public are invited to continue devoting their creative energy and carefully considered thoughts. The Trust pledges to involve the public, not only in the more specific planning that will follow adoption of this framework, but also in the actual work of preserving the park. In this way, the magical qualities of this spectacular place and the excitement that accompanies its sustainable restoration will be shared with the people for whom the Presidio has been saved as a national park.

When Yellowstone was set aside for the public 130 years ago, we forever changed the way we would view our land. Since then, the national park idea has been expanded to embrace historic sites as well as urban recreation areas, extending the benefits of the national park system to more of the American public. In the past two years, a third of all American adults visited a national park.<sup>2</sup>

The Trust will collaborate with the National Park Service (NPS), as well as other partners, to ensure that a broad cross-section of the American public has many opportunities to explore the Presidio, to understand its rich history, and to appreciate its diverse natural resources. Through collaboration and increased opportunities for public involvement, the Trust will build a constituency that may change over time, but will always care for the park.

<sup>2</sup> *"Rethinking the National Parks for the 21st Century," National Park System Advisory Board Report 2001, page 7*

## *The Vision*



AS A FORMER ARMY POST, THE PRESIDIO IS HOME TO AN INCREDIBLE ARRAY OF HISTORIC AND NON-HISTORIC BUILDINGS

The Trust has a responsibility to the nation that moved to protect the Presidio, first as a National Historic Landmark District, and then as a national park. The Trust also recognizes the love that so many people have for the Presidio, and shares their desire that the park have a great future. That passion has been articulated throughout the planning process for the Presidio for more than a decade. In 1994, the NPS General Management Plan Amendment (GMPA) presented a vision for the Presidio that captured the imagination of the local public: the Presidio should not simply be preserved, but should be preserved to serve a vision greater than itself. The former military post would become a global center dedicated to addressing the world's most critical challenges.<sup>3</sup>

For many, this vision resolved the dilemma posed by what distinguishes the Presidio from most national parks: it has a substantial amount of leasable property, and it is situated in the midst of a major urban area. The activities of leasing and managing real estate would no longer confound ideas of what a park should be - they would all have a purpose.

*3 The GMPA was adopted in 1994 as the NPS plan for the entire Presidio (Areas A and B). The PTMP is the Presidio Trust's plan for Area B; the GMPA remains the management plan for Area A.*

The vision set forth in the 1994 GMPA was based on one principal assumption, that Congress would continue to appropriate funds for the Presidio to supplement lease revenues. The PTMP, however, is built on a very different financial reality: annual federal appropriations to the Presidio will decrease to zero by 2013, making increased revenue generation critical to the operation and maintenance of the park over the long-term. Thus, while the PTMP owes much to the GMPA that preceded it, the Trust cannot share the vision that the Presidio should be preserved for a purpose beyond itself.

The Trust's vision is the one that was directed by Congress: to preserve the Presidio as a park for the American public.

This more focused vision alone is a formidable one. To preserve the Presidio, the Trust must embrace the history and landscape of this place. Historical sites are not abstractions, but "the fabric that binds America's past and present."<sup>4</sup> Such places must be preserved through active reuse. The Presidio's military history reflects the history of the people who have shaped the physical, political, and social landscape of the West. Thus, this former military post is an ideal place for investigating our collective past, allowing visitors to address the issues before them with a deeper awareness of the nation's history.

That such an astonishingly beautiful place, home to many rare and endangered species, exists within an urban area makes it all the more valuable and critical to preserve. Its urban context means that more people will have the opportunity to experience the pleasure and peace of open space, to expand their experience of the natural world, and to understand better how species endure and what threatens their survival.



NATIVE PLANT COMMUNITIES AND THE HISTORIC FOREST HELP TO DEFINE THE CHARACTER OF THE PRESIDIO'S VAST OPEN SPACE

The Presidio is the legacy of the generations of people who lived here and cared for this post; that legacy will be carried forward with the same spirit. Our hope is to see the Presidio become home to an enduring community. We envision a place where public, private, and non-profit sectors come together and share their ideas and resources; where educators and students explore the world around

them; where artists, scientists, and storytellers pursue their passions; where parents and children play; where visitors deepen their understanding of the connections between human and natural history; and perhaps most important, where an individual, alone or in concert with others, can find peace of mind and personal inspiration.

*The Plan*



NATIONAL PARK SERVICE RANGER-LED WALK



HISTORIC FUNSTON AVENUE HOME



GATHERING SEEDS FOR RESTORATION PROJECTS

The first chapter of the Plan articulates the planning principles that will help the Presidio Trust realize its goals of preserving and enhancing the park's resources and bringing people to the park. Chapter Two sets forth area-wide, conceptual (rather than site-specific) land use preferences that will guide rehabilitation and leasing; it sets forth planned building square footage, open space acreage, and park-wide land uses. This chapter also describes the type and location of resident and visitor amenities, housing, and access and circulation improvements, as well as infrastructure and



maintenance programs. Chapter Three defines the characteristics of the seven planning districts that will be governed by this Plan and presents planning guidelines for each. Finally, Chapter Four explains how the Trust will address the financial constraints under which it must operate to manage the park.

*“As part of the Golden Gate National Recreation Area, the Presidio’s significant natural, historic, scenic, cultural and recreational resources must be managed in a manner which is consistent with sound principles of land use planning and management, and which protects the Presidio from development and uses which would destroy the scenic beauty and historic and natural character of the area and cultural and recreational resources.” (Presidio Trust Act)*

The PTMP makes a commitment to:

- **More open space and less building space.** Over time, the Presidio Trust plans to increase the amount of open space at the Presidio by about 99 acres, largely by removing the Wherry Housing complex (Baker Beach Apartments) and some of the Washington Boulevard housing in the southern part of Area B. The Presidio Trust also plans to remove some non-historic housing in the East Housing district to restore the Tennessee Hollow stream corridor.

The Presidio Trust plans to reduce today’s 5.96 million square feet of building space to 5.6 million or less, primarily by reducing the number of non-historic buildings in the park. Buildings and activities, including workplaces, housing, and visitor amenities, will continue to be clustered in areas with high concentrations of historic buildings and easy access to transportation. The clustering of building space will reinforce community life, reduce automobile dependence, increase use of transit, and make both land use patterns and resource use more sustainable.

- **Public use.** The Presidio Trust plans to make available approximately one-third of all building space for public uses, including educational and cultural tenants such as resource management and conservation training organizations, schools, museums, and arts and historical organizations, as well as conference space, small-scale lodging, recreational uses, and visitor amenities, such as cafes and restaurants. The Trust and the National Park Service will collaborate to provide interpretive services, visitor orientation, and educational programs. These public uses will be located mainly in existing structures, although some circumstances may require limited new construction to replace building space removed elsewhere.
- **Residential and office uses to support the park.** Housing and offices have always been an essential component of the Presidio’s landscape, and will remain so. Many of the homes here contribute to the Presidio’s National Historic Landmark status, and office use is often the most effective way to reuse historic, non-residential buildings.

Non-historic housing that is removed to create open space will be replaced, if necessary, to meet planning objectives such as housing Presidio-based employees, financing natural resource enhancements, preserving historic buildings, or improving compatibility with the National Historic Landmark District. Replacement units may be created by subdividing large units into smaller ones or by converting non-residential buildings to housing. Construction of new housing would be subject to additional site-specific planning and public input. The number of housing units and other residential accommodations in the park will not exceed the current number (approximately 1,650).

A diverse group of office tenants is expected to occupy about one-third of the building space in the park. Given the Presidio’s location and the types of space available, the type of commercial

enterprises at home in “Class A” downtown space or suburban business parks are not likely to be a large part of the tenant mix.

- **Sustainable transportation and infrastructure systems.** The Presidio Trust will adhere to sustainable practices and environmentally sound technologies in maintaining and operating its facilities. The Presidio Trust is developing transportation strategies to minimize automobile use, including an aggressive transportation demand management (TDM) program, more options for public transit and pedestrian and bicycle travel, housing in the park for Presidio-based employees, and parking management.
- **Opportunities for public participation.** The Presidio Trust will use this Plan to guide future planning and land use decisions. The Plan is a long-term one, and must, therefore, be able to accommodate inevitable changes. In conformance with the National Environmental Policy Act (NEPA) and the National Historic Preservation Act (NHPA), the Presidio Trust will offer opportunities for public input before making many implementation decisions.



ENJOYING A PRESIDIO BALL FIELD



PUBLIC PLANNING WORKSHOP



ALTERNATIVE TRANSPORTATION OPTIONS

## Summary of Planning District Concepts



FIGURE I PLANNING DISTRICTS, EXISTING AREAS OF DEVELOPMENT AND PROPOSED OPEN

The PTMP sets forth land use preferences and development guidelines for the seven planning districts, as shown in Figure I. For each district, the concepts and guidelines address the different characteristics of the area, including open spaces, total building space, circulation, and access. These guidelines will inform future land use and implementation decisions.

### 1. Main Post

#### *Heart of the Presidio/Visitor and Community Center*

The Main Post will continue to be a focal point for visitor orientation as well as a community center where people live, work, and enjoy themselves. The district's rich historic buildings and landscapes will be preserved, the historic parade ground re-established, and other outdoor spaces rehabilitated.

## **2. Crissy Field (Area B)**

### *Bayfront Recreation and Cultural Destination*

The Trust will undertake site enhancements and historic building rehabilitation in Area B of Crissy Field to accommodate public uses and visitor amenities that complement the spectacular bayfront park of Area A. Important open space will be retained and natural resources will be protected. Some non-historic buildings may be retained and reused.

## **3. Letterman**

### *Residential and Working Campus*

The Letterman district will be home to the Letterman Digital Arts Center, occupied by one of the country's most creative and innovative enterprises. The district will continue to offer a mix of office and residential uses. Rehabilitation of open spaces will reinforce the campus feeling.

## **4. Fort Scott**

### *Contemplative Retreat*

The Trust will preserve Fort Scott's rich collection of historic buildings and landscapes in a manner that retains the district's contemplative setting. Preferred uses will include educational and conference facilities as well as complementary lodging, housing, and support services.

## **5. Public Health Service Hospital**

### *Residential and Educational Community*

Residential and educational uses will be sought for historic buildings in the former Public Health Service Hospital district. Habitat for rare and unique plant and wildlife species will be protected and enhanced.

## **6. East Housing**

### *Residential Neighborhood and Nature's Refuge*

The East Housing planning district will continue to be primarily residential. The Tennessee Hollow riparian corridor will be restored, and some non-historic housing will be removed if required to restore natural systems. Open space and forested areas will be preserved to provide wildlife habitat and a peaceful refuge for visitors.

## **7. South Hills**

### *Outdoor Recreation and Woodland Retreat*

A significant amount of non-historic housing and associated streets in this district will be removed over time to restore open space and natural systems, and to improve the quality of the visitor experience. The Cemetery will maintain its current size and configuration. The district will be a setting for contemplation, education, research, and recreation. A limited amount of housing will remain.

## *Implementing The Plan*

The Presidio Trust's success will be measured largely by the timely rehabilitation and reuse of the Presidio's historic buildings and landscapes, the quality and quantity of open spaces that are created or enhanced, and the extent to which the park resources are understood and enjoyed by the public. Unlike parks characterized by tracts of wilderness, the Presidio's resources need active intervention to ensure their preservation. Therefore, the rate at which the Trust moves to protect resources will affect the Trust's ultimate ability to preserve the park.

What the Presidio Trust does today will have consequences for many years. The Trust is learning to understand and adhere to the values so vividly apparent throughout the Presidio in the balance between its historic buildings and the landscape. The harmony adds an aesthetic dimension that reflects the aspirations of the generations who transformed the Presidio through two centuries of living and working here. This balance helps to establish the standard to which the Presidio Trust will aspire and by which the Trust's success will be judged.



THE FORMER SIXTH U.S. ARMY HEADQUARTERS WAS REHABILITATED USING PRIVATE FUNDS INVESTED BY THE TENANT

Caring for the Presidio will be costly. Long-term success will depend on the Trust's ability to apply sound principles of finance and real estate management to a complex set of challenges, including changes in level and sources of revenue, timing of cash flow, market conditions, leasing risks, and cost controls. At present, annual appropriations and lease revenues are the principal sources of funds. Moving forward, the Trust must maximize revenues in the near-term to offset the loss of revenues in the future from housing that is slated for demolition, as well as to anticipate the end of the congressional appropriations. The quality and quantity of building space that is rehabilitated and leased between now and 2013 will determine how the Trust meets the initial threshold of financial self-sufficiency.

In managing and leasing non-residential properties, the Trust is committed to maintaining a diverse tenant mix. The Trust will neither limit the potential tenant pool to those of a particular business or purpose, nor set quotas related to organizational or business structure. Tenant diversity will create a robust community and a stable revenue stream. The Trust will select tenants on the basis of the following criteria: (1) ability to enhance the financial viability of the Presidio and facilitate the cost-effective preservation and reuse of an historic building, (2) contribution to the implementation of the general objectives of the GMPA (see box) and to the visitor experience, and (3) compatibility with the planning principles and preferred uses set forth in this Plan. In seeking tenants, the Trust will provide for reasonable competition; in making decisions that involve physical changes to the park, the Trust will seek public input in conformance with the National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA).

## *General Objectives of the GMPA*

The Trust Act directs the Presidio Trust to manage the property under its jurisdiction in accordance with (1) the purposes of the Act establishing the GGNRA,<sup>1</sup> and (2) the “General Objectives” of the GMPA.

The General Objectives set forth in Presidio Trust Board Resolution 99-11 dated March 4, 1999 are:

- *To preserve and (where appropriate) enhance the historical, cultural, natural, recreational, and scenic resources of the Presidio.*
- *To address the needs of Presidio visitors, tenants, and residents for community services such as transportation, water, power, waste management, and public safety (among others) in an environmentally responsible manner, while respecting neighboring communities.*
- *To increase open space, consolidate developed space, and provide for appropriate uses of the Presidio, including uses that involve stewardship and sustainability, cross-cultural and international cooperation, community service and restoration, health and scientific discovery, recreation, the arts, education, research, innovation, and/or communication.*
- *To sustain the Presidio indefinitely as a great national park in an urban setting.*

*1 The purposes of the GGNRA Act are as follows:*

*“In order to preserve for public use and enjoyment certain areas of Marin and San Francisco Counties, California, possessing outstanding natural, historic, scenic, and recreational values, and in order to provide for the maintenance of needed recreational open space necessary to urban environment and planning, the Golden Gate National Recreation Area is hereby established. In the management of the recreation area, the Secretary of the Interior shall utilize the resources in a manner which will provide for recreation and educational opportunities consistent with sound principles of land use planning and management. In carrying out the provisions of this Act, the Secretary shall preserve the recreation area, as far as possible, in its natural setting, and protect it from development and uses which would destroy the scenic beauty and natural character of the area.” (16 U.S.C. 460bb)*

***Plan Summary***  
*The Presidio Trust Management Plan:  
Land Use Policies for Area B of the Presidio of San Francisco*

- *The Presidio will remain an open space haven with its natural, historic, scenic, cultural, and recreational resources preserved for public use and enjoyment.*
- *Open space and natural habitats will be preserved, enhanced, and increased.*
- *Over time, the Presidio Trust will reduce the total building area in the park by 360,000 square feet or more, from the 5.96 million square feet that exist today to 5.6 million square feet or less.*
- *The historic forest will be rehabilitated, wetlands enhanced, and native plant and wildlife species protected.*
- *The Presidio's National Historic Landmark status will be preserved; any changes within the landmark district will comply with the National Historic Preservation Act and be compatible with the park's setting.*
- *Public uses will invite and engage visitors to the park; employee housing will perpetuate the historic sense of community.*
- *Construction will be limited to developed areas, and will be compatible with existing structures.*
- *The Presidio Trust will apply sustainable design practices and promote energy and water conservation, waste reduction and recycling, and clean technologies.*
- *The Presidio Trust will discourage automobile use by promoting walking, biking, public transit, and internal shuttle use.*
- *Presidio tenants will be selected according to their conformance with PTMP planning principles, their ability to enhance the Presidio's financial viability, and their contribution to implementation of the general objectives of the GMPA.*
- *Public input will continue to be valued in ongoing planning for the Presidio's future.*

**The Presidio Trust acknowledges and thanks the members of the public who contributed their time, knowledge, and energy to developing the Presidio Trust Management Plan: Land Use Policies for Area B of the Presidio of San Francisco.**



## Chapter One - Preserving & Enhancing Park Resources



*“The Presidio, located amidst the incomparable scenic splendor of the Golden Gate, is one of America’s great natural and historic sites.” Presidio Trust Act*

People come to the Presidio because of its inviting open spaces, spectacular vistas, varied architecture and ecology, and rich history. Visitors are awed by the natural beauty and intrigued by the evidence of human intervention that they can discover here at the center of the Golden Gate National Recreation Area. The Presidio Trust must ensure that this former military garrison - a National Historic Landmark - will remain a powerful place that evokes the complex interactions between people and their environment.

*“Nowhere in the national park system is there represented a span and variety of history comparable to the 220-year continuum of the Presidio’s use as a military garrison and occupation by Spain, Mexico, and the United States.” (General Management Plan Amendment (GMPA), page 7)*



THE COASTAL BLUFFS ON THE PRESIDIO’S WESTERN EDGE ARE HOME TO MORE THAN 100 NATIVE PLANT SPECIES



THE MISSION STYLE ARCHITECTURE FOUND ON THE MAIN POST RECALLS THE PRESIDIO’S SPANISH HISTORY

This chapter describes the Presidio’s cultural, natural, scenic, and recreational resources, and articulates planning principles that will ensure that the Presidio is preserved, protected, and enhanced for the public’s benefit. The planning principles are interrelated, and taken together will guide future actions and decision-making by the Presidio Trust. Should principles come into conflict, care will be taken to balance competing values, and to seek overall conformance to the policy framework established by this Plan. The Plan is not intended to be prescriptive; it is meant, instead, to provide parameters and goals that can inform future site-specific plans and program implementation.

## CULTURAL RESOURCES

Commanding the Golden Gate at the entrance to San Francisco Bay, the Presidio is a powerful place shaped by many influences, from the Ohlone people who gathered and collected shellfish along its shores, to the armies of three nations. The Presidio's future must include due respect for the material evidence of the past. The Presidio Trust will preserve and rehabilitate the historic landscapes and buildings that define the Presidio's character, and will seek to make accessible the stories inherent in archaeological remains that mostly lie beneath the ground. The park's National Historic Landmark District status will be maintained, and the integrity of the district protected.

Founded in 1776, the Presidio of San Francisco has served as a strategic military outpost for Spain, Mexico, and the United States of America. As a U.S. Army post, the site was critical to protecting commerce, trade, and migration, and played a role in every major U.S. military engagement since the Mexican-American War in 1846.



SOLDIERS MARCH UP MONTGOMERY STREET ON THE MAIN POST IN THIS 1930S PHOTO

The Presidio's military history reflects the complex social history of the nation as a whole, from how communities were organized to how different peoples and cultures were assimilated or excluded. African-American units of the U.S. Army Cavalry that were stationed at the Presidio patrolled early national park lands, and Japanese-American recruits served here as translators and interrogators during World War II; the order to intern Japanese-Americans was also signed here. After the great earthquake of 1906, San Franciscans found refuge at the post, and in 1915 celebrated the city's rebirth here with the Panama-Pacific International Exposition.

Today, the Presidio is designated a National Historic Landmark District - a reminder that the site represents one of the nation's finest collections of places, buildings, structures, and artifacts related to military history. Among the Presidio's 470 historic buildings (see Figure 1.1) are examples of every major building period of U.S. military history since the 1850s. Over the years, the U.S. Army's careful site planning and extensive landscape design complemented the natural beauty of the site and made the Presidio unique among U.S. Army posts. Substantial archeological features - including the remains of El Presidio, the original Spanish/Mexican garrison that lies at the heart of today's Presidio - also contribute to the site's landmark status.

The following principles will guide future actions and decisions, protecting the Presidio's cultural resources and ensuring the long-term preservation of the National Historic Landmark District.



FIGURE 1.1  
HISTORIC BUILDINGS AND DESIGNED LANDSCAPES

**1. Protect the historic character and integrity of the National Historic Landmark District while allowing changes that will maintain the site's vitality. Rehabilitate historic buildings compatibly for adaptive and feasible uses. Protect the Presidio's cultural landscape.**

The Presidio Trust will preserve the integrity of the Presidio National Historic Landmark District, and will give highest priority to actions that carry out the preservation, rehabilitation, and use of historic buildings and landscapes in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for Rehabilitating Buildings at the Presidio of San Francisco*.

**Building Rehabilitation** - The Trust and its tenants will rehabilitate structures using model national building codes for historic and non-historic buildings. Building rehabilitation will comply with applicable environmental, legal, and occupational health and safety requirements. Rehabilitation of historic buildings will comply with the Secretary of the Interior's standards and guidelines. Hazardous materials such as asbestos will be abated, and lead paint stabilized, as part of building rehabilitation. Deficiencies in access for people with disabilities will be corrected while minimizing effects on the historic setting, materials, and character.

The Trust will make every reasonable effort to adapt historic buildings to compatible new uses that require minimal alteration of the character-defining materials, features, spaces, and spatial relationships of the buildings and their settings. Where adequate historical documentation exists, historic buildings may be partially restored. These projects may require the removal of later additions and recreation of documented features.

The Trust will employ innovative techniques - both financial and architectural - to achieve historic preservation objectives in a cost-effective and environmentally sensitive manner.

**Preservation of Historic Settings** - *By applying The Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes*, the Trust will ensure that building and site changes made to accommodate new uses and to upgrade facilities are compatible with the historic setting and protect the integrity of designed landscape areas. Site-specific assessments will identify small-scale features such as paving materials, flagpoles, and signs that contribute to the site's character and have historic significance. New features and landscape elements will be designed and sited to be compatible with the historic setting. Planning guidelines for each planning district address the appropriate treatment of those features to preserve the integrity of the National Historic Landmark District. (See Chapter Three.) The adopted *Vegetation Management Plan* provides guidance for the management and rehabilitation of other landscaped areas, including the historic forest. Designed landscape areas and contributing historic buildings are illustrated in Figure 1.1.

**Public Review and Documentation** - The Presidio Trust will fully comply with Section 106 of the National Historic Preservation Act (NHPA), as well as the National Environmental Policy Act (NEPA) and other applicable review and consultation requirements. The Trust will ensure public review of proposed projects that have the potential to adversely affect historic resources. If adverse effects on historic resources cannot be avoided, measures to reduce these effects will be developed. The Trust has entered into a programmatic agreement with the Advisory Council on Historic Preservation, the California State Historic Preservation Office, and the National Park Service (NPS) to identify the consultation and input process for operation and maintenance activities, activities that have minimal or low potential for affecting historic properties, future planning, and proposals for new construction.

**2. Evaluate for possible demolition or replacement structures that may not be cost-effectively rehabilitated or reused. Limit any replacement construction to areas of existing development. Ensure that the design and location of replacement construction are in keeping with the character and integrity of the National Historic Landmark District.**



THE MACARTHUR AVENUE NEIGHBORHOOD IN THE PRESIDIO'S EAST HOUSING AREA

The Trust may, at some time, find compelling reasons for allowing building removal, building additions, or other new construction. Often, in these instances, other resource values will come into play; for example, removal of non-historic housing may be necessary to restore open space, native plant habitat, and natural systems. The Trust will undertake as little new construction and as little demolition of historic buildings as possible, and will engage in public review before making any decision to proceed with specific proposals to remove historic buildings or to construct new buildings.

**Building Demolition** - When considering demolition of historic buildings, the Trust will base its decisions on criteria such as historic and architectural significance, building integrity, cost-effectiveness of rehabilitation, and feasibility of reuse. The Trust will consider the economic feasibility of rehabilitation, as well as alternatives to demolition such as building additions, relocation, and partial building removal coupled with some new construction. The Trust will ensure public review for projects that include the potential for demolition of historic structures. (See Chapter Four.)

*“Removal and/or replacement of some structures within the Presidio must be considered as a management option in the administration of the Presidio.” (Presidio Trust Act)*

**New Construction** - Every reasonable effort will be made to adapt historic properties to new uses. New construction will only be undertaken to encourage reuse of historic buildings and to achieve other Plan objectives.

New construction may take the form of a building addition, an annex adjacent to an existing building, infill buildings set within an existing building cluster, or stand-alone structures in developed areas to replace square footage removed in that location or elsewhere. As an example, in 1999, the historic Presidio Fire Station was rehabilitated with construction of a new addition to house modern-day fire equipment and expanded staff. The construction of a compatible addition allowed for the continued use of this historic structure as a contemporary fire station, consistent with the first standard of The Secretary of the Interior’s Standards for Rehabilitation. In other instances, a freestanding building or connecting annex may be needed to enhance the function of adjacent historic buildings or landscapes or to make their rehabilitation and reuse economically viable. For example, to ensure the success of the historic Presidio Golf Course’s conversion to a public course, a new clubhouse and maintenance facility were constructed in 1999.

*“A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.” (The Secretary of the Interior’s Standards for Rehabilitation, Standard #1)*

New construction will be limited to existing areas of development, as stipulated in the Presidio Trust Act, and sited to minimize impacts on cultural and natural resources. In accordance with the NHPA, the design of new construction will ensure that the association, feeling, and setting of the significant elements and the integrity of the National Historic Landmark District are protected. New construction will reinforce historic character-defining features, as defined in the Planning District guidelines. (See Chapter Three.) Additional opportunities for public input and review will be provided before any major new construction is undertaken. (See Chapter Four.)



CONSTRUCTED IN 1917, THE HISTORIC FIRE STATION WAS REHABILITATED AND EXPANDED TO MEET TODAY'S NEEDS



THE HISTORIC OFFICERS' CLUB HAS UNDERGONE NUMEROUS MODIFICATIONS AND ADDITIONS OVER TIME

*“New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environs.” (The Secretary of the Interior’s Standards for Rehabilitation, Standard #9)*



FIGURE 1.2  
HISTORIC FOREST

**3. Rehabilitate the historic planted forest, and preserve, enhance, and manage other forested areas that provide values such as windbreaks, vistas, screening, and wildlife habitat.**

The Presidio Trust will rehabilitate the historic planted forest, a contributing feature of the Presidio’s National Historic Landmark District, in conformance with the objectives and zoning set forth in the historic forest management zone section of the adopted Vegetation Management Plan (VMP). (See Figure 1.2.)

*“The purpose of the VMP is to provide a management framework for protecting, enhancing, restoring, and rehabilitating the native and planted vegetation of the Presidio. The VMP will guide the actions affecting the vegetation resources of the Presidio.”*  
*(Vegetation Management Plan(VMP), page 8)*

**Historic Forest Character Study** - Rehabilitation of the historic forest has begun with the historic forest character study that is currently underway. The study will document, analyze, and evaluate those characteristics that make the forest a contributing feature of the Presidio National Historic Landmark District and will make recommendations that comply with The Secretary of the Interior’s Standards for Treatment of Historic Properties and Guidelines for the Treatment of Cultural



Landscapes. The study will evaluate means of addressing the long-term management problems inherent in “even-aged monocultures” like the Presidio forest (i.e., forests where trees are the same or similar in type, and of the same age). Strategies for preserving and regenerating the historic forest will be evaluated and refined based on the results of pilot projects that test ways to prolong the lifespan of trees through pruning and thinning, diversifying the forest understory, and reforesting aging key historic stands and disturbed areas.

**Important Forest Characteristics** - Important characteristics of the historic forest, such as historic vistas, framed views, windbreaks, and visual screens, will be restored or maintained. The forest was planted in part to protect developed areas at the Army post from wind; reforestation will attempt to minimize wind effects on adjacent areas and preserve this valuable function. Hazardous trees that pose a danger to people, buildings, or vehicles will be pruned or removed. Forested areas that provide important visual and/or wind and sound screens, such as along Park Presidio Boulevard, will also be preserved and restored, as necessary.

**Wildlife Habitat** - The forest also provides important wildlife habitat. The tree species that provide the greatest observed bird diversity are native oak and willow; stands of these trees will be protected and expanded. Many stands within the historic forest also provide islands of habitat for neotropical migrant birds, and essential habitat for wintering birds and for locally declining species including the western screech owl, wrenit, and Hutton’s vireo, some of which have disappeared in other parts of San Francisco. Forestry practices will ensure protection of sensitive wildlife areas.



THE HISTORIC FOREST’S REGIMENTED ROWS DEFINE THE PRESIDIO EXPERIENCE FOR MANY

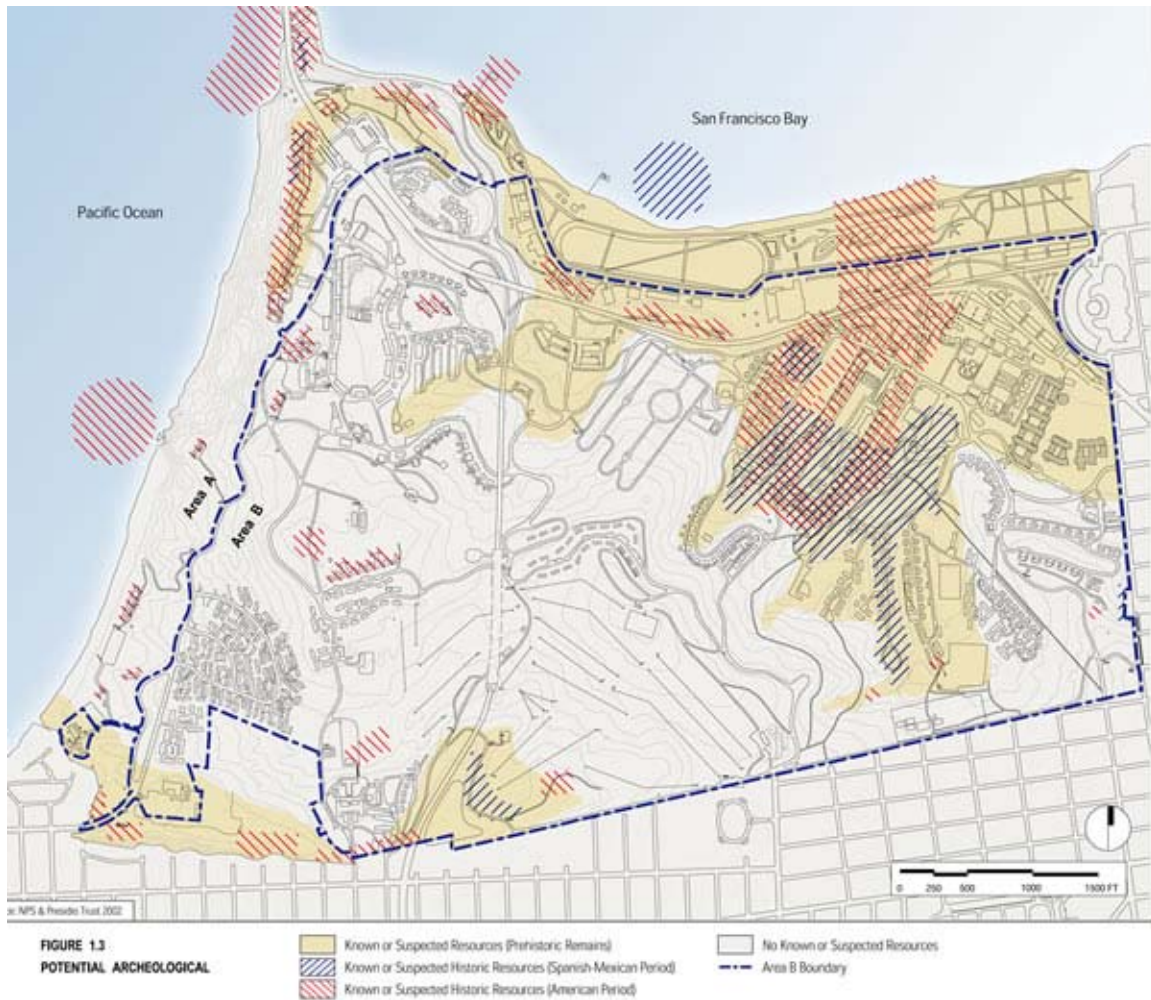


FIGURE 1.3 POTENTIAL ARCHEOLOGICAL RESOURCES

#### 4. Protect archeological resources for future research and interpretation.

Both prehistoric and historic resources have been discovered and recorded within the park, and additional sites are believed to exist in several areas. (See Figure 1.3.) These sites are important because archeological remains can reveal information about past conditions, uses, and lives of the Presidio's inhabitants, and can tell the stories from periods in the Presidio's history that left little or no above-ground evidence. The Presidio Trust will evaluate identified archeological resources for significance and integrity and will document and manage these resources to allow for future research and interpretation. To locate additional sites, the Trust will use a variety of inventory methods, including remote sensing, predictive modeling, geomorphologic reconstruction, sensitivity mapping, surveys, and subsurface investigations such as coring, trenching, and archeological testing.

**Recordation of Archeological Sites** - The Trust will require archeological review before undertaking or permitting ground-disturbing activities. Any ground-disturbing activities that may affect potential or known archeological sites will be evaluated, and may be subject to a range of requirements including, but not limited to, avoidance of the sites, remote sensing, monitoring, coring or trenching, testing, and/or data recovery. Newly discovered archeological sites, including prehistoric sites related to the Ohlone or other indigenous Native American populations, will be evaluated for eligibility for listing in the National Register of Historic Places, either independently or as part of the National

Historic Landmark District. All artifacts found will be cataloged and properly stored or displayed according to standards set forth by the Code of Federal Regulations, 36 Part 79, Curation of Federally Owned and Administered Archeological Collections.

An archeological management plan is being prepared for the historic El Presidio site, where the Presidio of San Francisco was founded in 1776. As part of the ongoing El Presidio research, additional investigation will be conducted to define the building episodes, boundaries, configurations, features, and conditions of the historic Spanish and Mexican quadrangles of El Presidio de San Francisco. The remnant adobe wall (circa 1812-1815) within today's Officers' Club will be studied and an "Historic Structures Report" will be prepared.

**Agency Collaboration** - The Presidio Trust and National Park Service (NPS) jointly operate an archeological lab and have collaborated to create a database of the Presidio's archeological resources. The Trust and the NPS are also collaborating with academic institutions in northern California to provide opportunities for documentary research, field schools, and specialized artifact analyses. The Trust and the NPS also offer volunteer and educational opportunities through a variety of archeological programs. The Trust hopes to expand these types of programs through additional partnerships with academic and preservation organizations.



STUDENT RESEARCHERS SEARCH FOR ARTIFACTS ALONG HISTORIC FUNSTON AVENUE

##### **5. Preserve significant Presidio collections and existing significant objects in the landscape.**

**Conservation and Cataloging** - The Presidio Trust, in collaboration with the National Park Service (NPS), will identify, conserve if appropriate, and catalog objects, significant material discovered during construction and excavation work, archival material, and documents such as oral histories according to the standards set forth in 36 CFR Part 79, *Curation of Federally Owned and Administered Archeological Collections*. A process for monitoring and evaluating collection storage will be established, and opportunities for display or exhibition of Presidio materials explored.



VISITORS VIEW ARTIFACTS AT THE ARCHEOLOGY OPEN HOUSE, 1999



THE ORDONEZ GUN AT THE MAIN POST

**Collection Management** - The existing Golden Gate National Recreation Area (GGNRA) Park Archives and Records Center, located in Building 667, manages, preserves, and provides public access to the Presidio's collections, including the Army's former collections and a reference library. This function will continue, though the location and scale of the facility may change. Presidio libraries managed by both the NPS and the Presidio Trust contain documents on current activities as well as publications on the military history of the Presidio and the Bay Area. The Trust and the NPS will develop an agreement for management of Presidio collections that ensures the preservation of, and public access to, Presidio artifacts.

## NATURAL RESOURCES

*“The Presidio’s location at the Golden Gate has produced an unprecedented concentration of natural, scenic, cultural, and recreational resources - unique ecological systems, inviting parklands, spectacular views and vistas, and distinctive historic architecture. The Presidio today reflects the interaction of people and their environment as technology has advanced and social values have evolved.” (GMPA, page 7)*

The Presidio is and must remain an essential refuge for once-abundant native plant communities and associated wildlife species that have been all but lost as San Francisco and surrounding areas have become more urban. The Presidio Trust will protect and restore the natural process and function of plant, animal, and hydrologic systems, and increase open space to restore and reconnect fragmented habitats.

Native plant communities at the Presidio preserve rare and endangered plant species and provide valuable wildlife habitat. They include serpentine grasslands, the last remnants of inland dune communities that once covered vast areas of San Francisco, and riparian and wetland areas such as Lobos Creek. (See Figure 1.4.) The Presidio supports more than 230 native plant species, thirteen of which are rare or endangered. Endangered plants at the Presidio include San Francisco lessingia and Presidio clarkia - annual wildflowers found in only two locations worldwide - and the Presidio Raven’s manzanita, a species with only one wild known plant in existence. More than 200 species of birds use the Presidio, and as many as 50 of these species nest here. Important migratory invertebrates, such as monarch butterflies, are also known to visit the Presidio. Native wildlife include larger species such as the native grey fox.



THE NATIVE WHITE-CROWNED SPARROW IS A YEAR-ROUND RESIDENT OF THE PRESIDIO



### MOUNTAIN LAKE IS A FRESHWATER OASIS WITHIN THE PRESIDIO

Streams, springs, lakes, and other waters are also critical to the character of the Presidio. The same sources of freshwater that attracted human habitation to the Presidio over 200 years ago still exist at Lobos Creek, Mountain Lake, and elsewhere. El Polin Spring and remnant riparian areas within Tennessee Hollow remain, in part, as a sheltered and quiet refuge. At Crissy Field, an 18-acre tidal marsh has been re-established, re-creating some of the wetlands that existed there before 1915.

The Presidio Trust will continue to work with the National Park Service (NPS) to create self-sustaining ecosystems through restoration and management programs that include community participation. With the goal of seamless management across Areas A and B of the Presidio, a memorandum of agreement is being developed among the Presidio Trust, the NPS, and the Golden Gate National Parks Association (GGNPA) that will provide a framework for a collaborative natural resources program.

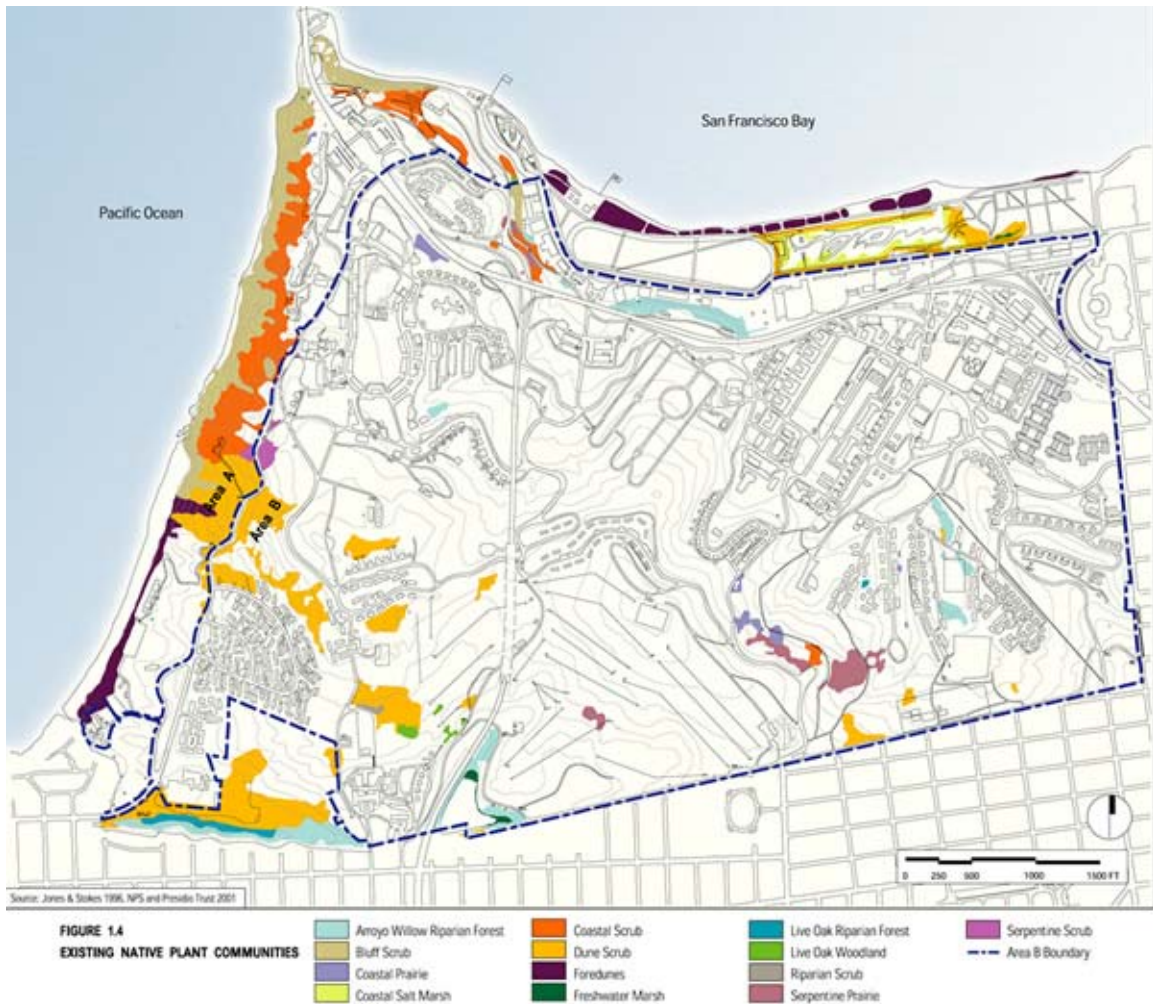


FIGURE 1.4  
EXISTING NATIVE PLANT COMMUNITIES

**6. Identify, protect, enhance, restore, and expand the Presidio’s ecosystems. Protect, establish, and manage areas of native vegetation.**

The Presidio Trust will collaborate with the National Park Service (NPS) to protect and enhance existing native plant communities and their remaining habitats. In Area B, the Presidio Trust plans to increase native plant habitats by approximately 142 acres. Natural habitats in the Wherry Housing (Baker Beach Apartments) area, Tennessee Hollow watershed, and Inspiration Point will be expanded and restored. Objectives and actions for the native plant community zone are set forth in the adopted Vegetation Management Plan (VMP), which also identifies corridors and sites proposed for restoration. Many of these areas are adjacent to existing native plant communities, where increased habitat will accommodate rare or endangered plants and associated wildlife. This work will be done with input from the U.S. Fish and Wildlife Service. The primary goal of habitat restoration will be to restore both natural processes and function.

The Presidio Trust will host an annual workshop to inform the public and receive input on upcoming projects for the VMP’s ongoing implementation, as well as to review work accomplished in the past year. The annual workshop will be complemented by agency consultation and site tours to review site-specific implementation activities.

**Natural Resources Inventories** - The Trust, in collaboration with the NPS, will continue to maintain resource inventories and Geographic Information System (GIS) database records, and will identify and collect missing data. Baseline inventories and long-term monitoring of natural resources will guarantee that the information used to make management decisions is current and adequate. The information will also be used to detect or predict natural resource changes that may require intervention. Monitoring protocols will be developed and implemented for important elements of natural resource systems. Long-term research or monitoring can ultimately improve understanding of the Presidio's ecosystems and related human social systems, and may also be necessary to evaluate the effects of human intervention on natural resources where the function and significance of the resources are not clearly understood.

**Ecological Restoration Activities** - The Trust will give high priority to activities that preserve rare plant habitat and wildlife habitats. All restoration projects will apply best management practices and provide the highest level of protection for both physical and biological resources. Ecological restoration efforts will continue, consistent with the goals and objectives of the VMP. Activities will include selective removal of non-native trees and vegetation, native plant propagation, revegetation, possible re-introduction of lost species, and monitoring. Plant material for revegetation will be derived from populations of native species presently or historically found at the Presidio, ensuring the preservation of the genetic characteristics of the Presidio's flora.

All ecological restoration sites will be maintained and monitored at least until established success criteria are met. These criteria will include successful native plant and wildlife establishment and conformance with other recovery objectives. Projects will focus on restoration of existing remnant habitats and future expansions to connect fragmented resources. Community stewardship and education programs have helped past restoration efforts to succeed. The Presidio's nursery and restoration programs will continue this successful public involvement effort.





FIGURE 1.5  
NATIVE PLANT AREAS AND WILDLIFE CORRIDORS

**Exotic Species and Integrated Pest Management** - Effective management strategies to reduce the spread of targeted exotic species into native plant habitats will be developed and implemented. Priorities for management of exotic species will be set based on the threat to the ecosystems that the species inhabit. Non-native species that have the potential to threaten native species and ecosystems will be identified, managed, and if possible, eradicated. The Presidio Trust will practice effective, practicable, and environmentally safe pest control. Use of pesticides and herbicides will be minimized and alternative pest management treatments will be tested, implemented, and monitored.

Wildlife pests will be controlled if necessary to protect native species, preserve the historical integrity of cultural resources, conserve facilities in developed areas, or manage a human health hazard. Pests that jeopardize facilities and human health will be controlled using effective, practicable, and environmentally safe methods. Integrated Pest Management (IPM) techniques have already been developed for general pests at the Presidio, and similar practices will be incorporated into the Presidio Golf Course IPM plan.

**Rare, Threatened, and Endangered Species** - The Trust will protect federal- and state-listed threatened and endangered species found at the Presidio. Appropriate actions will be taken to expand populations, increase genetic diversity, recover the species, and enhance and restore their habitats.

Where feasible, the Trust is expanding habitat and populations of these species in conjunction with the environmental clean-up program and ecological stewardship efforts within serpentine and dune communities. The Trust will collaborate with the National Park Service to monitor the Presidio's 13 species of rare or endangered plants annually. Site planning and projects that may affect the recovery of endangered species or the species themselves will be carried out in consultation with the U.S. Fish and Wildlife Service and in compliance with the Endangered Species Act.

## **7. Identify, monitor, and protect sensitive wildlife species, and restore and maintain their habitats**

**Wildlife Monitoring and Management** - Native wildlife species and their habitats will be identified, protected, monitored, and restored. Wildlife corridors and habitat for nesting and migratory birds will be identified, enhanced, and promoted through future planning. (See Figure 1.5.)

Wildlife surveys, research, and monitoring will be conducted. Activities that might disrupt sensitive wildlife habitat areas or corridors will be scheduled for times when disturbance can be minimized, such as after nesting seasons. Additional inventories will be conducted to identify terrestrial invertebrate and vertebrate species and to help maintain the health of Presidio ecosystems. A monitoring system will provide current information on birds, bats and other mammals, reptiles, amphibians, insects, and aquatic species. (The Trust, together with the National Park Service, is currently developing a program to monitor migrating and nesting birds.) The feasibility of reintroducing individual native wildlife populations in the context of a popular urban recreation area will be explored.

**Increased Open Space and Wildlife Corridors** - The Trust will increase the amount of contiguous open space at the Presidio by restoring and enhancing native plant habitat, forests, wetlands, and drainage corridors. Increasing the amount of contiguous open space will improve wildlife habitat and create "corridors" for animal movement. For example, the Trust is collaborating with both the National Park Service and the Golden Gate Audubon Society to restore habitat for the California quail within the Lobos Valley and near the Public Health Service Hospital, allowing this bird species to move freely in these areas.



FIGURE 1.6  
WETLANDS AND STREAM DRAINAGES

**8. Rehabilitate and enhance natural water resources. Manage on-site water resources to protect ground and surface water, natural wetland and riparian habitat, and water supplies for the Presidio community. Protect important native geologic and soil components.**

The Trust will use water responsibly, restore and preserve aquatic resources, and provide opportunities for visitors to learn about the water ecosystem at the Presidio.

**Wetlands** - Presidio wetlands include creeks, marsh, and drainages, a dune slack north of the Public Health Service Hospital, seeps and springs within fractured serpentine habitat, and seeps within Fort Scott and Tennessee Hollow. (See Figure 1.6.) Natural wetlands provide valuable habitat for local and migratory wildlife, as well as opportunities to conduct education, recreation, and scientific programs related to natural wetland functions. A recently-completed map of wetlands within the Presidio identifies about 58 acres of potential habitat.

The natural and beneficial values of wetlands will be preserved and enhanced to the extent feasible. Such values include habitat for fish and local and migratory wildlife, improved water quality, flood protection, and opportunities for recreation, education, and scientific research. Future planning will

pursue no net loss of existing wetland area and will employ watershed management principles, which include treating watersheds as complete hydrologic systems and protecting the stream processes that create habitat.

**Tennessee Hollow** - Surface drainage and native riparian habitat will be restored along the three natural drainages in Tennessee Hollow, including El Polin Spring. Restoration will expand riparian habitats and allow for an integrated system of freshwater streams and freshwater, brackish, and tidal marsh, re-establishing a connection to Crissy Marsh.

In Fall 2001, the Trust initiated planning to restore Tennessee Hollow, with the goals of restoring a functioning stream ecosystem with associated riparian and wetland habitats; improving the quality of freshwater flows into Crissy Marsh; improving management practices in the surrounding watershed; protecting and enhancing cultural and archeological resources; providing recreational, educational, and interpretive opportunities; and adapting existing infrastructure to support the restoration.

**Lobos Creek** - Lobos Creek is a vibrant riparian system and the Presidio's main water source. The Trust will continue to collaborate with the National Park Service to manage Lobos Creek to preserve and restore the natural creek system, and to supply drinking water to the Presidio.

**Dragonfly Creek** - The Trust will study possibilities for restoring riparian scrub and oak riparian forest that once flourished along the banks of Dragonfly Creek, south of Fort Scott.

**Mountain Lake** - Mountain Lake, located on the southwest side of the park, is the only natural lake in the Presidio. The Presidio Trust will continue to collaborate with the National Park Service and Golden Gate National Parks Association to revitalize the lake. An approved enhancement plan sets out strategies to improve water quality in the lake, restore surrounding native habitat, and improve visitor access. The plan also provides for dredging and mechanical aeration to improve water quality, as well as removal of exotic species, restoration of native plant communities, improvement of trails, establishment of interpretive overlooks, and restoration of the lake's former east arm.

**Crissy Marsh** - The General Management Plan Amendment (GMPA) called for the re-establishment of wetlands at Crissy Field based on a study of the feasibility, type, and extent of wetlands. The 1995 Dames and Moore Wetlands and Riparian Corridor Feasibility Study concluded that restoration of a tidal marsh at Crissy Field was feasible and that at least 30 acres of tidal marsh were required to ensure the long-term ecological viability of Crissy Marsh. Most recently, the 1996 Crissy Field Plan and environmental assessment called for restoration of a 20-acre tidal marsh at Crissy Field, with the assumption and public commitment by the National Park Service that the marsh would be expanded to at least 30 acres. In November 1999, construction of the existing 18-acre marsh was completed.



CRISSY MARSH

The Trust is committed to ensuring the long-term ecological viability and health of Crissy Marsh. In February 2002, the Presidio Trust signed a letter of agreement with the National Park Service and the Golden Gate National Parks Association to undertake a technical study to identify a broad array of options for the marsh, and to set forth the benefits, costs, impacts, and trade-offs associated with each option. (See Appendix C.) The study area includes land in both Areas A and B, and focuses on the potential for expansion in areas that were formerly tidal marsh. The study will also examine options for ensuring the health of the marsh without expansion, and will provide sufficient data to determine which options to carry forward for subsequent planning and analysis. All three organizations are committed to completing the study in a timely manner.

For the next two years (the estimated duration of the study), the Trust will not undertake any new construction or long-term leasing in the immediate study area, specifically portions of Crissy Field (Area B) planning district east of the Commissary and west of the historic Mason Street warehouses.

**Water Quality Protection** - The Presidio Trust will maintain and improve water quality at the Presidio. The Trust is preparing a stormwater management plan to ensure that the quality of water that regularly flows to creeks, Crissy Marsh, the bay and ocean meets appropriate water quality standards. To preserve and enhance water quality, existing water and soil contamination will be remediated and erosion prevented. The overall amount of impervious (paved) surfaces at the Presidio, and therefore the amount of stormwater runoff, will be reduced over time.

**Geologic Resources** - The Presidio contains some fragile geologic and soil resources, including the Colma formation dunes, and the serpentine outcrops and bluffs at Inspiration Point and south of Crissy Field. The Presidio Trust will protect and monitor geologic and subsurface hydrologic resources and functions, including confined and semi-confined aquifers. Natural soils and soil processes will be managed to minimize loss and disturbance. Wherever feasible, soils affected by construction will be salvaged for reuse in other Presidio site restoration activities.

## SCENIC AND RECREATIONAL RESOURCES

The Presidio, a popular destination for local and regional residents, offers a varied landscape, impressive public open spaces, exceptional scenery, and many built recreational sites and facilities.



THE CITY OF SAN FRANCISCO FROM SIMONDS LOOP



THE BAY AREA RIDGE TRAIL PROVIDES RECREATIONAL OPPORTUNITIES FOR HIKERS AND BICYCLISTS

The Presidio Trust will increase and diversify recreational opportunities through the creation of new open space and through the continued restoration of both remnant natural areas and historic forest stands. Open spaces and scenic vistas will be restored and expanded for increased visitor use and enjoyment in balance with resource protection. The Presidio will be a place for many types of recreation, from quiet, contemplative walks to challenging active sports.

One of the Presidio's most significant characteristics, which will remain, is its capacity to meet the diverse recreational needs of a wide range of people; visitors can enjoy walking, jogging, biking, sightseeing, birdwatching, surfing and wind surfing, sailing, kayaking, fishing, camping, and learning about the Presidio. Open spaces create opportunities for visitors to explore the once-vast natural systems of the San Francisco region and to participate in the restoration of those systems through community stewardship.

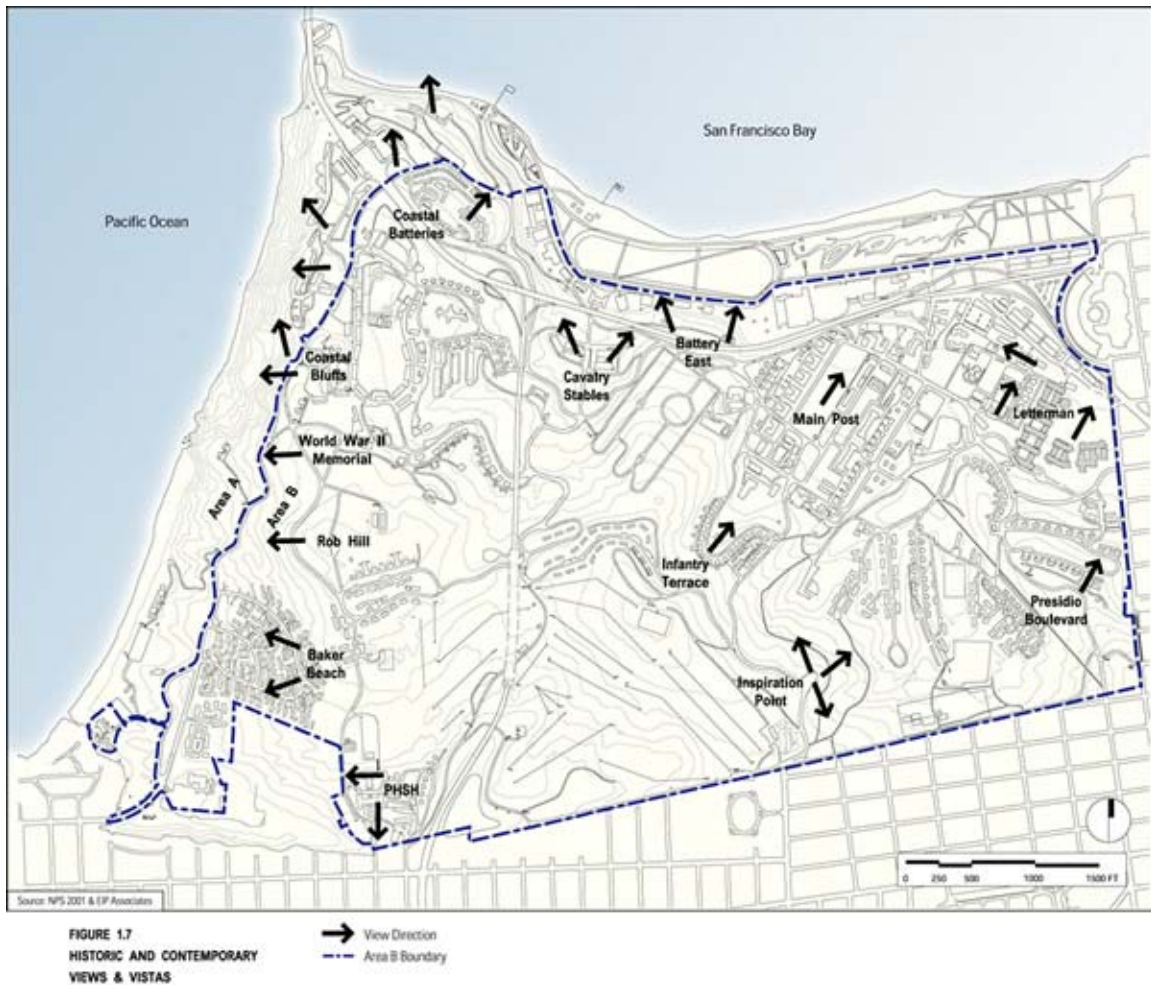


FIGURE 1.7  
HISTORIC AND CONTEMPORARY VIEWS AND VISTAS

**9. Increase open space areas to enhance the park and improve the Presidio’s natural, scenic, and recreational qualities. Enhance the Presidio’s spectacular views and vistas. Maintain the Presidio’s ecological value, and the intrinsic values to the human senses and human health offered by its air quality, light, sound, and aromas.**

The Presidio Trust plans to increase the amount of open space in Area B from 695 acres to about 794 acres over time, providing a total of 1,090 acres of open space in the Presidio. Open space will then represent almost 75 percent of the Presidio’s 1,491 acres. Increased open space will provide new opportunities for restoring and improving native plant and forest habitats; will allow for larger, contiguous bands of natural systems; and will provide additional recreation opportunities.

The most significant increase in open space will occur over the next 30 years, as the Trust demolishes 499 units of non-historic housing in the southern part of the park at Wherry Housing (Baker Beach Apartments) and some non-historic housing along East and West Washington Boulevard. (See Chapter Three, South Hills.) Much of this housing demolition is consistent with the U.S. Fish and Wildlife Service’s recovery plan goals for the endangered San Francisco lessingia, an annual wildflower found in only two locations worldwide. Non-historic housing in the East Housing area is also planned for removal to allow for the restoration of Tennessee Hollow as a functioning ecosystem,

providing visitors an opportunity to enjoy and experience this rare riparian habitat.

**Scenic Views** - The Presidio Trust will enhance the park's spectacular views, restore historic visual connections, and provide screening of elements that disrupt historic landscapes. (See Figure 1.7.) Future projects, such as removal of selected buildings, pavement, and vegetation, restoration of natural systems, and new trail connections and viewpoints, will increase opportunities for scenic viewing and improve the quality of scenic vistas. New construction will preserve scenic views as well as those features that make the park an important visual resource.

**Air Quality** - Visitors to the Presidio enjoy ocean breezes and fresh coastal air. To maintain the park's air quality, the Presidio Trust will integrate air quality resource management into operations and planning. Sources of air emissions within the Presidio will meet or exceed federal, state, and local air quality regulations and permitting requirements. Assessments of potential wind effects will inform future open space planning.

**Sound, Light, and Odors** - The Trust will strive to preserve both the Presidio's natural quiet and natural sounds. Natural soundscapes, lightscares, and odors - those that exist in the absence of human-caused sound, light, and odors - vary throughout the Presidio. These components of a natural system play an important role in natural processes. For example, light levels during clear nights influence animals such as birds that navigate by the stars and bats that hunt at night. The Trust will evaluate the levels of human-caused sound, light, and odors considered acceptable in various areas of the Presidio, with acceptable levels generally less stringent in developed areas than in undeveloped ones.

Viewing the natural night sky is a rare experience in an urban area, and this opportunity will be respected in future planning. The Presidio Trust will engage residents and other tenants in minimizing or preventing the intrusion of artificial light into the night scene of natural areas in order to protect nighttime wildlife activity.





FIGURE 1.8  
ACTIVE RECREATIONAL AMENITIES

10. Provide for safe and enjoyable recreational use of the Presidio. Improve larger open spaces for outdoor activities and play. Enhance existing recreation facilities, add play opportunities, and complement outdoor areas. Ensure a seamless network of trails and bikeways through the Presidio.

The Trust is committed to providing diverse opportunities for both passive and active recreation, and to maintaining an atmosphere that is open, inviting, and accessible to visitors. In providing these opportunities, the Trust will consider what activities are best suited to the Presidio, and will balance recreational opportunities with resource protection. To achieve this balance, the Trust will consider the type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions.

**Recreational Facilities** - The Trust is committed to retaining facilities for active recreational uses. Existing facilities include the swimming pool, bowling center, golf course, tennis courts, playgrounds, tot-lots, ballfields, and gymnasiums. (See Figure 1.8.) In addition, many landscaped open space areas will be maintained for passive recreation. Picnic areas, smaller fields, and Rob Hill's small-group camping area will be improved.

Additional built facilities, indoors and outdoors, will be considered in the future. Some recreational facilities may be relocated or removed in conjunction with planned projects, such as the restoration of Tennessee Hollow, the reconfiguration of Doyle Drive, or the restoration of the Fort Scott historic parade ground. Future planning efforts will further define compatible recreational activities and locations, and will address the potential relocation of existing facilities or construction of new ones, including ballfields. The Trust will monitor changing patterns of use and trends in recreational activities, and assess and manage their potential effects on park resources.

**Trails** - The Presidio Trust will improve and enhance hiking trails and bicycle routes throughout Area B. The Presidio's many miles of trails provide visitors the opportunity to walk, jog, ride, observe nature, and enjoy the spectacular scenery. Some trails provide solitude and retreat from the surrounding city, while others are active and heavily used for daily exercise or socializing. (See Chapter Two, Figures 2.7 and 2.8.)

The Trust and the National Park Service are jointly preparing the Presidio Trails and Bikeways Master Plan. Goals of this plan include establishing a coherent network of trails and bikeways, enhancing connections among key features of the Presidio (including better connections from the uplands to Crissy Field and the bayfront), generally increasing universal accessibility, and improving visitor safety. The plan will create ways to make the use of alternative transportation within the Presidio more convenient for the public. After the plan's adoption, the Presidio Trust will undertake the most pressing trail repairs, set priorities for future trail enhancements, and initiate a Trails Stewardship Program to promote public support and interest in trail maintenance and improvement.

**Special Events and Festivals** - The Presidio's open space and recreational amenities will be managed to provide settings for public programs, activities, and events. The Trust is committed to making the park increasingly accessible to the public and will facilitate public use of the park for festivals and special events, such as marathons or bike rides. The Trust will identify ways to monitor these events and to anticipate and address potential impacts on park resources, neighbors, and the visitor experience.

## BRINGING PEOPLE TO THE PARK

The Presidio is a place where nature, culture, and history merge; it is a place where visitors of all ages, interests, and abilities are welcome. Diverse and dynamic programs that preserve and protect the park's resources, and that interpret and celebrate its history, can bring people and the park together, continuing a tradition of community support that will endure for many generations to come.

The Presidio has both the facilities and the natural setting for community and public events, educational and cultural centers, exhibitions and performances, celebrations and festivities, games and athletics, guided walks, and hands-on demonstrations. The Presidio Trust is committed to collaborating effectively with the National Park Service, and to seeking other partners that can bring the capacity and expertise needed to provide a consistently high standard of programming suitable to a national park in an urban area.



THE PRESIDIO'S EXTENSIVE NETWORK OF HIKING AND BIKING TRAILS AFFORDS MANY OPPORTUNITIES FOR RECREATION, RELAXATION, AND EXPLORATION

**11. Collaborate with the National Park Service and other organizations to interpret the stories of the Presidio, contributing to the preservation of the park by deepening the public's understanding of the park's resources and history.**

**Interpretive Services** - Interpretation, or explaining the park's resources and history, educates visitors, encourages participation and stewardship, and builds public support. The Presidio Trust Act states that the National Park Service (NPS), in cooperation with the Presidio Trust, is responsible "for providing public interpretive services, visitor orientation, and educational programs" in the Presidio. NPS programs at the Presidio include ranger-led walks in both Areas A and B, educational programs for school groups, hands-on demonstrations, docent and stewardship opportunities, publications, and a website introducing the public to the park. These programs will benefit from a close and sustained collaboration between the NPS and the Presidio Trust, and with other partner organizations such as the Golden Gate National Parks Association and park tenants. Interpretive and visitor facilities include the William Penn Mott Jr. NPS Visitor Center, Crissy Field Center, Crissy Field Warming Hut, and Fort Point National Historic Site.

*"...to tell the story of this place in all its varied parts for those who come here from down the street or around the world. The telling of that story is what we call interpretation." (former NPS Director Robert Stanton)*

**Collaborative Planning** - The National Park Service and the Trust are collaborating on a plan for Presidio interpretation that will guide interpretive programming into the future. This plan will build

upon five interpretive themes, and their associated stories, identified initially in the General Management Plan Amendment (GMPA) and refined through the course of public workshops and joint planning. The themes look both forward and backward in time, linking the resources of the Presidio with the broader social history of the U.S. military and the nation. The five themes, which may serve as a basis for future interpretive programming, are:

- *Military History.* From 1776 until 1994, the Presidio was a military post under the flags of three nations, most notably the U.S. Army.
- *Crossroads of Culture.* In addition to the U.S. Army, many cultures, including Native Americans, Spanish colonists, Mexican settlers, English, American, and Russian traders, and Asian immigrants, have influenced and shaped the Presidio.
- *Natural Systems.* The Presidio is a refuge for many rare and endangered species and habitats where ecosystems are being preserved and enhanced.
- *The Changing Landscape.* Today's landscape tells the story of how past generations have used and altered the site.
- *The Transformation of the Presidio "from Post to Park."* The Presidio Trust and the National Park Service are working together to transform the Presidio from a military post to a national park in an urban setting, realizing the "swords to ploughshares" idea.

The interpretive plan will describe how the Presidio's many stories connect with one another, and identify where and how they can best be conveyed. It will lay the foundation for an effective partnership among the Trust, the National Park Service, and others, and suggest future interpretive program improvements or expansions.

*"The intent will be to provide visitors with an interpretive experience that is enjoyable and inspirational, within the context of the park's tangible resources and the values they represent. In addition, visitors should be made aware of the purposes and scope of the national park system."  
(2001 NPS Management Policies)*

**Public Access** - Because interpretation of historic buildings is an important way to tell the stories of the Presidio, the Trust will ensure that interpretive signs or other media are provided in leased buildings and will require tenants to maintain public access to portions of historic buildings, such as lobbies, porches, and verandas. Primary tenants in buildings that are important venues for interpretive themes may work with the Presidio Trust and the National Park Service to create public exhibitions in the buildings.

## **12. Build public commitment to preserving the Presidio's natural, historic, cultural, scenic, and recreational resources by developing hands-on educational opportunities for visitors and volunteers.**

Community support and participation is integral to the effective management and stewardship of the park's resources. The Trust will continue to work with the National Park Service and others to develop programs that engage visitors and volunteers in hands-on activities.

**Park Stewardship Program** - Volunteers, youth groups, private corporations, and other organizations have been participating in the Presidio's Park Stewardship Program, helping to restore rare habitats and to grow and plant thousands of native plants. Volunteers helped restore the marsh and dunes at Crissy Field, the dunes of Baker Beach and Lobos Valley, and the grasslands at Inspiration Point. Begun by the National Park Service in 1994, the Presidio's Park Stewardship Program is one of the largest in the country and is actively supported by the Trust.



### SAN FRANCISCO CONSERVATION CORPS MEMBERS WORK AND LEARN AT THE PRESIDIO

**Expansion of Stewardship Programs** - The Presidio Trust will collaborate with the National Park Service and the Golden Gate National Parks Association to expand the concept of stewardship programs to include the Presidio forest, trails and bikeways, historic buildings, archeological and cultural resources, community gardens, and sustainable infrastructure. Outreach to under-served communities will be a key component of park stewardship programs.

**Ongoing Programs** - The Trust will continue to collaborate with numerous partners to maintain ongoing resource protection programs that not only contribute to the effective management of the park but also have significant educational value, especially for children. These programs include:

- The Presidio Nursery Program, which provides plants for restoration projects, educates volunteers, and sponsors research.
- The Natural Resource Education and Outreach Program, which promotes natural resource values and educates community members about Presidio natural resources.
- The Compost and Regeneration Program, which diverts hundreds of tons of organic debris from landfills, educates children, trains staff, and restores Presidio soils.
- The Presidio Recycling and Reuse Program, which trains and employs young adults and develops educational material for children.
- Transportation Demand Management programs, which raise resident and employee awareness of transportation alternatives by demonstrating new electric vehicle technologies, organizing events to encourage carpooling and vanpooling, and hosting “Bike to Work Day” and “Try Transit Week” activities.
- The Presidio Archeology Program, which maintains an on-site archeology lab that brings partners together to study the archeological resources of the Presidio.

**13. By providing appropriate park programs and increasing public access, create the conditions for a diverse and thriving community of residents, tenants, and organizations who contribute to the park in different ways.**

The Presidio Trust is committed to fostering appropriate programs and activities to widen the community of Presidio stakeholders. In order to deliver exceptional programs, the Trust will actively seek partner organizations with expertise in the subject matter or program at hand. The Trust will encourage contributions from park tenants, and seek financial contributions to support programs and activities. The Presidio will be a vibrant community that will welcome the contributions of educators,

artists, environmentalists, leaders in technology, scientists, government agencies, private businesses, cultural institutions, non-profit organizations, and interested individuals.

**Program Partnerships** - The Presidio Trust and the National Park Service will work together to develop program partnerships that optimize educational and preservation efforts. Watershed-based education and stewardship programs, such as those coordinated by the Academy of Sciences at Mountain Lake and the Urban Watershed Project in Tennessee Hollow, will continue to contribute to the oversight of the park's diverse aquatic resources. The Trust is also committed to ongoing partnership with wildlife preservation organizations, such as the Audubon Society.

The Trust works closely with federal and local agencies to be a leader and model in the field of sustainability. Reflecting these efforts, the Presidio has been designated a Center of Environmental Innovation. The Trust will continue to build partnerships with public and private entities to increase participation in sustainability initiatives such as "Rebuild Presidio," a local chapter of the Department of Energy's Rebuild America program. Broader partnership development will include increased coordination with local partners.



STUDENTS FROM WASHINGTON HIGH SCHOOL CONDUCT RESEARCH AT TENNESSEE HOLLOW

**Expanded Historic Preservation Programs** - Historic preservation programs will be expanded to provide more volunteer opportunities and to promote greater understanding of the extent and significance of historic preservation and archeology at the Presidio. The Trust will expand its partnership with nearby universities to engage a wider community in exploring the Presidio's past, particularly in the Funston Avenue and El Presidio areas. The Trust is working with the College of the Redwoods and may seek additional partners to provide training in historic building and landscape preservation and to investigate and address the challenges of combining green building technologies with historic preservation.

**Ongoing Support** - As tenants and residents come and go at the Presidio, the Trust will ensure that successful programmatic contributions continue to flourish. The Trust will seek partners that offer cultural and financial resources beyond those provided by tenant organizations. This effort will involve not only those organizations that desire a long-term presence at the Presidio, but also organizations interested in sponsoring, supporting, or undertaking special activities that are consistent with the park's program goals.

**14. Perpetuate Presidio traditions and encourage visitors to participate in events and ceremonies. Provide settings for the arts and for historical and cultural programs related to the Presidio.**

**Cultural Events and Festivals** - The Trust and partner organizations will carry on old traditions and establish new ones, making the park accessible through cultural events and festivals. Some examples include the annual Presidio Pasados (which commemorates the founding of the Presidio), Memorial Day and Veterans Day events, and community holiday celebrations.

**Public Access** - Places and open spaces will be available for public gathering and activity, as well as for performances and temporary exhibitions. Tenants and other program providers will be encouraged to tell their organization's stories through interpretive media, programs and special events. The Main Post will continue to be the center of the community, offering meeting places, a community center, a theater, and food services. The Presidio Trust and the National Park Service will ensure that educational and interpretive elements are coordinated with festivities, events, and exhibitions.

**15. Provide visitor orientation and consistent signage, and make access as universal as possible.**

The Presidio Trust and the National Park Service will cooperate to provide orientation and information that will help visitors find their way around the park and choose from a range of activities.

**Signs and Kiosks** - Entrance signs have been installed at all gates to provide visitors with a sense of arrival at the Presidio. In addition, a series of information/orientation kiosks will be strategically installed throughout Area B. Outdoor interpretive panels developed jointly by the National Park Service and the Trust are also being installed throughout the park. The National Park Service has also developed a wayside signage program to interpret the Presidio's resources "on the ground." The program has been partially implemented and will be completed in the next few years.

**Universal Access** - Access to the Presidio and its facilities will be enhanced for people of all ages, backgrounds, and abilities. To the greatest extent possible, the Trust will develop solutions to the barriers faced by Presidio visitors and employees who have mobility or other impairments. Access improvements will conform to the Uniform Federal Accessibility Standards. The Presidio Trails and Bikeways Master Plan, now under development, will identify trails that provide access for all users. The Trust will work collaboratively with the National Park Service to make educational, interpretive, and recreational programs and publications accessible to as many visitors as possible, including foreign visitors and individuals with special needs.

## Chapter Two - Park Land Uses, Transportation, & Infrastructure



*“As part of the GGNRA, the Presidio’s significant natural, historic, scenic, cultural, and recreational resources must be managed in a manner... consistent with sound principles of land use planning and management...” Presidio Trust Act*



Unlike the wilderness areas of many national parks, the Presidio was built and landscaped to serve the needs of an active military community. To preserve qualities that define the Presidio's character, the Presidio Trust must preserve this sense of community. Preservation will require active intervention and opportunities for people to live and work, as well as play.

The Presidio's long-term management and care requires that buildings be filled, that systems be maintained and improved, and that a variety of land uses be accommodated. This chapter sets forth a framework to guide the Presidio's future, including planned building square footage, open space acreage, and park-wide land uses. The chapter also describes the type and location of resident and visitor amenities, housing, and access and circulation improvements, as well as infrastructure and maintenance programs.

## Land Use

This Plan envisions a Presidio with substantially more open space of higher quality than exists today, and with fewer buildings and less overall building square footage. Almost 75 percent of the park will be open space - much of it providing valuable natural habitat - and 360,000 square feet or more of building space will be eliminated.

Approximately one-third of the Presidio's building space will be devoted to public uses, including educational and cultural uses, interpretation sites, small-scale lodging, recreation, and other visitor amenities. About one-third will provide housing, with priority for people who work in the park, and about another third will be used for office space. All park activities will benefit from the sustainable transportation and infrastructure systems that will keep the park functioning smoothly.

## Open Space

This Plan calls for an additional 99 acres of open space in Area B. "Open space" is defined as any area that is largely unoccupied by buildings, roads, sidewalks, parking areas, other paved areas, and landscaping around buildings. Open space encompasses, for example, forest, some landscaped areas, dunes, wetlands and riparian areas, native plant communities, trails, and the Presidio Golf Course. It also includes small, informal open areas within more developed parts of the Presidio that are available for public use. The Vegetation Management Plan (VMP) zoning categories - native plant communities, historic forest, and landscaped areas - provide a tool for describing open space and for examining the compatibility of recreation and open space activities with resource management objectives.

*"One of the planning goals is to concentrate developed areas in the north (including program, residential, community, and commercial facilities) and to remove residential areas in the south and expand open space there. This overall change in land use patterns will provide a more parklike setting in many parts of the Presidio." (General Management Plan Amendment (GMPA), page 35)*

### *Increased Open Space*

Ultimately, almost 75 percent of the Presidio's 1,491 acres is planned to be open space. The increase in open space by almost 100 acres will allow for restoration and enhancement of native plant and forest habitats, larger contiguous bands of natural systems, and more space for recreation.

Since 1994, the amount of open space at the Presidio has been increased by approximately 65 acres, mainly through restoration of Lobos Dunes and Crissy Field (Area A) and demolition of 58 units of Wherry Housing (Baker Beach Apartments). The restoration of Crissy Field by the National Park

Service and the Golden Gate National Parks Association increased wildlife activity along the Presidio’s bay shore and encouraged greater public use of the area. Restoration of the Lobos Dunes provided 13 more acres of native plant habitat and created more opportunities for public enjoyment of the area.

Planned demolition of the Wherry Housing complex (Baker Beach Apartments) and some non-historic housing along West Washington Boulevard would make the most substantial contribution to the Presidio’s open space acreage in the future. Some non-historic housing in the East Housing area is also planned for removal to allow for the restoration of the Tennessee Hollow stream corridor.

<b>Increase in Open Space</b>			
	<b>Area A</b>	<b>Area B</b>	<b>Presidio-Wide</b>
Existing Total Acreage	323	1,168	1,491
Existing Open Space Acreage	296	695	991
Planned Open Space Acreage	296	794	1,090
Net Gain	0	99	99

***Reductions in Building Space***

The Presidio Trust plans to reduce the building area in Area B by 360,000 square feet or more, notwithstanding the possibility of some new construction, as discussed further in Chapters Three and Four. Building area will be reduced mainly by removing nearly 680,000 square feet of non-historic housing in the South Hills district over time. Further demolition and all new construction beyond the most minor building additions would be subject to additional planning, analysis, and public input, in conformance with the National Environmental Policy Act (NEPA) and the National Historic Preservation Act (NHPA).

<b>Reductions in Building Space</b>	
Existing Square Footage	5,960,000
Future Square Footage	5,600,00
Net Change	-360,000



NATURAL AREAS PROVIDE BOTH WILDLIFE HABITAT AND RECREATIONAL OPPORTUNITIES

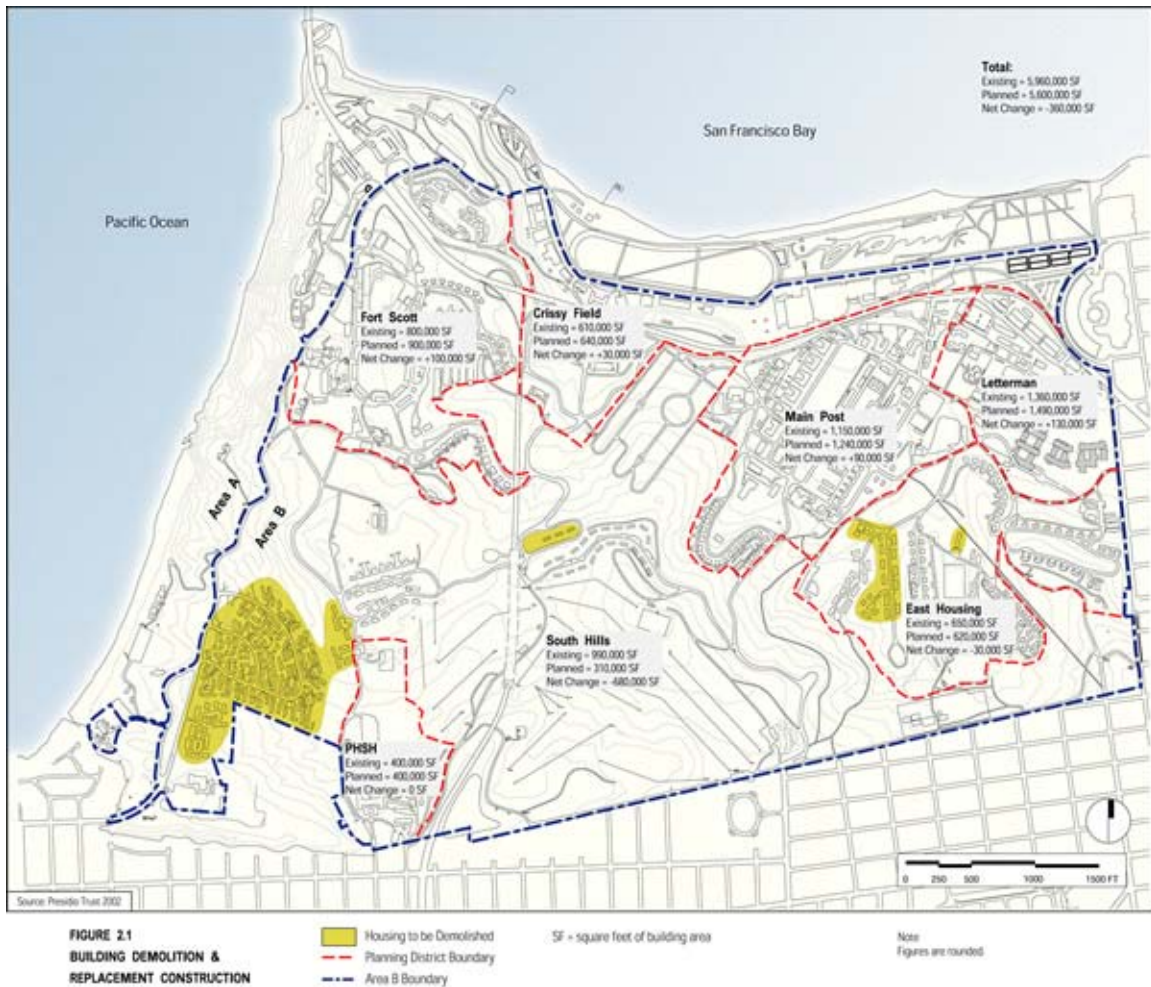


FIGURE 2.1  
BUILDING DEMOLITION AND REPLACEMENT CONSTRUCTION

### *Main Post*

The amount of building space may increase modestly. Some non-historic buildings may be demolished to restore historic settings and views. Additions to historic buildings and stand-alone new construction may be considered where appropriate - for example, to provide visitor amenities and to facilitate reuse of historic buildings.

### *Crissy Field (Area B)*

Some non-historic buildings in this district may be demolished to increase open space and to enhance the visual and historic setting. Limited new construction would be considered, primarily to make reuse of historic structures possible. For example, a low-scale annex to Stilwell Hall could enable the building's reuse as lodging. Overall, the increase in building space will be kept to a minimum.

### *Letterman*

The future Letterman Digital Arts Center will be the largest physical change to the Presidio's built environment. Other changes in the Letterman district may include demolishing non-historic buildings and replacing them with more compatible structures that would reinforce the historic setting of the old hospital buildings and create a more pedestrian-scaled environment.

### *Fort Scott*

Demolition of minor buildings will be considered at Fort Scott, as will additions to historic buildings or building clusters to facilitate their reuse. For example, a meeting space may be required to support the educational programs envisioned for Fort Scott. Non-historic housing may be replaced with more compatible structures in the area behind the Pilots Row houses (North Fort Scott). The Golden Gate Bridge District may also relocate its maintenance functions from the bridge toll plaza to both existing and new buildings in this district.

### *Public Health Service Hospital*

The major change in building area that may occur in this district would be replacement of the non-historic wings of the former hospital with buildings elsewhere on the site. Removing the wings would support the district's revitalization, and would allow restoration of the building's original façade.

### *East Housing*

The Trust plans to reduce building square footage by removing some non-historic housing in this district if required to restore the Tennessee Hollow riparian corridor. Some replacement housing could be constructed in remaining non-historic building clusters.

### *South Hills*

The amount of building space will be reduced dramatically over time. The phased removal of the non-historic Wherry Housing complex (Baker Beach Apartments) and some of the East and West Washington Boulevard housing will allow for restoration of open space, native plant habitat, and wildlife corridors.

## Building Uses

The Presidio will continue to accommodate a variety of land uses, including housing, office, and public uses intended to serve park visitors and the Presidio community. The Trust's goal is to use one-third of the available building space to accommodate public uses, one-third to accommodate residential uses, and one-third to accommodate office uses.



THE HISTORIC PRESIDIO THEATRE WAS TRADITIONALLY A VENUE FOR LIVE PERFORMANCES AND FILM PRESENTATIONS

<b>Building Use Summary</b>		
<b>Building Use</b>	<b>Targeted Square Footage</b>	<b>Percent of Total</b>
Public Uses	1.58 Million	28%
Housing	1.96 Million	35%
Office	1.82 Million	33%
Other	0.24 Million	4%
<b>Total</b>	<b>5.60 Million</b>	<b>100%</b>

Notes: All figures are rounded. "Other Uses" include historic batteries, industrial, warehouse, and park infrastructure facilities.

## Public Uses

Visitor-serving uses are expected to be accommodated in about one-third of the building space at the Presidio, and could include a variety of cultural and educational uses, small-scale lodging, and other amenities to make the park welcoming to a wide range of visitors. The park will have places for people to stay, to relax, and to get something to eat, as well as places for recreation, entertainment, and learning. Public uses will be located and sized to respect the Presidio's distinctive resources and character.

### *Cultural and Educational Uses*

Many places in the Presidio are appropriate settings for cultural and educational uses such as visitor facilities, major interpretive sites, performing arts facilities, museums, education centers, schools, institutes, training facilities, libraries, archives, classrooms, and day care facilities. It is estimated that approximately 920,000 square feet of building space will ultimately be used for a wide variety of cultural and educational uses. (See Figure 2.2.) Cultural use is preferred in approximately 530,000 square feet, largely concentrated at Crissy Field and the Main Post. Educational use is preferred in approximately 390,000 square feet, largely at the Public Health Service Hospital and Fort Scott. The Main Post and Crissy Field will continue to be the primary sites for cultural activities, in large part

due to the existing built environment and open spaces in these areas, as well as current visitor use patterns and ease of transit access. The precise nature of cultural and educational facilities will depend largely on opportunities offered by tenants and park partners, and by the buildings themselves.

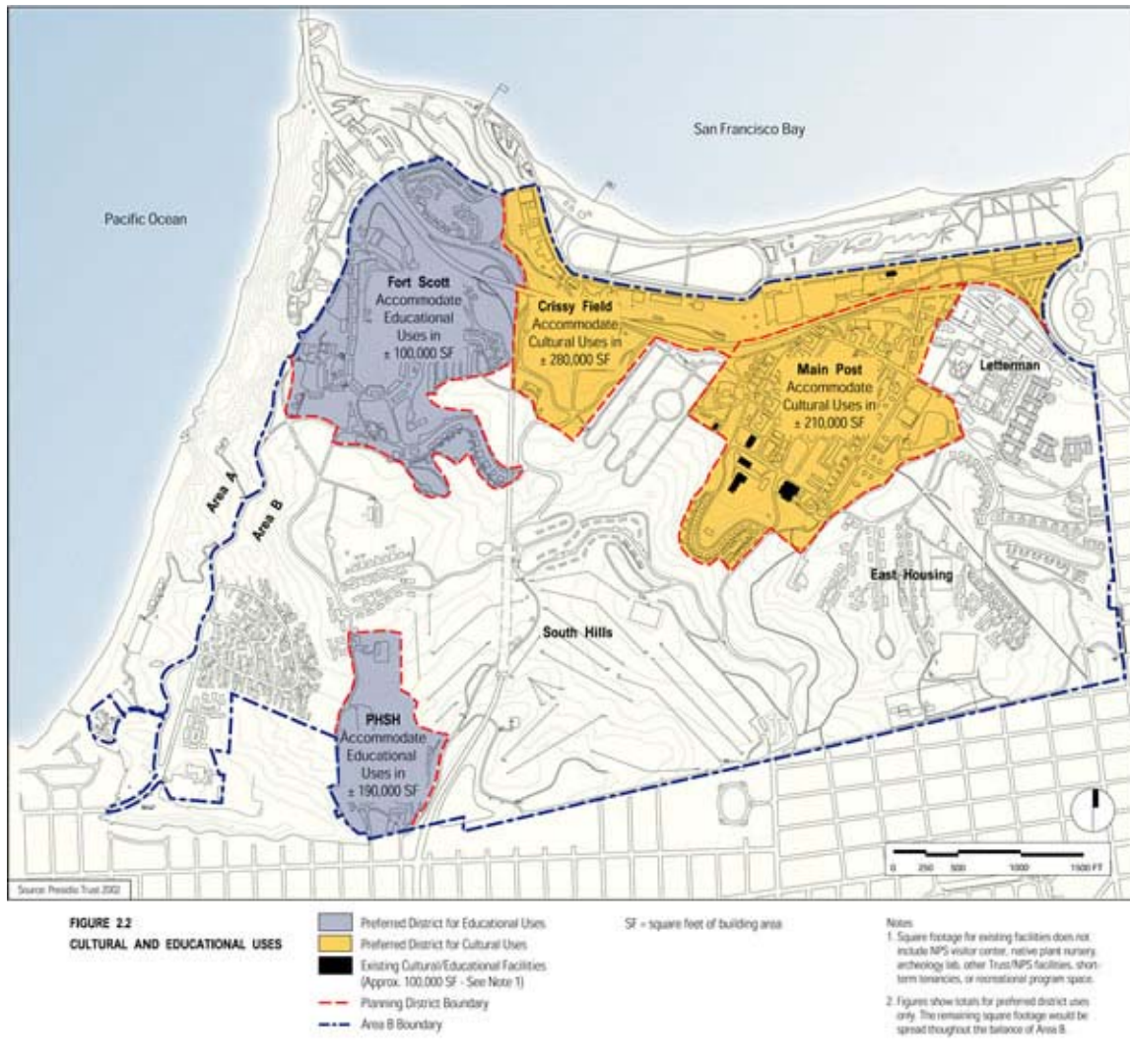


FIGURE 2.2  
CULTURAL AND EDUCATIONAL USES

### Cultural Use

The Presidio will be home to a variety of cultural venues, including interpretive sites, museums, artist studios, performing arts spaces, and more. Cultural activities may include lectures, discussions, performances, exhibits, festivals, building tours, and celebrations. The Trust will continue its collaboration with the National Park Service (NPS) and will develop partnerships with other organizations that can bring program expertise to the Presidio.

The largest cultural facility at the Presidio is the William Penn Mott Jr. NPS Visitor Center, operated by the NPS and located in Building 102 at the Main Post. This facility provides visitors with orientation services, including opportunities to talk with park rangers and to view exhibits, films, audiovisuals, and other media that describe the Presidio’s resources and available activities. The

Visitor Center also serves as the staging area for most Presidio tours. Approximately 100,000 square feet of building space in Area B are currently used or dedicated for cultural programs. Primarily located at the Main Post, these facilities and programs include:

- The Officers' Club (35,000 square feet), which serves as a meeting, event, and exhibit venue.
- The Presidio Theatre (15,000 square feet), which is unoccupied but planned for reuse as a theatre.
- The Post Chapel (7,000 square feet), which hosts numerous events.
- The Herbst Exhibition Hall (11,000 square feet), which serves as a small-scale exhibition space.
- The Crissy Center (12,000 square feet), an environmental education and community facility.
- The Park Archives and Records Center (19,000 square feet), operated by the NPS.

In addition, several park operation facilities offer cultural/educational programs. These facilities and programs include the following:

- The U.S. Park Police's Cavalry Stables hosts educational and interpretive programs about the Buffalo Soldiers and the Ninth Cavalry at the Presidio.
- The Recycling/Compost Center is open to visitors, provides job training for young adults, and is a destination for city school children learning about waste reduction, composting, and sustainability. The center is managed in partnership with the San Francisco Conservation Corps and the Golden Gate National Parks Association.
- The Presidio Native Plant Nursery hosts full-time staff, volunteers, and students who propagate Presidio native plants; introduces visitors to nursery operations, plant biology and techniques; and supports Presidio restoration efforts. The nursery is managed by the National Park Service and the Golden Gate National Parks Association.
- The Archeology Lab hosts a volunteer program to catalog, protect, and manage artifacts.

To augment these ongoing programs, cultural uses would be preferred in approximately 430,000 additional square feet. The 100,000 square-foot Commissary is the preferred location for a large museum. The hangars at the west end of Crissy Field (Area B) are another possible museum location. Museums and other cultural institutions are expensive to establish and operate, and would require funding by sponsoring organizations or other outside sources.

In Fiscal Year 2002, the U.S. Congress requested that the NPS collaborate with the Trust to study the feasibility of establishing a Pacific Coast Immigration Museum (PCIM) at the Commissary building or at another nearby site, as well as the feasibility of rehabilitating Building 640 (about 10,000 square feet) as a museum. The PCIM would offer interpretive and educational programs about migration, immigration, and initial settlement on the Pacific Coast, and provide information on related historic sites and educational experiences on the West Coast.

The National Japanese American Historical Society is a key partner in the feasibility study of Building 640. The study will assess the building's potential use as a museum focusing on its historical associations and the role of Japanese-Americans in the history of the American West. In 1941, Building 640 became the site of the first secret U.S. Military Intelligence Service Language School, where Japanese-American soldiers were trained to become translators. Other sites of importance to the Japanese-American experience are close by at the Main Post.

Important historical features, such as those related to Native Americans and Buffalo Soldiers, exist at the Presidio and will be interpreted for the public. Other projects may include rehabilitating the former Army Museum or using the former airfield hangars and smaller spaces around the Main Post for small museums or exhibits, if financially feasible. Any future cultural activities at Crissy Field

(Area B) or the Main Post would complement those already in place at the Fort Point National Historic Site, the Crissy Field Center, and the Exploratorium.

### *Educational Use*

The Presidio Trust will seek tenants who provide educational services, including formal curriculum-based programs for children or adults, or less formal programs offering periodic workshops or tutorials. Both public and private institutions will be considered, with preference given to tenants who use Presidio resources as an educational tool (for example, as an “outdoor classroom”), who offer services to park visitors, or whose constituencies are national in scope.

The preferred locations for educational programs are Fort Scott and the Public Health Service Hospital (PHSH). (See Figure 2.2.) Fort Scott, with its tranquil, campus-like setting, could host an organization or group of organizations with resident staff and visiting experts dedicated to research and the exchange of ideas. In addition to programs at Fort Scott and the PHSH, the child care center at the Main Post will continue to operate, and the Cavalry Stables area near Crissy Field might offer additional space for hands-on learning and other educational programs. Existing research and training programs will be enhanced where feasible, and the Trust will encourage model educational and demonstration programs on environmental practices, natural resource management, and historic preservation. Through efforts with the NPS and other partners, the Trust can help local, national, and international participants to develop an understanding and appreciation of the Presidio’s resources.

The Presidio can also become a showcase for demonstration projects on environmental sustainability, historic preservation, and natural resources. Today, new ideas, technologies, and products are being tested in the park, and case studies are being developed that can become working models for other communities. For example, in the course of adaptive reuse of historic buildings, the Presidio Trust is testing various sustainable “green” building materials and energy conservation techniques. These projects can inform other groups working on similar projects involving historic preservation and sustainable building practices.





FIGURE 2.3  
LODGING

The Presidio Trust will also promote research and education through partnerships and internship programs that explore the Presidio’s natural and cultural landscapes and the systems that maintain them. Several partnerships with local educational and scientific institutions are already in place. The Trust will seek other partners to assist in these activities, which may include resource inventories and monitoring.

*Lodging and Other Visitor Amenities*

National parks have traditionally provided lodging, and part of the visitor experience at the Presidio will include the opportunity to stay overnight in an historic building, such as historic barracks or officers’ quarters. Historic buildings could be rehabilitated to give guests a first-hand experience of elements of former Presidio military life and to provide a limited amount of lodging, estimated at 200,000 to 260,000 square feet or between 180 and 250 rooms.

Dormitory-style accommodations could provide affordable options for school and educational groups, as well as participants in park volunteer and stewardship programs and youth or elder hostels. Small inns and bed-and-breakfast accommodations may be the best use of some historic buildings.

Building additions or annexes may be necessary to make reuse of historic structures as lodging functionally and financially feasible.

Lodging will be located in an attempt to ensure that visitors will not need to use their vehicles during their stay. Preferred locations for lodging will be at the Main Post (potentially at Pershing Hall, a former guesthouse), and at Stilwell Hall in west Crissy Field (Area B). Some accommodations at Fort Scott may be established to support conference and educational programs. (See Figure 2.3.)

Meeting or conference space will also be considered to support educational, lodging, and office uses. Community meeting facilities will be available for park and program staff, visitors, and Bay Area residents. Existing meeting facilities, such as the Golden Gate Club and Officers' Club at the Main Post and the historic Log Cabin at Fort Scott, will be retained. Expansion of indoor recreational use will also be considered, either at existing locations or at other locations that complement opportunities for outdoor recreation.

Other visitor services, such as cafes and restrooms, will be appropriately located throughout the Presidio. Services at the Main Post already include a bank, post office, and cafes. Fort Scott, Crissy Field (Area B), and the Letterman district will also offer some services for tenants and visitors.



THE GOLDEN GATE CLUB ON THE MAIN POST IS A POPULAR MEETING FACILITY

## Housing

Housing has always been an essential feature of the Presidio landscape and is critical to the character of the place. One-third of the Presidio's building space will likely be used for housing, maintaining an important link to the Presidio's past and allowing the Trust to meet Plan goals. Residential use is a cost-effective way to preserve buildings and the most reliable long-term source of revenue available to the Trust; housing Presidio-based employees can minimize auto traffic through the park; and residents add to the vitality, safety, and security of the park.

### *Existing Housing Supply and Management*

Today, there are 1,116 conventional dwelling units and 538 group quarters (e.g. barracks, dormitories) in the park. (See Appendix E.) Approximately 80 percent of the dwellings and 25 percent of the group quarters are either currently occupied or have been occupied within the last year. Of the total occupied housing units at the Presidio, about 35 percent are occupied by Presidio-based employees. All of the housing units were occupied when the Presidio was a military post, and are reflected in the 1990 Census, which reported a residential population of 4,700.

Most of the Presidio dwelling units are large, and must be rehabilitated before they can be occupied. The Trust has rehabilitated 840 units in the past three years, and expects to complete rehabilitation of the existing units in 2004. All historic properties are rehabilitated in compliance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for Rehabilitating Buildings at the Presidio of San Francisco*.

The Presidio Trust will continue to give housing preference to full-time Presidio-based employees as a way to accommodate employee housing demand and reduce automobile traffic in and out of the park. Presidio-based employees are those who work a minimum of 32 hours per week for businesses, organizations, or institutions located in the park. Remaining units will be made available to the general public.

The Trust currently provides rent discounts for some Presidio-based employees who earn less than median income, in order to enable them to live in the park. Rents for these units are set at rates that are consistent with national affordability standards. A public safety housing program provides discounted rents to Presidio firefighters and U.S. Park Police officers. Dormitories and other single-room-occupancy or studio units accommodate one- and two-person households at a variety of rental levels. These housing programs will be maintained and adjusted as necessary to accommodate a diverse tenant mix.

### *Housing Removal and Replacement*

The Plan provides for changes in the composition of housing at the Presidio over time through removal of most non-historic dwelling units to allow natural resource enhancements, and through creation of smaller dwelling units. These actions will be aimed at preserving a broad spectrum of housing opportunities, and accommodating a range of income levels. Clustering housing close to major activity areas will contribute to community vitality, help reduce traffic and pollution, and support park operations such as transit and community policing.

To achieve natural resource goals, the Plan provides for the phased elimination of some clusters of non-historic residential buildings as restoration planning is completed and as funding becomes available both for building demolition and habitat restoration. For example, the Wherry Housing complex (Baker Beach Apartments) is scheduled for removal over a 30-year period in order to expand

open space and restore native plant communities, furthering the recovery of the San Francisco lessingia, an endangered plant species.

The Trust will also consider converting residential buildings to other uses, such as lodging or offices, if this strategy is justified by market demand and offers a cost-effective means for preserving historic buildings. Conversion of group housing to conventional dwellings is likely to result in fewer “units” (i.e., fewer apartments than rooms). Nonetheless, conversions will be considered as a way to meet Presidio housing demand for conventional units, as long as some amount of group housing rooms are maintained.

Subdividing non-historic dwelling units is an important strategy for replacing housing, as is the conversion of non-residential buildings to residential use. Based on preliminary study, it is estimated that between 270 and 570 dwelling units or dormitory-type accommodations can be created within existing buildings.<sup>1</sup> The actual extent and feasibility of conversions, as well as the precise location and configuration of these units, requires further building-specific analyses. Subdivision of historic units will only be undertaken if it can be accomplished in a manner that is consistent with The Secretary of the Interior’s Standards for the Treatment of Historic Properties and the Guidelines for Rehabilitating Buildings at the Presidio of San Francisco.

Between about 200 and 400 housing units may be replaced within new structures if required to meet Plan objectives. In all cases, new construction would be located within already developed areas, at transit-accessible locations, and would be compatible with the National Historic Landmark District. Some new construction could replace existing non-historic buildings, improve the aesthetic and historic qualities of the park, and make more housing accessible to public transit. For example, Building 1028, located west of the Thoreau Center and containing 58 dormitory rooms, may be removed and replaced with between 100 and 160 conventional dwelling units in a new building that is more compatible with the historic hospital complex. New residential construction will not be undertaken without additional planning, public input, and environmental analysis.

Rehabilitating and converting historic non-residential buildings to residential use may prove to be an excellent historic preservation strategy regardless of the demand for housing by Presidio-based employees. For example, residential use may be the best way to ensure that historic portions of the Public Health Service Hospital are sensitively rehabilitated. For that reason, senior housing or other residential uses are preferred for the hospital building. Similarly, barracks and non-residential buildings at Fort Scott may be effectively preserved by allowing housing that supports an educational institution. Both group housing and co-housing may also be considered as a way to reuse a limited number of large historic homes.

*1 The Presidio Housing Conversion Study by Page & Turnbull, Inc. and Solomon E.T.C., dated October 19, 2000, evaluated a subset of all Presidio buildings and concluded that “some building types offer the Trust a good opportunity” for subdivision or conversion, “and can be reasonably pursued,” that others “are worthy of more study...but may be more suited to other uses,” and that some appear “quite unpromising.” Of the 135 buildings examined, 57 were considered to have “high” suitability, potentially resulting in 243 new units. This conclusion was “intended only to suggest which buildings are more promising than others...[and was not intended to] be used for budgeting.”*



FIGURE 2.4  
HOUSING CONCEPT

### *Housing by Planning District*

Figure 2.4 illustrates planned housing retention, removal, and replacement for each planning district and for the Presidio as a whole. In most cases, the number of planned units is presented as a range that reflects general goals. Achieving these goals depends on site-specific assessments of building configuration and financial feasibility, as well as progress toward meeting other planning objectives.

**Housing by Planning District** - Note: Most numbers are rounded.

<b>Main Post</b>	
Existing Dwelling/Dorm Units	75/64 (Total 139)
Existing Units to be Converted to Non-Residential Use	25-55
New Units within Existing Buildings	5-35
New Units within New Construction	0-50
Maximum Number of Residences	140-155
The Main Post has historically accommodated a mix of residential and non-residential uses, and a mix of conventional dwelling units and group quarters. The plan proposes to retain this mix.	

<b>Crissy Field (Area B)</b>
The Crissy Field (Area B) planning district does not contain housing units, nor is housing proposed for this district.

<b>Letterman</b>	
Existing Dwelling/Dorm Units	0/158 (Total 158)
Units to be Removed	0-60
New Units within Existing Buildings	0-60
New Units within New Construction	100-160
Maximum Number of Residences	200-260
Historically a mixed-use area that included houses and dormitories serving the Letterman Hospital, the Letterman district is accessible to transit and services in neighborhoods outside the Presidio. Since the hospital closed, the amount of housing in the Letterman district has decreased; the Plan proposes to reverse that trend.	

<b>Fort Scott</b>	
Existing Dwelling/Dorm Units	130/230 (Total 360)
Units to be Removed or Converted to Non-Residential Use	20-240
New Units within Existing Buildings	0-30
New Units within New Construction	100-150
Maximum Number of Residences	310-450
Fort Scott has historically accommodated a mix of residential and non-residential uses, and a mix of conventional dwellings and group quarters. The Plan proposes to retain this mix.	

<b>Public Health Service Hospital</b>	
Existing Dwelling/Dorm Units	11/86 (Total 97)
Units to be Removed or Converted to Non-Residential Use	0-90
New Units within Existing Buildings	80-200
New Units within New Construction	0-40
Maximum Number of Residences	200-210
The Public Health Service Hospital district was historically a mixed-use area that included houses and dormitories. The Plan proposes to increase the number of residential accommodations, converting the historic hospital to residential use if feasible.	

<b>East Housing</b>	
Existing Dwelling/Dorm Units	313/0 (Total 313)
Units to be Removed or Converted to Non-Residential Use	66
New Units within Existing Buildings	90-170
New Units within New Construction	0-66
Maximum Number of Residences	313-410
East Housing has always been the Presidio's main residential neighborhood; it is close to Letterman and the Main Post, and accessible to transit and neighborhood services outside the Presidio. The Plan proposes to retain or increase the existing number of housing units.	

<b>South Hills</b>	
Existing Dwelling/Dorm Units	587/0 (Total 587)
Units to be Removed for Open Space	500
New Units within Existing Buildings	80-90
Maximum Number of Residences	170-180
Built up after World War II, the South Hills district is the one area of the Presidio where open space can be expanded substantially without affecting historic resources. Over time, the Plan proposes to reduce dramatically the number of housing units in this district.	

<b>Presidio-Wide Summary</b>	
Existing Dwelling/Dorm Units	1,116/538 (Total 1,654)
Units to be Removed for Open Space	565
Other Units to be Removed/Converted to Other Use	50 - 380
New Units within Existing Buildings	270 - 570
New Units within New Buildings	200 - 400
Maximum Number of Residences	1,400 - 1,654

## Office Use

Office space was the Army's principal use of the Presidio's buildings, and was also identified as a preferred use in the National Park Service's 1994 General Management Plan Amendment (GMPA). Under the Presidio Trust Management Plan (PTMP), an estimated one-third of the Presidio's building space will be occupied by office tenants. Office space offers a cost-effective way to rehabilitate and reuse historic buildings, and is critical to generating revenues for the park.

The Main Post, Letterman, and Fort Scott planning districts are the most appropriate locations for office space, but offices could be located elsewhere as well if preferred uses in other districts do not prove feasible. Approximately 650,000 square feet of office space are currently in use, and 840,000 square feet of office space are planned for the Letterman Digital Arts Center on the former Letterman Hospital site. An estimated 330,000 square feet of additional office space remains to be filled.

Due to its location and the type of space available, the Presidio is unlikely to attract the kind of commercial office tenants who seek "Class A" downtown space or suburban office parks. Instead, the Presidio will house a mix of office tenants who can fund the rehabilitation of historic buildings and meet the other tenant selection criteria described in Chapter Four.



THE FORMER NINTH CORPS AREA HEADQUARTERS ON THE MAIN POST IS NOW USED AS OFFICE SPACE



## TRANSPORTATION

The Presidio Trust will use environmentally responsible transportation strategies to improve mobility within the park, minimize private automobile use, increase the use and availability of public transit and pedestrian and bicycle travel options, and improve connections to regional transportation systems. Figure 2.5 illustrates planned circulation routes and major transit hubs.

### **Transportation Demand Management**

The Trust's transportation demand management (TDM) program is intended to reduce automobile travel to, from, and within the Presidio, shifting travelers to alternative modes of transportation such as public transit, bicycling, walking, carpools, and vanpools. The TDM program will include elements such as an internal shuttle system, residential and non-residential parking management, commuter-check transit incentives, car-sharing, carpool and vanpool programs, telecommuting, reduced work-week schedules, and on-site services within easy walking distances. The Trust will offer some TDM services to Presidio tenants, and will also require tenants to provide additional services designed to encourage their own employees to use alternative transportation. (See Appendix D.)

At a minimum, the TDM program is designed to reduce vehicle trips so that trips involving automobiles will represent a maximum of 70 percent of external person trips and 50 percent of internal person trips. Above and beyond this minimum standard, the Trust plans to pursue an aggressive long-term goal for automobile trip reductions as transit services are expanded, and as the resident and employee populations of the Presidio approach historic levels. The long-term goal is to reduce vehicle trips and increase auto occupancy such that only 50 percent of all external trips and 35 percent of all internal trips are by auto.

### ***Internal Shuttle***

The Trust already provides an alternative-fuel internal shuttle service linked to public transit stops. The service connects to both San Francisco Municipal Railway (MUNI) and Golden Gate Transit bus lines and could be made available upon request to school or community groups for park-related activities. New bus shelters will be built to serve both public transit and the internal shuttle, and will provide lighting, visitor orientation, route maps, and schedules. Shelters will be designed to accommodate installation of communication systems that provide real-time bus arrival information.

### ***Transit Hub***

The Trust will construct a transit hub in the northern part of the Main Post district, within easy walking distance of Crissy Field, Letterman, and the central part of the Main Post. (See Figure 2.6.) Transit providers will be encouraged to serve the transit hub to facilitate transfers to and from the internal shuttle. Links will be provided to the existing hub at the Golden Gate Bridge toll plaza. Services at the transit hub will include ticket sales and information, passenger waiting areas, and other amenities.

### ***Regional Transit***

As a Regional Transit Connection member, the Trust will continue to sell transit tickets and passes for Bay Area transit providers, and to work closely with MUNI, Golden Gate Transit, and other providers to improve transit serving the Presidio. The Trust will pursue route and bus stop changes for MUNI lines serving the Presidio, including additional express bus service to downtown. The Trust will also work to establish cross-town connections to BART, and will support efforts by the Golden Gate Park Concourse Authority and the City and County of San Francisco to develop a San

Francisco cultural shuttle that would connect the Presidio with other sites. The Trust will work with other agencies to consider the extension of the MUNI E-line streetcar, and with Golden Gate Transit to provide access to buses traveling to and from downtown. The Trust will work with all involved agencies and transit providers to establish a transit center in the Doyle Drive corridor as part of the Doyle Drive reconstruction project.



THE TRUST WILL CONTINUE TO WORK TO IMPROVE TRANSIT SERVICE TO THE  
PRESIDIO

### *Tour Buses*

To ensure the orderly movement of tour buses and minimize their impact both within the park and in adjacent neighborhoods, a strategy for tour bus management will be developed in collaboration with the National Park Service and City and County of San Francisco. The strategy will address bus size, frequency, noise and vibration, use of alternative-fuel vehicles, routing, permitting, idling and parking, interpretation (i.e., tour bus programs for explaining the park's resources and history), and venues to be served.



FIGURE 2.5  
PLANNED VEHICULAR CIRCULATION

### *Water Taxi/Ferry Service*

The National Park Service and the Bay Area Water Transit Authority are exploring the possibility of water taxi/ferry service to the Presidio. This service could connect the Presidio to other parks and tourist areas such as Fort Mason, Fisherman’s Wharf, and Angel Island. The Trust will work with the National Park Service to provide transit connections to any water taxi/ferry service serving the Presidio.

### **Pedestrians and Bicycles**

The Presidio Trust will improve pedestrian and bicycle routes to promote convenient, safe, and enjoyable walking and bicycling throughout the park. Improvements will include signage or re-striping along existing routes, new and improved trails, and modifications to existing trails. The Presidio Trails and Bikeways Master Plan, developed in collaboration with the National Park Service, will propose a comprehensive walking and biking network in the park. Pedestrian routes will be improved throughout the park to connect main activity areas and housing sites. Upgrades or

corrections in intersection alignments, road widths, and road shoulders will make roads safer for bicycle use. (See Figures 2.7 and 2.8.)

### **Traffic Management**

The Trust will pursue traffic safety improvements and look for ways to reduce traffic congestion. The Trust will consider means of simplifying or clarifying the Presidio's road network, for example, by defining logical visitor routes and providing additional signage. The Trust may also consider closing some roads to auto traffic to provide for recreational use. The Trust will also take steps to reduce traffic on some roads. Future studies will evaluate the pros and cons of traffic restrictions on Washington Boulevard as well as the possibility of realigning Mason Street to separate automobile from pedestrian and bicycle traffic near Crissy Marsh.

Road and intersection improvements will minimize congestion, will be compatible with historic preservation mandates, and will be designed to discourage auto shortcuts. Options may include increased traffic enforcement, traffic calming measures, additional stop signs, reduced speed limits, or narrowing of roads by adding bicycle or pedestrian routes. Intersections within the Presidio will be modified as necessary to correct alignment, add signage, and improve safety.

### **Doyle Drive**

The San Francisco County Transportation Authority (SFCTA), Caltrans, and the Federal Highway Administration are currently drafting design and engineering alternatives for Doyle Drive to improve traffic safety and structural stability. The Trust supports long-range safety improvements on Doyle Drive and is actively involved in the planning process. The Trust will review and evaluate proposals and determine the consistency and compatibility of those proposals with park resources and values.



THE TRUST IS ACTIVELY INVOLVED IN PLANNING FOR THE FUTURE OF DOYLE DRIVE

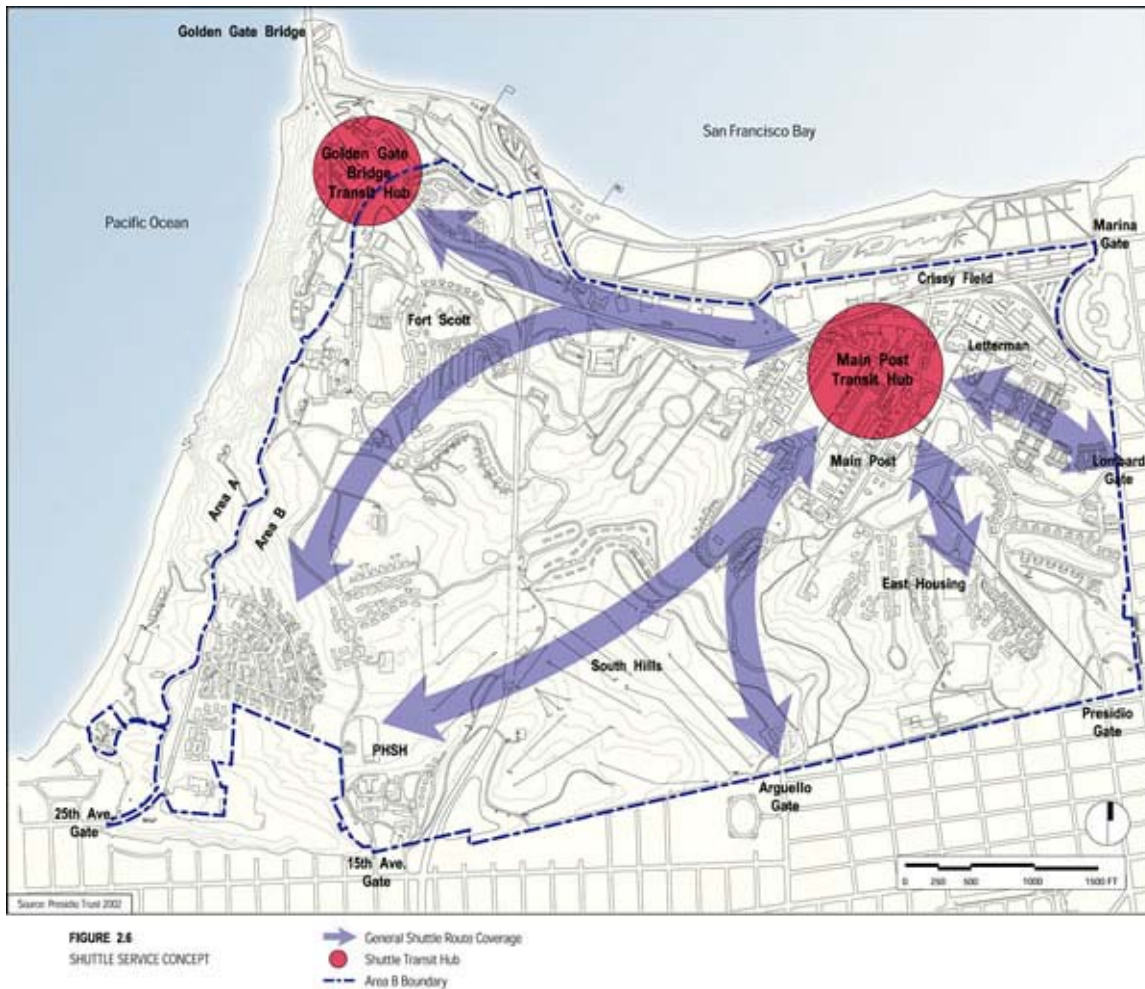


FIGURE 2.6  
SHUTTLE SERVICE CONCEPT

The Trust will support Doyle Drive design alternatives that advance the following objectives:

- Minimize short-term and long-term impacts on park resources.
- Provide direct access to the Presidio and ensure an appropriate transition between the Doyle Drive roadway west of the Gorgas Avenue warehouses and city streets, using a minimum amount of park land.
- Maintain Halleck Street as a pedestrian and bicycle route with limited vehicular use.
- Enhance visual and pedestrian connections from the Main Post to Crissy Field.
- Ensure a viable connection for the Tennessee Hollow drainage to Crissy Marsh.

### New Transportation Technologies

The Trust encourages the use of alternative fuels and new technologies, with the goal of making the Presidio a model and demonstration site for new transportation technologies. The internal shuttle system, for example, uses compressed natural gas buses, demonstrating clean-fuel technologies and taking advantage of refueling facilities already located in the park. The Trust will work with manufacturers to incorporate emerging technologies such as hybrid-electric, all-electric, and fuel-cell technology into future shuttle vehicles.

## **Parking Management**

The Trust will develop policies for managing parking supplies and reducing the demand for parking. These policies will be coordinated with other transportation programs to create a coherent, effective approach to discouraging automobile use and promoting more sustainable means of travel and commuting. Policies will include charging employees for parking during the workday, and charging residents for parking in excess of one space per housing unit. Other tools may include designated tenant and residential parking areas, designated carpool and vanpool parking, time limitations on parking, special events coordination, and centralization of parking areas to be used in conjunction with the internal shuttle.

Future planning efforts will decrease the number of parking spaces but stop short of impeding the Trust's ability to attract tenants to reuse historic buildings. Parking facilities will be concentrated near main activity areas, and will be designed to accommodate average rather than peak demand. Parking areas may be redesigned or relocated to simplify access or to reduce their visual impacts. Some large parking areas may be removed, and smaller peripheral parking lots may be built. Parking will be prohibited near native plant communities that contain protected or endangered species and in areas where it would threaten the historical integrity of the site. Parking will also be discouraged on road shoulders, particularly along heavily traveled routes and near major intersections. Parking will be sufficient to meet tenants' needs and avoid exacerbating parking problems in adjacent neighborhoods.



FIGURE 2.7  
PROPOSED PEDESTRIAN ROUTES

- Primary Trails
- ..... Secondary Trails
- Area B

Notes:

1. Alignments shown are based on early planning efforts and will be refined through the Trails and Bikeways Master Plan and environmental review process currently underway.
2. Some trails shown are also under consideration for multi-use designation, for pedestrian and bicycle use.

FIGURE 2.7  
PROPOSED PEDESTRIAN ROUTES



FIGURE 2.8  
PROPOSED BICYCLE ROUTES

--- Bicycle Routes  
 Area B

- Notes
1. Alignments shown are based on early planning efforts and will be refined through the Trails and Bikeways Master Plan and environmental review process currently underway.
  2. Only road-based routes are shown. Multi-use trails would also accommodate bicycles.

FIGURE 2.8  
PROPOSED BICYCLE ROUTES



## INFRASTRUCTURE AND FACILITIES

The rehabilitation of buildings, the operation of utilities, and the daily maintenance of structures and grounds keep the park functioning smoothly. Many of the Presidio's older infrastructure systems have required significant upgrading and replacement. The Trust has a capital investment program designed to bring these systems up to current standards so that they may serve new land uses. Safety, efficiency, and long-term sustainability are primary goals of the upgrading and replacement work.

*“The Presidio will be a model of sustainability with use and demonstration of innovative environmental technology applications.” (GMPA, page 52)*

### Sustainable Building Design and Rehabilitation

The Presidio Trust will apply the principles of sustainable design and technology to rehabilitating structures and to creating resource-efficient environments. Where practical, environmentally-sound building materials, such as natural, recycled, salvaged, and durable products or materials made from renewable or biodegradable sources, will be used in building rehabilitation. In selecting materials for rehabilitation projects, the Trust will take into account historic features, resource depletion, toxicity, and disposal considerations. High-efficiency heating and cooling equipment, lights, and appliances will be promoted, as will renewable energy sources and water-efficient plumbing fixtures. Maintenance methods and other treatments will also be environmentally sensitive.

In 1995, the National Park Service partnered with the Department of Energy (DOE) to host a “Greening of the Presidio” environmental design charrette. Over 100 environmental specialists gathered for a three-day meeting and developed a visioning document, *Voyage to Sustainability: The Greening of the Presidio*. This document is the foundation for many of the Trust's environmental sustainability initiatives. The DOE also assisted in the development of “Tenant Guidelines for Energy-Efficient Renovation of Buildings at the Presidio of San Francisco.” The Presidio Trust drafted “Green Building Guidelines” for use in historic buildings at the Presidio, and has adopted the “Leadership in Energy Efficient Design Green Building” standard (developed by the U.S. Green Building Council) for all new construction at the Presidio. “Green building” review has been incorporated into the Trust's building review and permitting process, and all design drawings are reviewed for material use, energy and water efficiency, low toxicity, and waste reduction.

Demonstration of building conservation practices implemented at the Presidio will encourage people to consider the broad environmental and health impacts of design, equipment, and materials. New technologies and products will be tested and case studies developed to share the results and lessons learned. For example, green building practices may be on display for the public, perhaps in a model “green residence” or in several non-residential buildings.

### Energy Generation and Conservation

The Presidio's electrical distribution system is currently undergoing safety and efficiency upgrades, including repair and rehabilitation of old cables and, where possible, undergrounding of overhead lines. The Trust has also installed small-scale cogeneration units in individual buildings. These units provide both heat and power to the buildings.

In planning for energy conservation, the Presidio Trust will follow the goals of the Federal Energy Management Policy (Executive Order 13123), including reduction of greenhouse gasses, expansion of renewable energy use, and reduction of total energy use. The Trust will strive to meet these goals through complementary conservation practices, including:

- Meeting or surpassing the energy conservation requirements of the current California Title 24 energy code during building rehabilitation, where these requirements do not conflict with historic preservation objectives.
- Carrying out cost-effective energy conservation retrofits of buildings and utility infrastructure.
- Choosing appropriate technologies and delivery methods to meet all or part of the Presidio's electricity demand.
- Educating staff, tenants, and park visitors about energy conservation.
- Developing energy conservation and efficient energy generation demonstration projects.
- Participating in energy-efficient appliance and computer purchasing programs.
- Installing energy management systems (EMS) in all non-residential buildings both to monitor energy use and to enable remote troubleshooting and building controls.

In addition, the Trust will undertake studies examining micro-cogeneration and other energy technologies. The Trust will compare technologies using the criteria of low maintenance, high efficiency, and low air emissions.

### **Water Conservation**

The Presidio Trust operates a facility that treats water from Lobos Creek to provide potable water to the park. Supplemental water is purchased from the City and County of San Francisco as needed.

The Presidio Trust will protect water resources and water quality, prevent pollution, and conserve water. The Presidio will become a model of responsible water use and a demonstration site for water conservation programs. Low-flush toilets, low-flow showerheads, and other water-saving devices will be installed in all rehabilitated buildings. Non-invasive, drought-tolerant, low-maintenance landscaping will be integrated into developed sites to the extent possible without conflicting with historic preservation goals. Landscaped areas will be retrofitted with low-flow irrigation devices and will be plumbed for use of recycled water. Tenants and residents will be informed of water conservation practices.

### ***On-Site Water Recycling***

The Trust is pursuing plans for an on-site water recycling system that would include a small and highly effective treatment plant that could be located within an existing building. The plant would treat wastewater from the park for landscape irrigation and other non-potable water needs. The project would also help to reduce the use of limited water supplies from Lobos Creek and would minimize the wastewater flow to the city's sewer system.

### ***Water Quality***

The Trust will administer a stormwater quality control (pollution prevention) program to ensure that stormwater draining to Crissy Marsh, San Francisco Bay, and the Pacific Ocean is of appropriate quality for these important ecological systems. Additional treatment processes, such as biofilters or natural filtration basins, will be installed if necessary for compliance with water quality standards and regulatory requirements. The Presidio Trust will also implement the Mountain Lake Enhancement Plan to improve the water quality of Mountain Lake. Monitoring water quality will help the Trust set targets for pollution control and prevention.

## **Solid Waste Reduction**

The Presidio Trust will reduce solid waste by using resources more efficiently, recycling, and purchasing products made from recycled materials. The Trust will maintain extensive waste reduction facilities and services.

### ***Presidio Recycling Center***

The on-site Presidio Recycling Center has been established in cooperation with the San Francisco Conservation Corps. Young adults enrolled in a job-training program collect over 10 tons of recyclable materials from park tenants, recreation sites, and special events each month. The recycling center is open to visitors and serves as a model facility and education site. Presidio tenants are required to participate in office recycling, the goal of which is to divert at least 50 percent of the waste stream through recycling and reuse.

### ***Presidio Salvage Program***

The Presidio Salvage Program reclaims valuable equipment, supplies, and materials. Continued materials recovery will focus on using recyclable material collected on-site where financially feasible. In considering proposals for building removal, the Trust will evaluate the following options for reducing building waste:

- Relocation and reuse of the structure.
- Separation and salvage of all possible materials and elements for reuse, including reuse of recycled asphalt and concrete for paving.
- Separation of recyclable and compostable materials from demolition waste.

### ***Composting***

A comprehensive composting program has been established to separate organic debris from waste that is sent to landfills. The goal of this program is to reuse all organic material on-site. Grass, weeds, horse manure, and brush are composted in both small- and large-scale compost systems and used as an organic soil amendment. The Presidio compost system currently diverts over 150 cubic yards of organic material each month and demonstrates “green debris” management and soil regeneration. Extensive research is conducted to optimize compost use and to control impacts on the natural environment of the Presidio.

### ***Pollution Prevention and Abatement***

The Trust will carry out a pollution prevention and abatement program that meets strict environmental standards. The Trust will focus on eliminating pollution hazards from workplaces and reducing pollution in the park. Pollution will be prevented through use of fewer toxic materials, and careful handling and management of hazardous waste.

## **Environmental Remediation**

The Trust will ensure that hazardous materials contamination from prior military uses at the Presidio is cleaned up in compliance with governing environmental clean-up agreements. In 1999, responsibility for Presidio-wide clean-up of hazardous waste sites shifted from the U.S. Army to the Presidio Trust; the Army agreed to provide \$100 million over four years to pay for the remediation. Under this agreement, which involved the Presidio Trust, the National Park Service, and the U.S. Army, the Trust intends to complete the clean-up program in 10 years. Area A of the Presidio could

be cleaned up in four years. The California Department of Toxic Substances Control, the U.S. Environmental Protection Agency, and the Regional Water Quality Control Board are actively involved in designing remediation strategies. The Presidio Restoration Advisory Board, a group of agency representatives and community members, monitors the clean-up process to ensure that it is consistent with community priorities.

## Chapter Three - Planning Districts: Concepts & Guidelines



*"Preservation of the cultural and historic integrity of the Presidio for public use recognizes its significant role in the history of the United States." Presidio Trust Act*

The Presidio is a varied and compelling place. The Presidio Trust must respect the variety and richness of this place, ensuring that it endures and is accessible for generations to come.

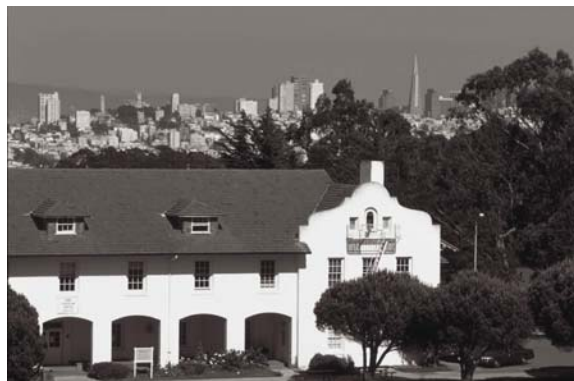
This chapter sets forth specific planning concepts and guidelines for Area B's seven planning districts. The concepts and guidelines correspond to the varied characteristics of the districts, and will inform future land use and implementation decisions.



THE PRESIDIO VIEWED FROM THE SOUTHEAST, 2001

The seven planning districts are illustrated in Figure 3.1 (Future Land Use): Main Post, Crissy Field (Area B), Letterman, Fort Scott, Public Health Service Hospital, East Housing, and South Hills. These districts are derived from the 13 planning areas delineated in the 1994 *General Management Plan Amendment* (GMPA) and have been refined to reflect the Presidio Trust's jurisdiction over Area B. District boundaries are based on each area's historic uses; jurisdictional boundaries; human-made features such as roads, fences, and walls; and natural features and demarcations, including topography and vegetation.

The existing features of each district will guide the preferred mix of uses and dictate the general character of the area. Land use preferences for each district are expressed in terms of a general mix of uses, and in some cases a preferred set of uses for individual buildings or sub-districts. These land use preferences are long-term goals, and their implementation will inevitably depend on the cost of building rehabilitation, the ability to interest potential tenants, and other factors. Should potential uses prove infeasible in the near term, other uses will be considered as long as they do not compromise either the general character of the district or the ability to accommodate a preferred use if it became feasible at a future date.



FORT SCOTT AGAINST THE SAN FRANCISCO SKYLINE

## DISTRICT CONCEPTS AND GUIDELINES

This chapter presents the planning concepts and planning guidelines for the seven planning districts.

The Planning Concept section for each district describes the district's character, land use, and open space, as well as accessibility and circulation. The planning concepts are closely related to the GMPA; each will be an important guide for future planning and building use decisions.

The Planning Guidelines section identifies the key character-defining features of the district and establishes guidelines for future changes, including potential new construction, to ensure compatibility with National Historic Landmark District. These guidelines conform to *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. The planning guidelines address overall spatial organization and land patterns, buildings and structures, open space, vegetation, views, and circulation and access.

### Land Use Preferences

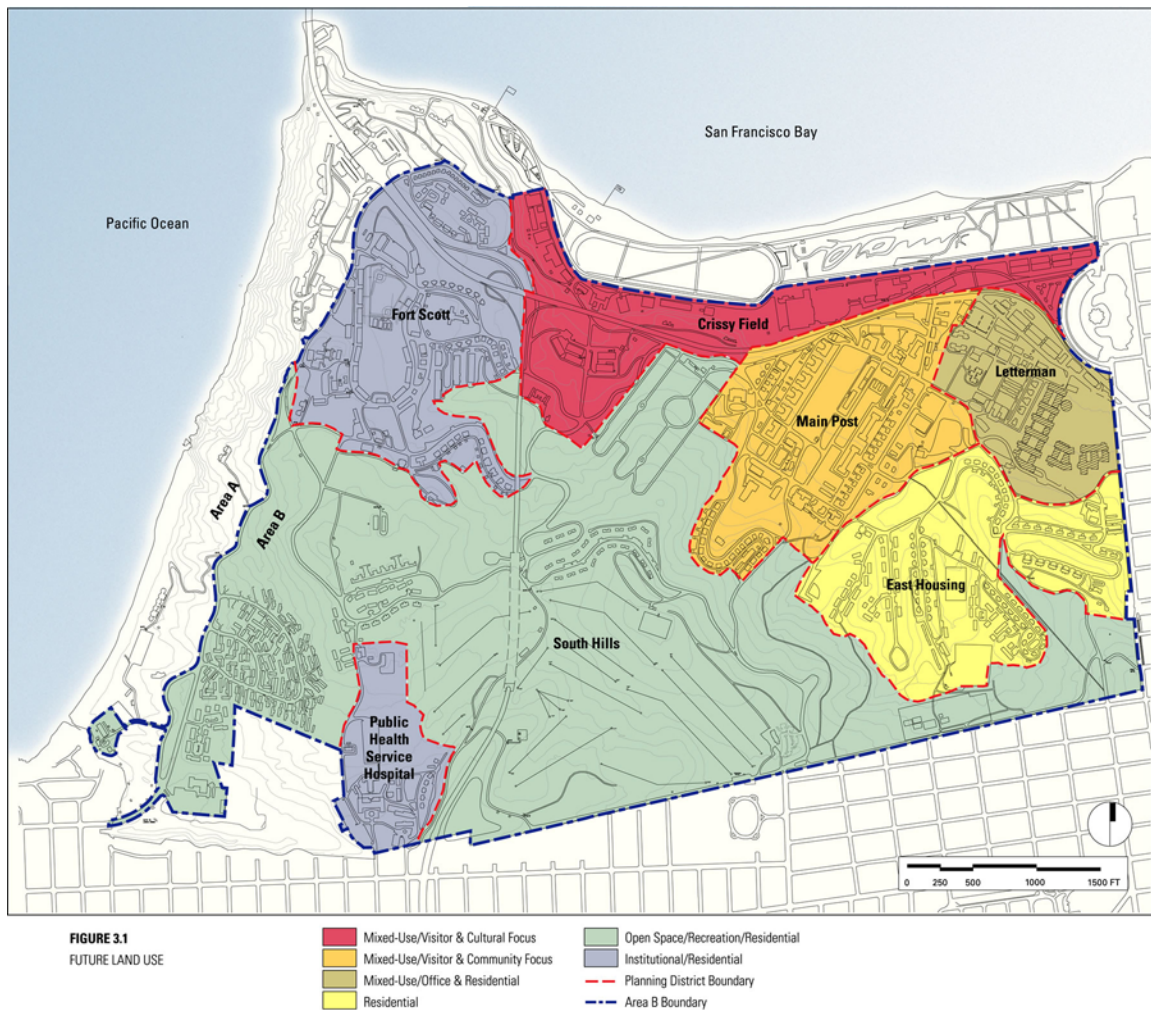


FIGURE 3.1  
FUTURE LAND USE

## **Main Post**

### *Heart of the Presidio/Visitor and Community Center*

The Main Post will continue to be a focal point for visitor orientation as well as a community center where people live, work, and enjoy themselves. The district's rich historic buildings and landscapes will be preserved, the historic parade ground re-established, and other outdoor spaces rehabilitated.

## **Crissy Field (Area B)**

### *Bayfront Recreation and Cultural Destination*

The Trust will undertake site enhancements and historic building rehabilitation in Area B of Crissy Field to accommodate uses and visitor amenities that complement the spectacular bayfront park of Area A. Important open space will be retained and natural resources will be protected. Some non-historic buildings may be retained and reused.

## **Letterman**

### *Residential and Working Campus*

The Letterman district will be home to the Letterman Digital Arts Center, occupied by one of the country's most creative and innovative enterprises. A blending of the old and new, the district will continue to offer a mix of office and residential uses. Rehabilitation of open spaces will reinforce the campus feeling.

## **Fort Scott**

### *Contemplative Retreat*

The Trust will preserve Fort Scott's rich collection of historic buildings and landscapes in a manner that retains the district's contemplative setting. Preferred uses will include educational and conference facilities as well as complementary lodging, housing, and support services.

## **Public Health Service Hospital**

### *Residential and Educational Community*

Residential and educational uses will be sought for historic buildings in the former Public Health Service Hospital district. Habitat for rare and unique plant and wildlife species will be protected and enhanced.

## **East Housing**

### *Residential Neighborhood and Nature's Refuge*

The East Housing planning district will continue to be primarily residential. The Tennessee Hollow riparian corridors will be restored, and some non-historic housing will be removed if required to restore natural systems. Open space and forested areas will be preserved to provide wildlife habitat and a peaceful refuge for visitors.

## **South Hills**

### *Outdoor Recreation and Woodland Retreat*

A significant amount of non-historic housing and associated streets in this district will be removed over time to restore open space and natural systems, and to improve the quality of the visitor experience. The district will be a setting for contemplation, education, research, and recreation. A limited amount of housing will remain.



## MAIN POST DISTRICT: VISITOR AND COMMUNITY CENTER

### PLANNING CONCEPT

The Main Post will remain the heart of the Presidio; it will be a focal point for visitor orientation and a community center where people live, work, and enjoy themselves. The Main Post's rich collection of historic buildings and landscapes will be the backdrop for visitor programs and a setting for businesses, organizations, and Presidio community services. Significant open spaces will be preserved and restored.



THE MAIN POST IS THE TRADITIONAL “HEART OF THE PRESIDIO” AND WILL REMAIN THE PARK’S VITAL CENTER

### Character, Land Use, and Open Space

In 1776, early Spanish explorers chose the gently sloping land in front of what is now the Officers' Club as the site for a new presidio, or garrison, for their northern frontier. Since that time, the Main Post has undergone continuous expansion and redevelopment in its 225-year history as the administrative center of the Presidio. Varied architectural styles and formal landscapes illustrate the complex layering of construction over time, creating an apt setting for telling many of the Presidio's stories. Today, 138 buildings (110 historic and 28 non-historic) accommodate administrative, community, and residential uses as well as support services. Many of these buildings are recently rehabilitated and host new park tenants and programs; many more remain to be rehabilitated and reused. (See Figure 3.2.)

Most first-time visitors will want to begin their experiences at the Main Post. At the visitor center they will learn about the important resources and stories of the Presidio. Here, visitors can also receive assistance in planning their visits and derive a greater understanding of the Main Post's relationship to other areas of the Presidio as well as the district's military architecture and history.

The stately aura of the Main Post will be enlivened with special events and festivities to commemorate the Presidio's past and celebrate its future. Pavement on the Main Parade Ground will be reduced, and this public open space will provide a setting for ceremonies and celebrations that complement the surrounding historic buildings.

Preferred land uses will include offices, cultural/educational uses, and housing, complemented by small-scale lodging and conference space, recreation, and some supporting retail services. Existing administrative and operational functions, such as the fire station, Presidio Trust headquarters, National Park Service Visitor Center, and child care center, will remain at the Main Post. The

Officers' Club will continue to be used for meetings, cultural events, and community activities. Existing historic buildings at the Main Post will be rehabilitated and leased.

The Main Post's historic buildings, which represent the Presidio's broadest range of architectural styles, will be preserved and rehabilitated. Some new construction may be considered in the future to reinforce historic patterns of spatial organization and complement the rehabilitation of adjacent historic buildings. Building additions or new infill construction will be carefully integrated into the post's landscape and carried out in accordance with the planning guidelines set forth in this Plan (see below).

The "greening" of the Main Parade Ground and commemoration of the historic El Presidio would create a new focus for a variety of visitor activities, and transform the quality of the open spaces. Non-historic buildings may be removed to restore historic view corridors or settings. Archeological remains will be investigated and used to help interpret the post's evolution.



THE PRESIDIGO SHUTTLE WILL CONNECT WITH REGIONAL PUBLIC TRANSIT AT A NEW HUB ON THE MAIN POST

### **Access and Circulation**

The Main Post will be the central arrival area for Presidio visitors, and will become a lively pedestrian district. Site improvements that enhance the historic setting and open spaces will provide a clearer hierarchy of vehicular and pedestrian circulation routes. An extensive network of pedestrian and bicycle paths will be established to link the Main Post and Crissy Field. Historic circulation patterns, including pedestrian connections between areas of the Main Post, will follow historic routes as much as possible. Important streetscapes along Montgomery Street and Funston Avenue will be rehabilitated. Primary access to the Main Post will be from Lincoln and Arguello Boulevards.

Internal shuttle bus routes through the Presidio will start and end at a new transit hub/transfer point at the north end of the Main Post. The transit hub will provide transit and orientation information for visitors, and will include a waiting area and public restrooms. The Trust will cooperate with local transit agencies to improve public transit to the Main Post and a shuttle bus system will connect the transit hub to other major destinations. The reconstruction of Doyle Drive could reconnect the Main Post to Crissy Field both physically, by allowing for more access points between the two districts, and visually, by restoring important views of the shoreline and bay.



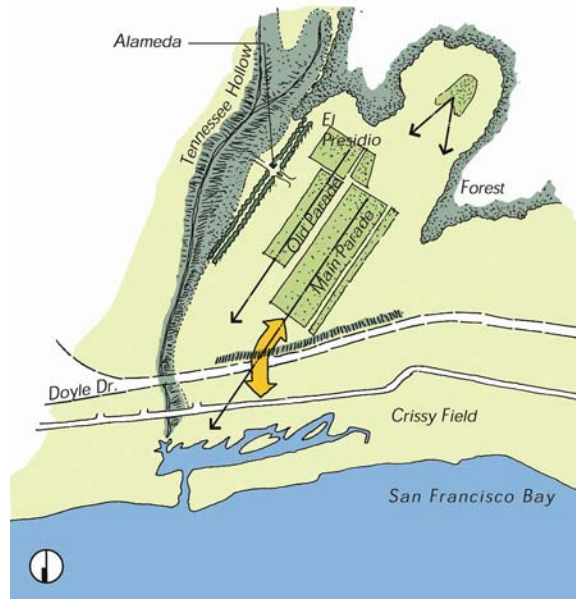
FIGURE 3.2  
MAIN POST - VISITOR AND COMMUNITY CENTER

- Maintain the Main Post as the heart of the Presidio through rehabilitation, reuse, and interpretation of historic buildings, formal historic landscapes, and natural and archeological resources.
- Preserve and refine open spaces by “greening” the Main Parade Ground, commemorating the original El Presidio, and enhancing physical and visual connections to Crissy Field.
- Establish a transit hub at the north end of the Main Post to provide safe and convenient access to transit.
- Establish the Officers’ Club as a venue for meetings, cultural events, and community activities.
- Continue existing Presidio administrative functions.
- Support National Park Service Visitor Center and interpretive functions.
- Ensure that new construction is sited and configured to be compatible with the historic district.

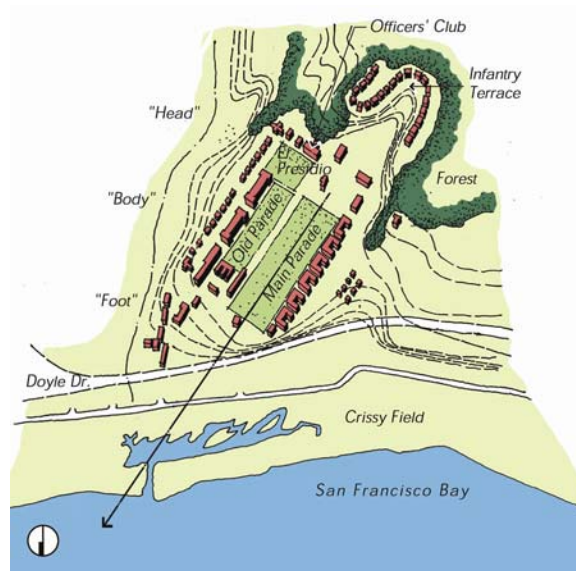
# PLANNING GUIDELINES FOR MAIN POST DISTRICT

## 1. Spatial Organization and Land Patterns

*A Long History of Development and Change.* Compared to other districts in the Presidio, the Main Post has undergone a great deal of development and change. Through all of the Presidio's major building campaigns, however, the Main Post has always been organized on a northeast/southwest grid framing central open spaces or parade grounds. This rectilinear organization has stood in contrast to the curving forms of the surrounding hills and valleys. Today, the Main Post is distinguished by clusters of buildings from every era of its history. These clusters are organized around three historic open spaces: the original El Presidio plaza, a Civil War-era parade ground (Old Parade), and the Main Parade Ground built in the 1890s. Although all three historic open spaces are still visible and still convey the military character inherent in the post's orthogonal organization, their boundaries have been somewhat compromised. (See Figure 3.2.)



THREE HISTORIC OPEN SPACES



HIERARCHICAL ORGANIZATION ORIENTED TOWARD THE BAY

*Hierarchical Organization.* Another characteristic of the Main Post is its hierarchical organization from top to bottom (south to north). The “head” of the post is located at the south end, with commanding views across the Main Post and beyond to the bay. It includes the Infantry Terrace housing, chapel, Officers’ Club, and theater. The mid-section, or “body,” of the post consists of parallel, repetitive rows of barracks that step down the gentle slope and face the parade grounds. The north end, or “foot,” of the post is a collection of service-oriented buildings set atop a bluff overlooking Crissy Field and the bay.

#### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINE

- Maintain the Main Post as the “heart of the Presidio” through rehabilitation, reuse, and interpretation of historic buildings, open spaces, and archeological resources. Consider selective placement of compatibly-scaled infill construction and/or landscape treatments to strengthen the articulation of the historic open spaces and provide a rich visitor experience.



A CONCEPTUAL SKETCH SHOWING THE KEY GOALS OF “GREENING” THE MAIN POST, COMMEMORATING HISTORIC EL PRESIDIO, AND IMPROVING ACCESS FOR ALL MODES OF TRANSPORTATION

## 2. Buildings and Structures

*Archeological Resources.* The Main Post contains a wealth of archeological resources, most notably remnants from the Spanish/Mexican “El Presidio.”

*Distinct Building Groups.* The Main Post consists of several distinct building ensembles that contrast in age, building scale and type, and relationship to the landscape. The most dominant ensembles are the parallel rows of repeating structures that comprise the body of the post. These buildings are oriented along the northeast/southwest grid established by the first Spanish colonial quadrangle.

*Architectural Styles.* The Main Post contains the broadest range of building styles found at the Presidio. These structures represent the Presidio’s major building campaigns from 1776 to the present. Styles range from brick Colonial Revival and stucco Mission Revival to Queen Anne style and World War II temporary wood frame structures.

*Distinct “Fronts” and “Backs.”* Another characteristic of Main Post buildings is their orientation. The buildings all share a distinctly two-sided character, with a ceremonial front side facing a formal street and/or parade and a rear side facing an alley or service area.

### GUIDELINES FOR BUILDINGS AND STRUCTURES

- Research, protect, enhance, and interpret the significant archeological resources of El Presidio as a more visible element of the Main Post.
- Through coordinated rehabilitation of buildings and adjacent historic landscapes, retain and enhance the key historic building clusters, streetscapes, and neighborhoods that define the Main Post.
- Re-establish historic connections between buildings and their associated parade grounds and open spaces.
- Orient new buildings or structures to reinforce the historic framework and layout of the Main Post. Scale, massing, height, materials, and color of infill construction must be compatible with the character of adjacent buildings. Maximum height should be no more than 30 feet to 45 feet.



A COLLECTION OF DISTINCT BUILDING GROUPS

### **3. Open Space/Vegetation/Views**

*Distinct Landscape Elements.* The landscape and buildings of the Main Post reflect nearly 225 years of human activity. The forest on the steeply sloping southern hillsides provides a dramatic backdrop to the post and striking contrasts to the formal parade grounds. The open bluff along the Main Post's northern edge offers spectacular views of San Francisco Bay and the land features beyond. Small remnants of the once ecologically rich Tennessee Hollow creek and riparian corridor punctuate the eastern edge of the post.

*Open Spaces, Unique Places.* The Main Post includes ceremonial spaces as well as intimate ones. District features include the parade grounds, the Funston Avenue streetscape, and the Montgomery Street barracks, as well as remnants of the historic entry circle, garden, and pathway (known as the "Alameda") at Presidio Boulevard/Funston Avenue. Large, monumental spaces are punctuated by features like the flagpole, the firehouse, the former powder magazine, and the Centennial Tree. These landmarks add human scale to the landscape, have symbolic value, and help orient visitors.



## THE PLAN PROPOSES IMPROVING PEDESTRIAN CONNECTIONS THROUGHOUT THE MAIN POST

### GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Retain and enhance historically significant open spaces such as the El Presidio plaza, the Civil War-era Old Parade Ground, the Main Parade Ground, and Pershing Square; designed landscape features such as the historic Alameda entrance; streetscapes such as Infantry Terrace, Halleck Street, Funston Avenue, and Montgomery Street; and the Presidio Chapel landscape.
- Restore the Main Parade Ground and reinforce the edges of historic open spaces through new design features.
- Commemorate and/or delineate the location of significant historic elements of the Main Post such as the El Presidio walls and building footprints and the Alameda entrance.
- Improve pedestrian and visual connections between the Main Post and Crissy Field (Area B). Reinforce the historic connection along Halleck Street. Incorporate an open space connection to Crissy Field (Area B) as part of the planning for reconstruction of Doyle Drive.
- Maintain small structures and symbolic objects, such as the Centennial Tree located on the Main Parade Ground, the cannons, and the flagpole, that evoke a sense of the Main Post's history.
- Re-establish historic views and visual connections, such as those between Infantry Terrace and the Main Parade Ground. Retain and enhance views from the Main Post to the bay.

### 4. Circulation and Access

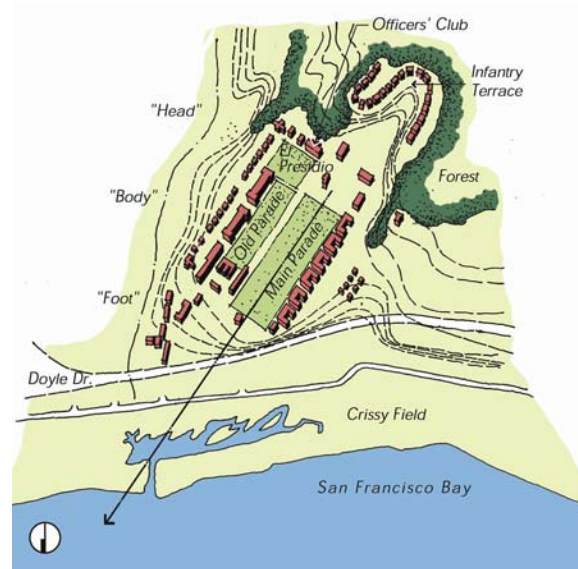
*Where All Roads Meet.* Throughout its history, the Main Post has been a destination. From the earliest days of the Spanish garrison, roads from Mission Dolores, Yerba Buena (today, downtown San Francisco), and the Castillo came together at the Main Post. These roads laid the foundation for today's primary streets. Today, the Main Post continues to serve as a hub for Presidio tenants, residents, and visitors. Most of the historic roads and paths remain, including remnants from the Alameda entrance at Presidio Boulevard, as well as Funston Avenue and Lover's Lane.

*Street Patterns and Multiple Entries.* As the Main Post expanded, a rectilinear pattern of streets grew outward from the El Presidio plaza, establishing a hierarchy of entries. Key entries include the former Alameda, the Halleck Street service corridor to the north, the southern arrival at Arguello Boulevard, the Lincoln Boulevard/Montgomery Street guardhouse checkpoint, and Sheridan Avenue to the west.



## GUIDELINES FOR CIRCULATION AND ACCESS

- Simplify the road network, clarify the circulation system, and establish a hierarchy of routes at the Main Post, maintaining Lincoln Boulevard and Arguello Boulevard as the primary entrance roads to the post.
- Retain the historic Halleck Street connection to Crissy Field, and enhance this connection for pedestrian use.
- Consider removal or reduction in size of large surface parking lots. Consider options for parking to serve visitors and tenants. Locate smaller surface lots near buildings they serve.
- Develop a pedestrian and bicycle path network and connect key points within the Main Post. Consider limiting automobile traffic to re-establish “El Presidio” as a pedestrian zone.
- Develop a transit hub for internal shuttle and regional transit connections in an accessible and recognizable place at the north end of the Main Post.



ORTHOGONAL STREET SYSTEM DEVELOPED FROM EL PRESIDIO QUADRANGLE

## CRISSY FIELD (AREA B) DISTRICT: BAYFRONT RECREATION AND CULTURAL DESTINATION

### PLANNING CONCEPT

Crissy Field will remain the “front yard” of the Presidio, with uses and improvements that complement the spectacular bayfront park that the Crissy Field shoreline (Area A) has become. Sensitive site enhancements and visitor-oriented uses will transform the area south of Mason Street in “Area B” into a friendly, welcoming place. Important open spaces, historic resources, and natural resources will be protected and their viability ensured. The Presidio Trust will work with the National Park Service to ensure that the successful improvements made to Area A are carefully considered and complemented by activities and changes within Area B.



THE TRUST WILL SEEK APPROPRIATE USES FOR BUILDINGS SOUTH OF MASON STREET THAT COMPLEMENT AND ENHANCE EXISTING BAYFRONT ACTIVITIES

### Character, Land Use, and Open Space

Originally an ecologically rich stretch of coastal marsh, the Crissy Field (Area B) planning district has been dramatically reconfigured by years of use. In 1921, when an airfield was established on the site, Crissy Field was the first and only Army Air Service coast defense station on the West Coast. Military use of Crissy Field continued through the 1970s.

Area A of Crissy Field, managed by the National Park Service, is largely open space that encompasses the historic airfield (newly restored as open space), an 18-acre tidal marsh, wetland, beach and dunes, a shoreline promenade, meandering trails, and dedicated bike lanes along Mason Street. The Area A section of Crissy Field has become a popular bayfront park for recreational activities. The Torpedo Wharf complex is another popular site for visitors, with a newly established warming hut and continued use of the pier for fishing.

The Crissy Field (Area B) planning district south of Mason Street contains about 40 buildings, including the crescent of former airplane hangars and airfield support buildings at the west end, historic warehouses at the east, and the Commissary and PX in the center. (See Figure 3.3.) The former Cavalry Stables, constructed in 1914 to support Army cavalry troops, lie south of the historic airfield in a small forested valley facing the bay. Both Areas A and B of Crissy Field contain known prehistoric sites, and the potential for finding additional prehistoric and historic sites is high.

Some of the district’s natural values, such as the marsh and bay views, are obvious; others are more subtle, taking the form of hidden remnant wetlands and rare serpentine habitats. Important natural vegetation in the planning district includes the most intact and diverse fore dune community in San Francisco. Remnant seeps, creeks, and wetlands are found in the Cavalry Stables area and on the cliffs

adjacent to Doyle Drive. The planning district also contains remnants of Tennessee Hollow, once linked to the former Crissy Marsh; today, its waters reach the bay through storm drains.

The cultural and recreational amenities of the bayfront area will be part of a larger visitor-oriented district composed of Crissy Field and the Main Post. In addition to the shoreline opportunities in Area A, people will be able to walk along a pedestrian promenade on the south side of Mason Street. Preferred building uses will include cultural facilities and educational programs celebrating the area's diverse historical, cultural, and natural resources. Reuse of the Commissary as museum space will be a priority; an alternative museum location would be within the hangars along West Crissy Field.

Some lodging along Crissy Field would be appropriate, and could be accommodated through rehabilitation of Stilwell Hall and adjacent structures, possibly with an annex or addition. Other buildings will offer recreational activities and serve visitor needs. Replacement construction south of Mason Street would require future site-specific public input and analysis. The planning guidelines set forth in this Plan (see below) are intended to ensure that any infill development would be sensitive to the prevailing architectural treatment, scale, massing, and orientation of the historic building clusters.



LOOKING OUT TOWARD HISTORIC CRISSY FIELD

Major open space connections from Crissy Field (Area B) to other areas of the Presidio will be pursued, and existing connections enhanced. Projects will include the restoration and extension of the Tennessee Hollow creek system and riparian corridor to link with the Crissy tidal marsh, and improvements to the connections between the Cavalry Stables area and Crissy Field (Area A). Important remnant natural features, including natural dunes, serpentine habitats, and riparian areas near Doyle Drive, the bluffs, the Cavalry Stables area, and the Tennessee Hollow creek corridor, will be protected and restored in accordance with the *Vegetation Management Plan* (VMP).



FIGURE 3.3  
CRISSY FIELD (AREA B) - BAYFRONT RECREATION AND CULTURAL DESTINATION

- Rehabilitate and reuse the historic line of buildings along Mason Street for uses compatible with open space and recreational opportunities provided in Area A.
- Protect and restore remnant natural systems to the greatest extent possible.
- Pursue appropriate measures to ensure the ongoing health of Crissy Marsh.
- Enhance connections between Tennessee Hollow and Crissy Marsh.
- Consider eventual reuse of the Commissary, along with nearby Building 640, for museum space.
- Pursue the rehabilitation of Stilwell Hall for lodging.
- Ensure that any new construction is sited and configured to be compatible with the historic district.

The Presidio Trust is committed to the long-term health of the Crissy Marsh, and in collaboration with the National Park Service and the Golden Gate National Parks Association, has initiated a technical study to consider options for ensuring the long-term ecological viability of the marsh. (See Chapter One.)

Preferred uses at the Cavalry Stables will be cultural and educational. The stables and paddock for the U.S. Park Police Mounted Patrol will remain and be a place for telling the story of the cavalry and the role of the Army in the patrol and management of early national parks. The pet cemetery will be maintained at its present size as a point of interest and meaning for the Presidio community. The long-term location of the Golden Gate National Recreation Area Park Archives and Records Center, currently located in one of the former stables buildings, will be determined through a park facilities needs assessment.



## CULTURAL AND EDUCATIONAL USES ARE PREFERRED FOR THE HISTORIC CAVALRY STABLES

### **Access and Circulation**

The Marina Gate at Mason Street will remain the primary entrance to Crissy Field (Area B), supplemented by access from the Main Post along Halleck Street and from the stables area along McDowell Avenue. Mason Street, the historic road that extends from the Marina Gate entrance all the way to Fort Point and that forms the boundary between Areas A and B, will continue to be the central circulation spine of Crissy Field. A north-south connector for vehicles, pedestrians, and bicycles traveling between the Main Post and Crissy Field will be maintained.

The California Department of Transportation's planning for Doyle Drive will directly affect circulation at Crissy Field. The project could yield several transportation benefits for the Presidio. (See Chapter Two.) Future studies will also explore a possible land connection between the Main Parade Ground at the Main Post across Doyle Drive to Crissy Field (Area B).

New transit services, such as the Presidio internal shuttle service and the MUNI E-Line streetcar if extended from Fisherman's Wharf in the future, could serve future cultural and educational amenities located at Crissy Field (Area B). Another future possibility is a water taxi/ferry service located at Torpedo Wharf in Area A, connecting Crissy Field with other parts of the San Francisco waterfront and areas of visitor interest such as Angel Island and Marin County.

Parking at Crissy Field (Area B) is limited and scattered in lots of varying sizes south of Mason Street. Smaller lots in between and behind buildings supply a moderate amount of parking for the western part of Crissy Field (Area B) and overflow parking for the East Beach area. The Presidio Trust will continue to work with the National Park Service on overall parking management strategies for Crissy Field (Areas A and B).



A CONCEPTUAL SKETCH SHOWING THE REVIVAL OF WEST CRISSY FIELD'S HISTORIC BUILDINGS WITH LIMITED NEW CONSTRUCTION AND A VISITOR FOCUS

## PLANNING GUIDELINES FOR CRISSY FIELD DISTRICT

### 1. Spatial Organization and Land Patterns

*Crescent of Hangar Buildings.* The main organizing feature of the Crissy Field (Area B) district is a 1.4-mile row of former industrial buildings tucked against a bluff overlooking the historic airfield, former rail lines, and marsh lands along old Mason Street. These buildings and related support structures at Crissy's west end provide a backdrop to the restored airfield. At the east end, warehouses mark the Mason Street entrance. The major exception to this pattern is in the PX/Commissary area, where non-historic post-World War II buildings are oriented toward adjacent parking lots rather than to Mason Street and the bay beyond. The relatively large floor plans of these buildings stand in marked contrast to the repeating rhythm of historic Crissy warehouses and hangar structures elsewhere along the row.

*Stables and Bluffs.* The former Cavalry Stables, a distinctive cluster of low-scale brick buildings nestled in a valley break from the west bluffs, are oriented toward the bay, somewhat separate from the rest of Crissy Field. When viewed from the waterfront promenade, the bluffs frame the crescent of buildings against a backdrop of open space. Views from the bluffs include dramatic vistas of the historic airfield, marsh, and San Francisco Bay.

### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINE

- Preserve the historic line of buildings along Mason Street at the east and west ends. Reinforce the context of the historic airfield. Reinforce the southern Mason Street edge, in areas set apart from the historic clusters, through modifications or replacement of existing non-historic buildings or other site improvements. Protect and restore remnant natural systems (including coastal bluffs) to the greatest extent possible.

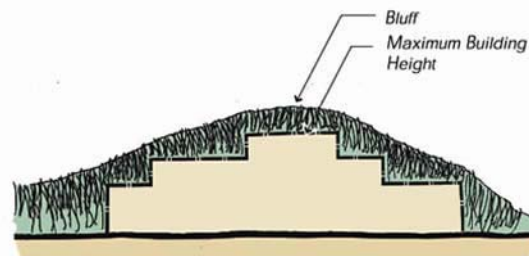


LINEAR ORGANIZATION OF BUILDINGS OVERLOOKING HISTORIC AIRFIELD AND MARSH

## 2. Buildings and Structures

*Distinct Clusters of Historic Buildings.* The historic buildings in Area B of Crissy Field are organized into distinct clusters facing Mason Street. Air hangars, warehouses, and administrative buildings at the western edge of the historic airfield, and the warehouse cluster at the east end are oriented toward Mason Street and the former rail lines that once served the Presidio's north waterfront. The historic Crissy buildings form a consistent built edge along the south side of Mason Street. The buildings are relatively modest in scale, creating a distinctive rhythm along the street broken only by the setback of historic Stilwell Hall (Building 650) and the adjacent buildings. The former Cavalry Stables are set apart from the main space of Crissy Field, and form a separate building ensemble.

*Open, Industrial Architecture.* The historic buildings at Crissy Field (Area B) are characterized by white walls and red roofs, with an openness that allows for strong connections between interior uses and street life. The stables are low-scale brick buildings with slate roofs.



BUILDING HEIGHT AT BLUFF



DISTINCT HISTORIC BUILDING CLUSTERS



## GUIDELINES FOR BUILDINGS AND STRUCTURES

- Rehabilitate historic building clusters and their landscapes to re-activate the Mason Street edge along the historic airfield.
- Ensure that new buildings or building additions are compatible with adjacent historic buildings in scale, massing, and materials, and that their design integrates the historic relationship of indoor and outdoor spaces.
- Site any new buildings or building additions in a manner that respects historic Mason Street and other aspects of the historic context.
- Protect steep bluff slopes. Preserve views to and from the bluffs and Main Post by keeping the height of any new buildings or building additions below the bluff profile (30 to 45 feet).
- In the siting of new buildings and site improvements, consider and assess effects on both known and as-yet unknown archeological sites at Crissy Field (Area B).

### 3. Open Space/Vegetation/Views

*Bluffs, Dunes, and Marsh Land.* The diverse natural habitats of Crissy Field (Area B) include bluffs, dunes, grassy areas, and marsh. The western coastal bluffs provide an ecologically important backdrop to the lowlands, offering areas of dense forest and native plant communities such as bluff scrub, coastal scrub, live oak woodland, and serpentine scrub. In contrast, the portion of Crissy Field (Areas A and B) north of the bluffs is a flat, open area, with a grassy airfield and undulating dunes.

*Bay Views.* The Mason Street corridor is open, offering views across the restored airfield and marsh to the Golden Gate Bridge and the bay. A few stands of trees exist along the Golden Gate Promenade, and a hedgerow of trees defines the eastern border of Crissy Field (Area B). The gently sloping hollow at the Cavalry Stables offers splendid views under the Doyle Drive viaduct across Crissy Field to the bay beyond.



OPEN SPACE CONNECTIONS BETWEEN LOW COASTAL AND UPLAND HABITAT

## GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Create safe and inviting open space connections between Crissy Field (Area B) and other parts of the park (i.e., Main Post, Letterman, and Fort Scott).
- Preserve Mason Street as an open streetscape with expansive views. Retain the “open” setting and feel of Crissy Field; limit the introduction of vast, new landscape plantings.
- Explore options for open space connections between the Main Parade Ground at the Main Post and central Crissy Field (Area B) as part of Doyle Drive’s reconstruction.
- Reconstruct Doyle Drive to preserve views to and from the bluffs and Main Post, and maximize views along Halleck Street, Tennessee Hollow, and from the Cavalry Stables.
- Preserve the hollow at McDowell Avenue (where the Cavalry Stables are located) as a grassy, open clearing surrounded by forested steep slopes.
- Protect and restore the ecological communities on the western bluffs.



THE PRESIDIO TRUST IS COMMITTED TO THE LONG-TERM HEALTH OF CRISSY  
MARSH

#### 4. Circulation and Access

*Mason Street.* Mason Street, where a rail line once connected Crissy Field (Area B) to Fort Mason and lower Fort Mason, is the main vehicle circulation route through Crissy Field. The principal access point is from the east, through the Marina Gate.

*Connections from the South.* Connections to Mason Street from the south are along Gorgas Avenue (connecting to Letterman), Halleck Street (connecting to the Main Post), and McDowell Avenue (connecting to the Cavalry Stables).

#### GUIDELINES FOR CIRCULATION AND ACCESS

- Maintain historic Mason Street as the primary east-west circulation spine at Crissy Field (Area B) and enhance pedestrian and bike access.
- Enhance pedestrian connections to the Main Post, the Letterman complex, and the Cavalry Stables.
- Enhance access with transit links to the rest of the Presidio and the city.
- Consider establishing new parking areas for Crissy Field and Main Post visitors in locations that are unobtrusive yet readily accessible to activity areas.



MASON STREET AND KEY CONNECTIONS

## LETTERMAN DISTRICT: RESIDENTIAL AND WORKING CAMPUS

### PLANNING CONCEPT

The Letterman district is the most urban of the planning districts, and has a long history of intensive land use and development. It will continue to be a compact, mixed-use office and residential area with support services, visitor amenities, and transit access. Historic buildings will be rehabilitated. Infill construction, which would be for residential uses with some supporting non-residential, will complement historic building clusters and landscapes. The pedestrian-friendly, campus-like environment will be enhanced, and a network of public open spaces, including a new seven-acre park in the eastern part of the district and a restored Tennessee Hollow in the west, will complement the central historic working core. On the eastern edge, a major facility will be the Letterman Digital Arts Center, which is currently under development.

### Character, Land Use, and Open Space

Situated at the main entrance to the Presidio, the Letterman district is the site of the former Letterman Hospital, which was established in 1898 and provided medical services to soldiers for almost a century. The original hospital complex, which included hospital wards, clinics, offices, warehouses, and ancillary buildings, has been significantly altered over time. Remnant historic buildings and an orthogonal street layout create the district's distinct urban character. (See Figure 3.4.) Most of the surviving historic buildings and cultural landscape features are in the western part of the district. The eastern portion of the district contains the 23-acre site of the future Letterman Digital Arts Center. The main entrance to the Presidio, the historic Lombard Gate, is located just east of the 23-acre site. The remnant Tennessee Hollow stream forms the western edge of the district.

Historic buildings will be rehabilitated, and the Letterman district will remain a mixed-use community with office space, housing, and support services including food service. The 23-acre, 900,000-square-foot Letterman Digital Arts Center will be more consistent with the scale and architectural character of the historic district than the buildings it replaces. The Digital Arts Center will provide a large, public open space at Lyon and Lombard Streets, replacing an asphalt parking lot and offering opportunities for passive recreation. Parking will be provided underground.



THE LETTERMAN DISTRICT WILL BE A VIBRANT AREA SUPPORTING OFFICE, RESIDENTIAL AND VISITOR USE



- Generalized Areas of Development
- Historic Building
- Non-Historic Building
- Digital Arts Complex (Concept Design)
- Planning District Boundary
- Area B Boundary

Planning District Area	60 acres
Existing Total Building Area	1,360,000 square feet
Maximum Permitted Building Area	up to 1,490,000 square feet
Maximum Demolition	30,000 square feet
Maximum New Construction	160,000 square feet
Land Use Preferences	office, residential, and service retail

FIGURE 3.4

LETTERMAN - RESIDENTIAL AND WORKING CAMPUS

- Re-establish the historic courtyard and connect it with other open spaces and formal landscapes.
- Use new construction to articulate the character and density of the historic district.
- Consider removal of non-historic dormitories (Building 1028) and replacement with more compatible housing west of the historic hospital complex.
- Maintain and enhance the pedestrian scale and mixed-use campus setting.
- Create a new entrance from Doyle Drive into the park as part of the Doyle Drive reconstruction.
- Protect and restore Tennessee Hollow.
- Retain historic Lombard Gate as the primary, formal entrance to the park.

The central courtyard of the former hospital complex will be re-established by relocating existing parking and by installing landscaping. The Trust will consider removal and replacement of non-historic housing in previously developed areas west of the historic complex, to provide more compatible residential structures close to work sites. These proposed changes would enhance the historic setting and reinforce the coherent, pedestrian-oriented character of the complex.

**Access and Circulation**

The Letterman district will become more accessible via all modes of transportation; transit and transportation improvements will allow access without a car. The Lombard Gate will remain the ceremonial entrance for visitors, while a redesigned Gorgas/Richardson entry will be used mainly by residents and employees.



A CONCEPTUAL SKETCH SHOWING OPPORTUNITIES FOR LANDSCAPE IMPROVEMENTS AND CONTEXTUAL DESIGN WITHIN THE HISTORIC HOSPITAL COMPLEX

The Presidio's internal shuttle system, as well as improved pedestrian and bicycle paths, will establish better connections between the Letterman district and other areas of the Presidio. The historic entrances at Chestnut Street (pedestrian only) and Greenwich Street (pedestrian and bicycle) will be re-established. Roads within the complex will be converted to pedestrian use whenever possible, and a hierarchy of local streets will be established.

Historic streetscapes will be preserved and rehabilitated. Alternatives currently under consideration for the reconfiguration of Doyle Drive anticipate a new Presidio entrance in the northwestern part of the Letterman district, which will significantly improve vehicular access. The new entrance will be designed in a manner that complements other site enhancements envisioned for the district.

## PLANNING GUIDELINES FOR LETTERMAN DISTRICT

The planning guidelines respond to the key character-defining features of the Letterman district. The Planning and Design Guidelines for New Development and Uses on 23 Acres Within the Letterman Complex will guide new construction on the Letterman Digital Arts Center site as well as undertakings (short of new construction) for the Letterman district as a whole.

### 1. Spatial Organization and Land Patterns

*Letterman Hospital.* The Letterman district has a history of intensive land use and development that has left strong physical imprints on the site. The historic Letterman Hospital established in 1898 was an inward-looking complex, with a fine-grained pattern of streets and a dense grid of connected medical pavilions stepping down the site's gentle slope and organized around a central courtyard. By 1980, about two-thirds of the original complex had been demolished, and the courtyard had been turned into a parking lot. Just north of the historic hospital, a group of historic hospital service buildings and a set of warehouses oriented toward the rail line survive largely intact.

*Panama Pacific International Exposition Site.* In 1915, the Panama Pacific International Exposition (PPIE) took place on filled lands that included the east end of the Letterman district. The PPIE featured an open, axial layout of freestanding pavilions organized around the dome of the Palace of Fine Arts, the only landmark structure from the fair that still stands today. The site was redeveloped in the 1960s for the Letterman Army Medical Center and the Letterman Army Institute of Research, and today is the site of the future Letterman Digital Arts Center that is currently under development.

### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINE

- Re-establish the active character of the historic hospital district by rehabilitating the Thornburgh Road/Gorgas Avenue buildings and restoring key open spaces. Consider compatible infill construction to reinforce the historic character and density of the district. Enhance connections to adjacent planning districts



CONTRAST BETWEEN FINE-GRAINED PATTERN OF HISTORIC HOSPITAL AND OPEN LAYOUT OF PPIE SITE

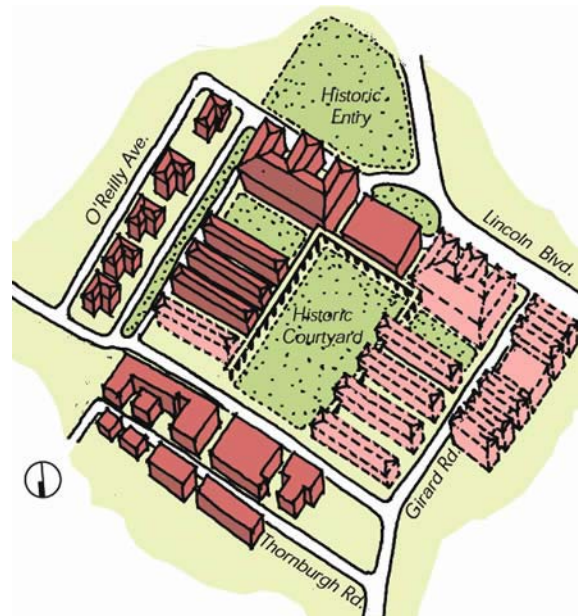
## 2. Buildings and Structures

*Historic Hospital Building Layout.* The historic Letterman Hospital site is defined by an historically significant building pattern. The careful orthogonal arrangement of narrow hospital pavilion buildings was designed to maximize natural building ventilation. Enclosed galleries linked the individual pavilions, forming connected building ensembles. The entire complex surrounded a central courtyard.

*Building Materials and Colors.* Buildings at the Letterman district reflect a variety of architectural styles, but are typically simple, low-rise military structures with minimal decoration. A common color scheme and palette of building materials unify the diverse collection of buildings.

### GUIDELINES FOR BUILDINGS AND STRUCTURES

- Retain and reinforce the fine-grained historic building patterns of the district.
- Orient new buildings parallel to the street in keeping with the rhythm and character of historic buildings. Any new building forms should be simple and functional in the tradition of military architecture found at Letterman and throughout the Presidio.
- Ensure that any new buildings or building additions respect the historic building setting, scale, and design principles (e.g., rectangular building arrangements enclosing outdoor courtyards, slender hallways or breezeways between buildings). Scale, height, massing, color, and materials of new construction should be compatible with historic building clusters. Maximum height should be between 30 feet to 45 feet.
- Ensure that infill buildings in the western historic portion of the site respect the edge of the historic former Letterman Hospital courtyard.



HISTORIC HOSPITAL CHARACTERIZED BY BUILDINGS AROUND CENTRAL COURTYARD



### 3. Open Space/Vegetation/Views

*Topography and Views.* The topography of the Letterman district falls gradually from south to north toward San Francisco Bay, offering uninterrupted views of the bay, Crissy Field, and the Palace of Fine Arts. This slope has guided development of the district throughout its long history.

*Contrast Between Designed and Natural Landscapes.* The designed landscape of the Letterman complex provides a rich cultural context and a sense of place, and sits in stark contrast to the Presidio's forest and native plant communities. The district's open space has historically consisted mainly of small formal open spaces with ornamental plantings and formally planted streets. Fragments of this vegetation remain to this day and provide the framework for future landscape design. Tennessee Hollow forms the district's western boundary and is an important component of its natural and cultural history.



FORMAL OPEN SPACES CONTRASTING WITH MEANDERING ENTRY DRIVE AND STREAM CORRIDOR

#### GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Ensure that planning and design efforts consider connections and relationships to adjacent districts - the Main Post and Crissy Field (Area B).
- Design new landscape elements in keeping with historic character-defining elements. Consider new plantings as a part of the overall design of the site to articulate and better define historic open spaces and entry sequences.
- Maintain or restore the following formal spaces as key components of the Letterman open space system: the seven-acre park in the 23-acre Letterman Digital Arts Center complex, the former Letterman Courtyard (currently a parking lot), the historic hospital's entry and formal landscape, and the historic street and pedestrian corridor along O'Reilly Avenue.
- Restore and protect Tennessee Hollow as a vibrant ecological corridor and a unique backdrop to the developed environment of the Letterman district. Coordinate restoration of Tennessee Hollow with future planning for the Main Post, Crissy Field (Area B), Doyle Drive, and the Letterman district to ensure that the corridor provides an ecologically rich and complex buffer between planning districts.

- Locate any new buildings to preserve and frame historic views. Important view corridors include those oriented toward the Palace of Fine Arts and along Thornburgh Road toward the Golden Gate Bridge and the city skyline.

#### 4. Circulation and Access

*Lombard Gate.* Letterman has always been the most accessible area of the Presidio. The Lombard Gate has been the main entrance to the Letterman district and the Presidio for most of the site's history.

*Historic Access Points.* The Gorgas/Richardson entry is the historic service access that brought injured soldiers and goods to the district during wartime via rail connections from Fort Mason. The pedestrian gate at the end of Chestnut Street was also once an important connection, as was the trolley car route that entered the Presidio at Greenwich Street and ended at the southern edge of the historic Letterman Hospital.

#### GUIDELINES FOR CIRCULATION AND ACCESS

- Retain the historic Lombard Gate entrance as a primary, formal entrance for park visitors.
- Ensure that a compatibly-designed new entrance from Doyle Drive serves as the main vehicular entry for tenants and visitors to the Letterman complex.
- Ensure that the orientation of streets and buildings respects the orthogonal grid and historic patterns of spatial organization.
- Preserve Gorgas Avenue as a link to Crissy Field (Area B) and as the primary access for employees of the Letterman Digital Arts Center.
- Re-establish the historic pedestrian entry at Chestnut Street and provide access for pedestrians and bicycles (no vehicles) at the historic Greenwich Street entry.



HIGHLY ACCESSIBLE NORTHEAST CORNER OF THE PRESIDIO

## FORT SCOTT DISTRICT: CONTEMPLATIVE RETREAT

### PLANNING CONCEPT

Fort Scott's tranquil atmosphere is conducive to educational pursuits and the exchange of ideas. The Presidio Trust will welcome a tenant or mix of organizations to occupy the historic buildings and activate the formal open spaces. Many of Fort Scott's facilities may be used for conferences and education, and may have a strong residential component. Preservation of Fort Scott's rich collection of historic buildings and landscapes will, however, remain the priority.



FORT SCOTT'S COLLECTION OF HISTORIC BUILDINGS AND ITS CAMPUS-LIKE SETTING WILL BE PRESERVED

### Character, Land Use, and Open Space

Fort Scott has no direct entrance and is surrounded by historic forest. It is a place of quiet beauty with a strong sense of history. Built in 1912 as a coastal artillery subpost, it contains 157 buildings, most of which are historic. The buildings are grouped in a campus-like setting and include barracks, offices, warehouses, and four separate housing clusters that are mostly vacant. (See Figure 3.5.) Developed along a broad ridgeline and plateau close to coastal defense positions, Fort Scott provides expansive views of the bay and city. Its remote setting is bounded by the historic forest to the south, scenic coastal landscape and historic defensive batteries in Area A to the west, and the Golden Gate Bridge to the north.

The district's setting and distinctive Mission Revival architecture make Fort Scott suited for education, conferences, and applied research with supporting housing, lodging, and offices. The preferred land use for Fort Scott will be an organization or group of organizations devoted to research, policy development, education, and related activities, complemented by a strong residential component. If feasible, these activities will be accommodated in some of the rehabilitated historic barracks framing the parade ground. Other uses that may be compatible within the district's campus-like and community setting include conference space, lodging, recreation, office, community-serving retail, and maintenance facilities. The restored parade ground will remain a prominent outdoor space for Fort Scott. Future detailed site planning will consider relocation of the non-historic ball field. Some new infill development near historic buildings could be considered if necessary for the proposed new uses. Any new construction would be carefully sited and designed to preserve Fort Scott's historic character and setting.

Existing housing will be rehabilitated; the historic cluster of Pilots Row housing will be protected. Future planning efforts may consider replacing or partially replacing and converting non-historic housing at North Fort Scott with more efficient and compatible housing outside of the district's "historic core."

Historically, Fort Scott was established to maintain the coastal and harbor defenses of the Golden Gate. The district's historic batteries, associated earthworks, ancillary structures, and landscape will be preserved and used to interpret the coastal defense story.

Consistent with the GMPA, some of the Golden Gate Bridge District's maintenance functions may be relocated from the Golden Gate Bridge toll plaza to the area just south of Highway 101, allowing modifications in the toll plaza area (Area A) that would enhance scenic views of the Golden Gate Bridge. This proposal would require new construction in Area B, and would be subject to future planning in collaboration with the Bridge District and the National Park Service. An assessment of potential impacts on adjacent natural and cultural resources would be part of that planning effort.

The overgrown gardens and landscape features of the district will be rehabilitated. Other important landscape features, including historic roads, paths, retaining walls, and individual gardens, will be preserved. Remnant natural systems, including Dragonfly Creek, will be managed to restore their environmental integrity as much as possible, and rare plants and their habitat will be protected and enhanced.

### **Access and Circulation**

Most visitors enter Fort Scott from Lincoln Boulevard, which provides direct access to the historic parade ground. The major intersection at Merchant/Lincoln Boulevard/Storey Avenue will be improved to increase safety. Secondary access will continue along the curvilinear residential streets that meander through the district. Through-traffic will be discouraged by closing some roads and encouraging use of alternate modes of transportation.



FORT SCOTT IS SET AGAINST THE DRAMATIC BACKGROUND OF THE GOLDEN GATE BRIDGE AND THE MARIN HEADLANDS

The road system at Fort Scott will be simplified by removing some roads, improving intersections, and installing a wayfinding system. Parking for non-residential uses will be provided in small parking lots behind buildings or at other locations away from the parade ground. A major pedestrian pathway that lines the parade ground in front of the barracks will be retained. Other improvements may include a pedestrian connection to North Fort Scott via Lincoln Boulevard, and possibly a pedestrian crossing under or over the reconstructed Doyle Drive.



- Generalized Areas of Development
- Historic Building
- Non-Historic Building
- Planning District Boundary
- Area B Boundary

Planning District Area	132 acres
Existing Total Building Area	800,000 square feet
Maximum Permitted Building Area	up to 900,000 square feet
Maximum Demolition	70,000 square feet
Maximum New Construction	170,000 square feet
Land Use Preferences	educational/conference, residential, offices, lodging, and support services

FIGURE 3.5

FORT SCOTT - CONTEMPLATIVE RETREAT

- Restore the parade ground and reestablish it as the district's main gathering place.
- Rehabilitate historic buildings with respect to their setting and historic cluster arrangement.
- Rehabilitate historic gardens and landscape features.
- Preserve and enhance Dragonfly Creek and other natural resources in the area.
- Preserve and interpret for visitors the historic batteries and coastal defense structures.
- Consider increasing the density of, or replacing, non-historic housing in North Fort Scott behind Pilots Row.
- Simplify the road system and enhance pedestrian connections to adjacent areas.
- Ensure that any new construction is sited and configured to be compatible with the historic district.

## PLANNING GUIDELINES FOR FORT SCOTT DISTRICT

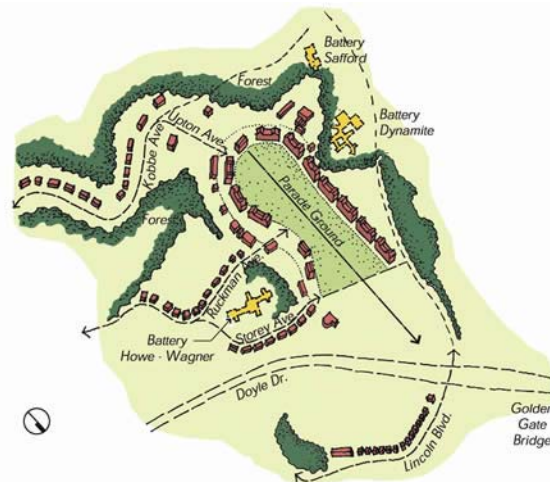
### 1. Spatial Organization and Land Patterns

*Horseshoe-Shaped Parade Ground.* Fort Scott is defined by a large, horseshoe-shaped parade ground that opens gracefully toward the Golden Gate and is surrounded by stately Mission Revival barracks. The consistent scale and features of these buildings create a unified ensemble backed by an outer ring of utilitarian structures out of view from the central parade. Together, the buildings form a network of inter-linked outdoor spaces.

*Remote Location.* The contemplative quality of Fort Scott is enhanced by its remote location, its commanding view of the Golden Gate, and the backdrop of the mature historic forest. The district's retreat-like character is unique among the Presidio's developed areas.

### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINE

- Protect and enhance Fort Scott's historic ensemble of buildings and landscapes. New uses should be compatible with the retreat-like character of Fort Scott.



PRIMARY ORGANIZATION AROUND DISTINCTIVE HORSESHOE-SHAPED PARADE GROUND, OVERLOOKING THE GOLDEN GATE



A CONCEPTUAL SKETCH ILLUSTRATING THE HISTORIC STRUCTURES OF FORT SCOTT IN ACTIVE USE

## 2. Buildings and Structures

*Mission Revival-Style Barracks.* The parade ground's barracks, with their unadorned white stucco walls, decorative parapets, and red tile roofs, create a striking backdrop to the parade ground. The 1912 barracks ensemble, one of the first examples of military use of the Mission Revival style, remains largely intact. Surrounding utilitarian buildings are architecturally compatible and mimic the barracks' style, color, and character.

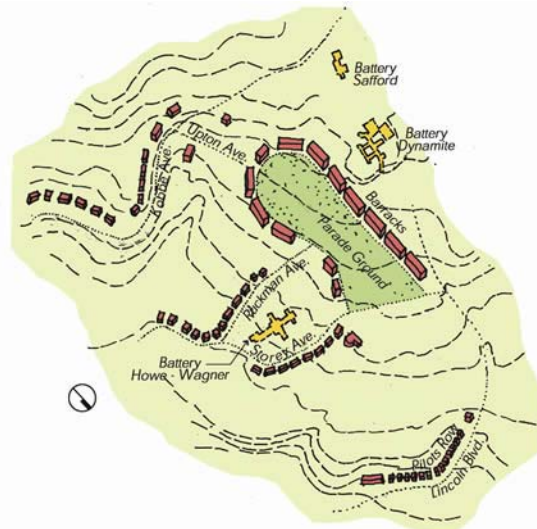
*Historic Hillside Houses.* Four clusters of historic houses (Kobbe Avenue, Storey Avenue, Ruckman Avenue, and Pilots Row) are set along the sloping terrain east of the parade ground. Each cluster is composed of a family of buildings similar in building type, scale, massing, height, materials, and color.

*Historic Batteries.* The historic batteries that adjoin Fort Scott to the west and north define the historic context of this former coastal artillery post. Their characteristic earth-bermed structures and minimally visible concrete bulkhead entries and lookout towers are key features. Over the years, vegetation has further hidden the battery installations from view.

### GUIDELINES FOR BUILDINGS AND STRUCTURES

- Rehabilitate historic buildings at Fort Scott and maintain the integrity of existing historic clusters.
- Allow infill construction only in areas that are well removed from the historic parade ground. Avoid any construction that would adversely affect the surrounding historic forest, an important part of Fort Scott's visual setting.
- Minimize disturbance of existing grades, avoid impacts on important views from the historic core, and ensure that new construction responds to the general scale and character of the district's buildings. Maximum building height should be between 30 feet to 45 feet.





## REPETITIVE BUILDING FORMS THAT FOLLOW TOPOGRAPHY

### 3. Open Space/Vegetation/Views

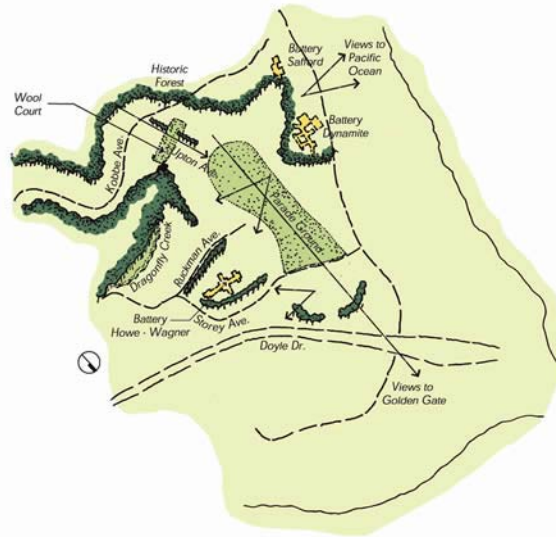
*Parade Ground Overlooking the Golden Gate.* Fort Scott's parade ground, with its gently sloping grassy field and informally planted Monterey cypress trees at its perimeter, is a commanding space, the quality of which is presently compromised by a number of non-historic obstructions, including ball fields, high fences, lighting poles, and a large open parking lot north of Storey Avenue.

*Forest Backdrop.* The mature forest canopy enhances the retreat-like character of the district and also provides rich pockets of habitat for raptors, migratory songbirds, and other bird species.

*Formal Landscape and Natural Elements.* The district contains a variety of historic landscape features such as formal gardens, walkways, vistas, retaining walls, and horticulture plantings. These features date from different periods and are largely overgrown. Dragonfly Creek, located near Kobbé Avenue adjacent to Wool Court, is the only major remnant natural system at Fort Scott. The district also contains a population of San Francisco owl's clover, a rare plant species.

#### GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Restore the parade ground to its original configuration and re-establish it as the district's main gathering place.
- Relocate the ball fields at the northern end of the parade ground and restore the historic parade ground to a gently sloping lawn.
- Preserve and rehabilitate significant historic landscape features, including the formal landscape adjacent to Wool Court.
- Maintain and enhance low trees and shrubs to provide a buffer against Doyle Drive.
- Selectively remove non-historic trees and landscape features, consistent with the *Vegetation Management Plan*, to re-establish views and Fort Scott's historic visual connection to the Golden Gate, San Francisco Bay, and the coast.
- Restore natural resources along Dragonfly Creek, as well as wetland and rare plant habitat northeast of the Fort Scott parade ground.

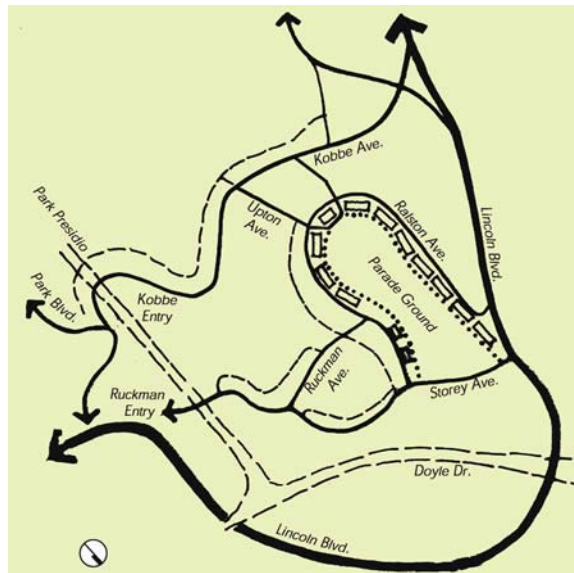


PRESIDIO FOREST SURROUNDING GRASSY CENTRAL PARADE GROUND

#### 4. Circulation and Access

*Meandering Roads and Hidden Entries.* Fort Scott's obscured entries and curving roads are character-defining features of its circulation system. The meandering approach through the forest creates an air of the unexpected and slows traffic. A hierarchy of roads provides access to Fort Scott. Primary vehicular access is from Park Boulevard and Lincoln Boulevard.

*Emphasis on Pedestrian Spaces.* The parade ground's pedestrian promenade provides a clear path connecting the buildings and adjacent parade ground. The heart of Fort Scott is relatively free of parked cars. Service streets provide access to parking areas, organized in small pockets at the periphery of the district.



MEANDERING ENTRY ROADS THAT REINFORCE SENSE OF SECLUSION

## GUIDELINES FOR CIRCULATION AND ACCESS

- Clarify and simplify vehicular, bicycle, and pedestrian access to create clear and safe traffic patterns at Fort Scott. Maintain low-key access with primary emphasis on pedestrians and bicycles.
- Establish safe, clear, and distinct access from Lincoln Boulevard into the district.
- Provide pedestrian connections to adjacent residential clusters, including North Fort Scott, and to coastal areas. Provide safe pedestrian and bicycle access to the Golden Gate Bridge.
- Where possible, limit parking to smaller lots at the periphery of the built areas of Fort Scott.

## **PUBLIC HEALTH SERVICE HOSPITAL DISTRICT: RESIDENTIAL AND EDUCATIONAL COMMUNITY**

### **PLANNING CONCEPT**

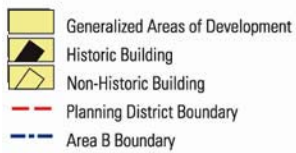
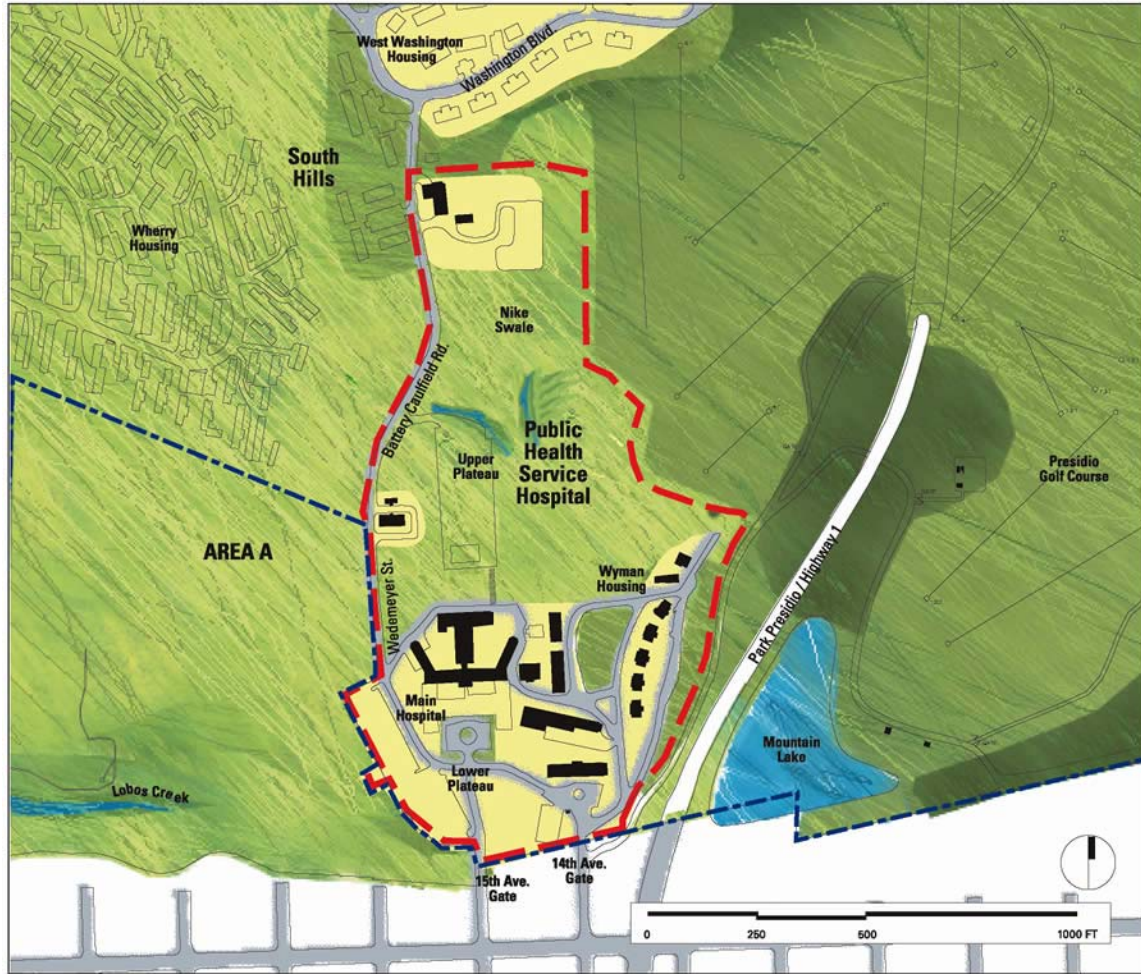
The historic complex of buildings at the former Public Health Service Hospital will be rehabilitated to accommodate new uses, with a preference for residential and educational uses. Important natural resources, including habitat for rare and unique plant and wildlife species, will be protected and enhanced. Non-historic structures may be removed, and replacement construction could be considered in the future. New construction would be carefully sited and designed to enhance the serene, campus-like historic setting.



**RESIDENTIAL AND EDUCATIONAL USES ARE PREFERRED FOR THE PUBLIC HEALTH SERVICE HOSPITAL DISTRICT**

### **Character, Land Use, and Open Space**

The Public Health Service Hospital (PHSH) district is situated on a gentle north-south ridge at the Presidio's southern boundary, overlooking the city and remote from other developed areas of the Presidio. The PHSH evolved as a separate entity, first under the administration of the U.S. Marine Hospital Service and then under the U.S. Public Health Service. The site, originally selected for development in the 1870s because of its proximity to Lobos Creek and Mountain Lake, has been developed into two plateaus, with most of the existing development located on the lower plateau. (See Figure 3.6.) The district contains 19 buildings, including the former U.S. Marine Hospital and its support buildings. The historic 170,000-square-foot main hospital building, built in 1932, was expanded in 1952 with a seven-story, 128,000-square-foot addition on the south side of the original building. The hospital closed in 1980.



Planning District Area	42 acres
Existing Total Building Area	400,000 square feet
Maximum Permitted Building Area	up to 400,000 square feet
Maximum Demolition	130,000 square feet
Maximum New Construction	130,000 square feet
Land Use Preferences	educational and residential

FIGURE 3.6  
PUBLIC HEALTH SERVICE HOSPITAL - RESIDENTIAL AND EDUCATIONAL  
COMMUNITY

- Maintain the historic concentration of development on the lower plateau, and enhance open space on the upper plateau.
- Rehabilitate the former hospital for residential use; consider demolition of the non-historic hospital wings, replacing them with more compatible structures.
- Rehabilitate historic housing and accessory structures for a variety of complementary uses.
- Protect and enhance important natural resources, including habitat for rare plant and wildlife species.
- Protect and enhance existing wetland features on the upper plateau.
- Preserve and enhance views to and from the site. Continue and enhance recreational uses.
- Ensure that any new construction is sited and configured to be compatible with the historic district.

The upper plateau behind the hospital supports unique and ecologically significant native plant communities that include coast live oak woodland, central dune scrub, and riparian and dune slack wetland vegetation, as well as the San Francisco lessingia (*Lessingia germanorum*), a federally-listed endangered plant. The complex array of vegetation also provides valuable habitat for the largest known quail population in San Francisco, as well as other bird species. The potential for historic archeological resources is high in this area. The old Marine Cemetery, a significant archeological resource, dates back to the 1880s.

The PHSH district, historically separate and distinct from the rest of the Presidio's developed areas, will be a setting suitable to residential and educational uses. These building uses may be complemented by compatible outdoor recreational uses. Future planning may consider removal of non-historic structures, including the modern wings of the main hospital building. If a suitable tenant cannot be found to rehabilitate the historic hospital, the entire building may be considered for removal. Removal of the historic hospital and replacement construction would be considered as part of a separate undertaking. The Planning Guidelines (see below) would help ensure that any new construction would be sensitive to the prevailing architectural treatment, scale, and orientation of existing structures, and would be designed to reinforce the historic setting.

Remnant natural systems in this area will be preserved and revitalized. Ongoing activities in this district include restoration of native plant communities and wildlife corridors, as well as enhancement of the dune slack wetland east of the parking lot below the Nike Missile site. Future projects that might affect the conservation and recovery of the San Francisco lessingia will be carried out in consultation with the U.S. Fish and Wildlife Service.



AN HISTORIC COLONIAL REVIVAL STRUCTURE LENDS CHARM TO THE PUBLIC HEALTH SERVICE HOSPITAL COMPLEX

### **Access and Circulation**

The PHSH building complex has historically been an enclave separate from the rest of the Presidio. Two city streets, 14th and 15th Avenues, provide the main vehicular access. Alternatives for primary access, including reopening the 14th Avenue gate to vehicular access and operating 14th and 15th Avenues as a one-way couplet, will be studied. Access to the PHSH district from other parts of the Presidio will continue along Battery Caulfield Road; through-traffic will be discouraged. Connections to the surrounding network of trails and pathways will provide a scenic pedestrian gateway to other parts of the Presidio. Convenient access will be provided to nearby outdoor recreational amenities such as the Presidio Golf Course, Mountain Lake, and trails.

## PLANNING GUIDELINES FOR PUBLIC HEALTH SERVICE HOSPITAL DISTRICT

### 1. Spatial Organization and Land Patterns

*Upper and Lower Plateaus.* Topography has influenced the development of the PHSH site throughout its 125-year history. The building core was sited on a relatively level natural bench in the south-facing slope west of Mountain Lake. An upper plateau above the building core was left more open. This distinction between upper and lower plateaus remains today.

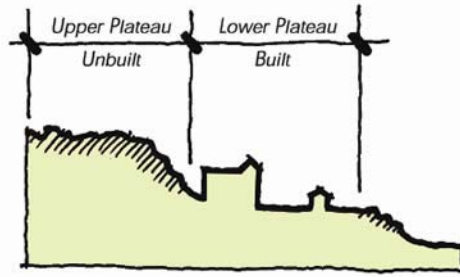


THE PUBLIC HEALTH SERVICE HOSPITAL DISTRICT AS SEEN FROM NEARBY MOUNTAIN LAKE

*Hierarchy of Building Sites.* The building complex retains much of the original design of the 1932 plan. Buildings were sited according to function and hierarchy in a campus-like setting. The hospital building retains the most prominent position facing out over the city. Associated buildings are located nearby to the east. Open lawns typically serve as formal foregrounds (front yards) for major buildings or building groups.

### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINES

- Maintain the historic patterns of development, primarily on the lower plateau. The formal placement of buildings around open spaces and the definition of open space and streets through plantings should be retained. Infill construction should respect historic spatial relationships, scale, and orientation of buildings.
- Enhance open space and preserve natural processes for a functioning ecological system on the upper plateau below the Nike Missile site.



UPPER AND LOWER PLATEAUS

## 2. Buildings and Structures

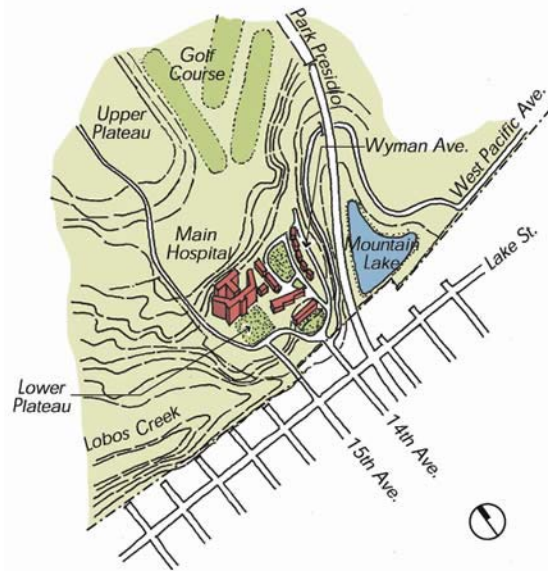
*Formal vs. Informal Buildings.* The PSHH complex is comprised of the dominant hospital building and a number of smaller buildings. The main institutional structures face the city and present a strong image, with prominent massing and classical detailing. In contrast, the Wyman Avenue houses face east and are arranged in an arc on a knoll, overlooking Mountain Lake and its surroundings.

*Contrasting Architectural Character.* The architectural character of the PSHH complex is different from the rest of the Presidio, reflecting its historically separate governmental jurisdiction. The buildings adjoining the hospital structure are organized by function; the use of buff brick and flat red clay tile roofs helps to unify these buildings. Colonial Revival style architecture is used throughout the complex in both institutional and residential structures.

### GUIDELINES FOR BUILDINGS AND STRUCTURES

- Maintain the historic character of the site. In concert with historic building rehabilitation, cluster additions and/or replacement construction onto compact sites, close to existing buildings, to reinforce the campus-like setting.
- Ensure that any replacement construction is secondary to the former hospital as the predominant building in the complex.
- Ensure that new construction is compatible in scale, massing, height, color, and materials with the historic buildings in the area. Maximum heights should be between 30 feet to 45 feet for outbuildings and 70 feet for buildings adjacent to the main hospital.



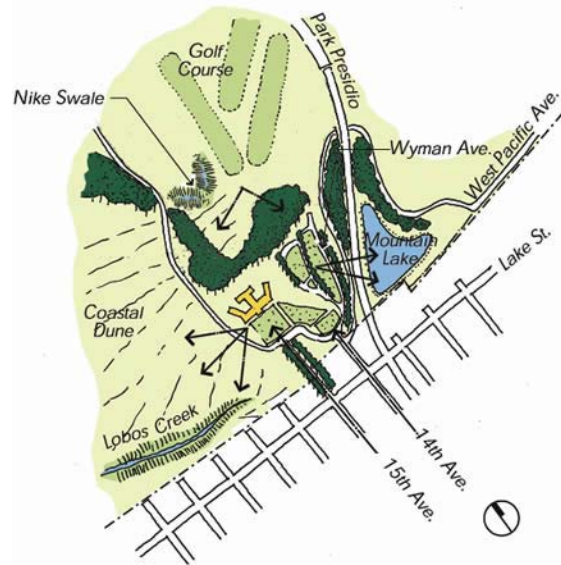


PRIMARY BUILDINGS CLUSTERED ON SMALL PLATEAU OVERLOOKING CITY

### 3. Open Space/Vegetation/Views

*A Rich Mix of Natural Features.* The PHSH district is sited on a ridge that drains west to Lobos Creek (the Presidio's source of drinking water) and east to Mountain Lake. Natural areas surrounding the hospital support a variety of native plant habitat, including rare and endangered species. A federally-listed endangered plant species, the San Francisco lessingia, is found on the upper plateau of the site.

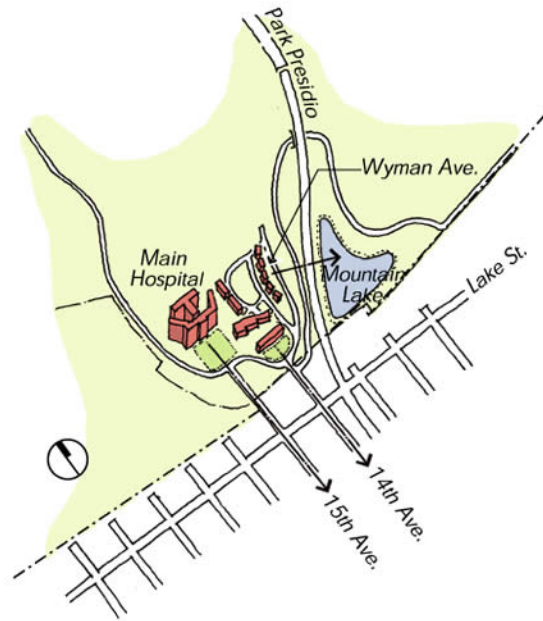
*Formal Landscaping.* Designed landscape features that characterize the PHSH complex include the hospital's front lawn and tree-lined entry roads, the Wyman Street houses' landscapes and tree plantings, the remnant cypress windrow on the north and west sides of the former cemetery, and a large stand of Monterey pine trees north of the hospital.



## SITE SURROUNDED BY A DIVERSE MIX OF NATURAL AND CULTURAL RESOURCES

### GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Rehabilitate and restore the upper plateau, below the Nike Missile site, as native plant habitat. Accommodate compatible recreational uses elsewhere consistent with protection of the natural resources.
- Respect the natural and historic terrace landform of the district. Major regrading and construction on slopes should be avoided.
- Protect Lobos Creek, the Presidio's drinking water source, and direct stormwater runoff away from the adjacent watersheds of Lobos Creek and Mountain Lake.
- Consider planting as part of the overall design of the site to articulate and better define historic open spaces and entry sequences.
- Preserve and enhance view corridors and panoramic viewsheds both from and to the site. Significant views include Mountain Lake from Wyman Terrace and Lobos Creek Valley from the western edge of the site, as well as sweeping views of the city and ocean from the upper plateau.
- Restore natural resources, and protect and enhance wetland and endangered species habitat.
- Locate new replacement construction to protect and preserve views and vistas.
- Protect and commemorate the former Marine Cemetery.



#### CONTRAST BETWEEN FORMAL ORIENTATION OF MAIN HOSPITAL AND INFORMALLY SITED ADJACENT BUILDINGS

#### 4. Circulation and Access

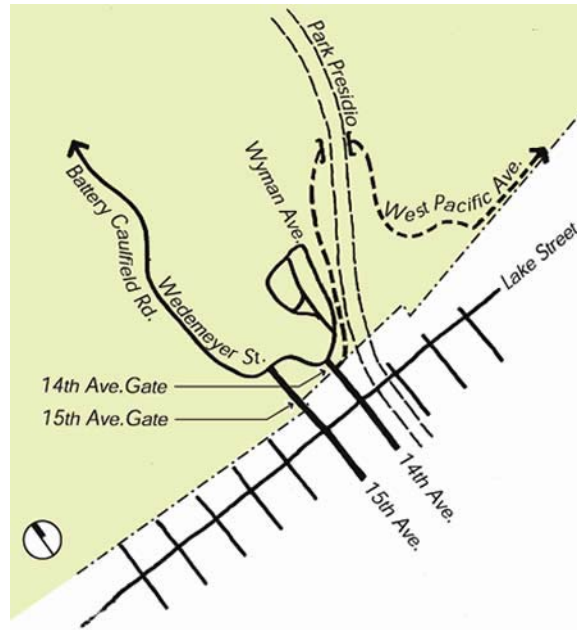
*Access Via 14th and 15th Avenues.* Historically, a curving, tree-lined drive entered the Presidio at 14th Avenue and ended at the hospital. This access is now gated and provides pedestrian access only. The 15th Avenue gate is the main vehicular entrance to the PSHS district.

*Internal Circulation Routes.* In the late 1980s, Wedemeyer Street and Battery Caulfield Road were connected to provide access from the PSHS complex to the rest of the Presidio. Circulation within the district is characterized by informal, curving roads that reinforce the site's campus-like character.

*Key Trails.* Several important trails intersect in the PSHS district. A key section of the Juan Bautista de Anza National Historic Trail runs through the site. The West Pacific Avenue trail extends to Mountain Lake, the Park Boulevard trail connects through the golf course to Washington Boulevard, and the Lobos Creek trail extends through the site to Baker Beach.

#### GUIDELINES FOR CIRCULATION AND ACCESS

- Maintain 14th and 15th Avenues as the main access; consider a one-way couplet for vehicles using these streets. A secondary entry should be promoted along Battery Caulfield Road to accommodate traffic coming from within the Presidio.
- Ensure that bike and pedestrian trails connect to the network of nearby local and regional trails.
- Minimize traffic impacts from new uses at the site.
- Enhance public access through improved mass transit options, both within the Presidio and via links to city transit.



PRIMARY SITE ACCESS FROM 14TH AND 15<sup>TH</sup> AVENUES

## **EAST HOUSING DISTRICT: RESIDENTIAL NEIGHBORHOOD AND NATURE'S REFUGE**

### **PLANNING CONCEPT**

The East Housing district will remain residential. Clusters of historic housing, sited to fit the hillside and offering easy access both to natural features and to recreational facilities, will be rehabilitated. Some non-historic housing is planned for removal in areas where natural resource restoration would occur along Tennessee Hollow riparian corridors. Open space and forest areas will be preserved to provide valuable wildlife habitat, as well as a peaceful refuge for visitors.



**THE EAST HOUSING DISTRICT'S HISTORIC HOMES WILL BE REHABILITATED, AND SENSITIVE NATURAL AREAS RESTORED**

### **Character, Land Use, and Open Space**

The East Housing district, one of the oldest residential areas in the Presidio, offers distinctive clusters of historic housing along winding roads that follow ridge lines and provide breathtaking views of San Francisco Bay. The district also contains clusters of non-historic housing, typically sited on filled-in streams and valley bottoms. Recreation fields and playgrounds such as the Paul Goode Field and the city-operated Julius Kahn Playground are found along the district's southern edge. Presidio residents, as well as city neighbors, have traditionally used these facilities and continue to do so today. (See Figure 3.7.)

Three tributaries feed from the watershed of the Tennessee Hollow creek system, a partially surviving natural system that still supports remnant native plant communities and aquatic ecological resources. The natural springs that surface at the headwaters of the Tennessee Hollow creek system have a long history of human use. Tennessee Hollow was the site of a temporary encampment at the turn of the 19th century and a staging area for the Panama Pacific International Exposition. El Polin Spring, one of the earliest water supplies in the area, was near the historic trail between the Spanish Presidio and the Mission de Francisco de Assisi. Due to the history of human activity in these areas, Tennessee Hollow and El Polin Spring are very likely to contain archeological resources.

The East Housing district will continue to be primarily residential. Historic housing clusters will be preserved and rehabilitated. Some non-historic housing will be demolished to restore open space in the Tennessee Hollow stream corridor. Other non-historic residences will be rehabilitated, and some large units will be divided into smaller units. Replacement construction of more compatible housing may be considered elsewhere within the district. The historic former barracks on Ruger Street, near the Lombard Gate, will accommodate small offices or visitor serving uses.

Plans to restore and enhance Tennessee Hollow, its tributaries and riparian corridors, are already underway; baseline data collection and analysis have begun. Other key natural resource projects in the East Housing district will include restoration of Inspiration Point grasslands and El Polin Spring, and enhancement of important native plant restoration areas. The restoration of surface drainages and native riparian communities will allow visitors to understand the importance of these resources to native peoples and early explorers. The area's serenity and sensitive habitats will be respected. Compatible recreational activities will be allowed, although Paul Goode Field may be removed or relocated to allow for restoration of Tennessee Hollow. Pop Hicks Field will be restored for active recreational use if consistent with the remedial action plan established for this area.



A FAMILY AT PLAY IN THE SIMONDS NEIGHBORHOOD

#### **Access and Circulation**

Pedestrian access will be improved and overall livability of the neighborhoods in this district will be enhanced. Trails and pathways will be formalized, and Lover's Lane will be rehabilitated. Presidio Boulevard will continue to provide the main access from the south, while Lombard Street will be maintained as the primary access from the east. Some minor roads may be removed to create a continuous natural corridor along Tennessee Hollow.



	Generalized Areas of Development	Planning District Area	123 acres
	Historic Building	Existing Total Building Area	650,000 square feet
	Non-Historic Building	Maximum Permitted Building Area	up to 620,000 square feet
	Planning District Boundary	Maximum Demolition	100,000 square feet
	Area B Boundary	Maximum New Construction	70,000 square feet
		Land Use Preferences	residential and open space

FIGURE 3.7  
EAST HOUSING - RESIDENTIAL NEIGHBORHOOD AND NATURE'S REFUGE

- Preserve and rehabilitate historic housing clusters and streetscapes.
- Restore the Tennessee Hollow creek system and its riparian corridors, El Polin Spring, Inspiration Point grasslands, and other important native plant sites.
- Enhance trail connections and the overall livability of neighborhoods.
- Demolish some non-historic housing to restore Tennessee Hollow, and consider construction of compatible replacement housing.

## PLANNING GUIDELINES FOR EAST HOUSING DISTRICT

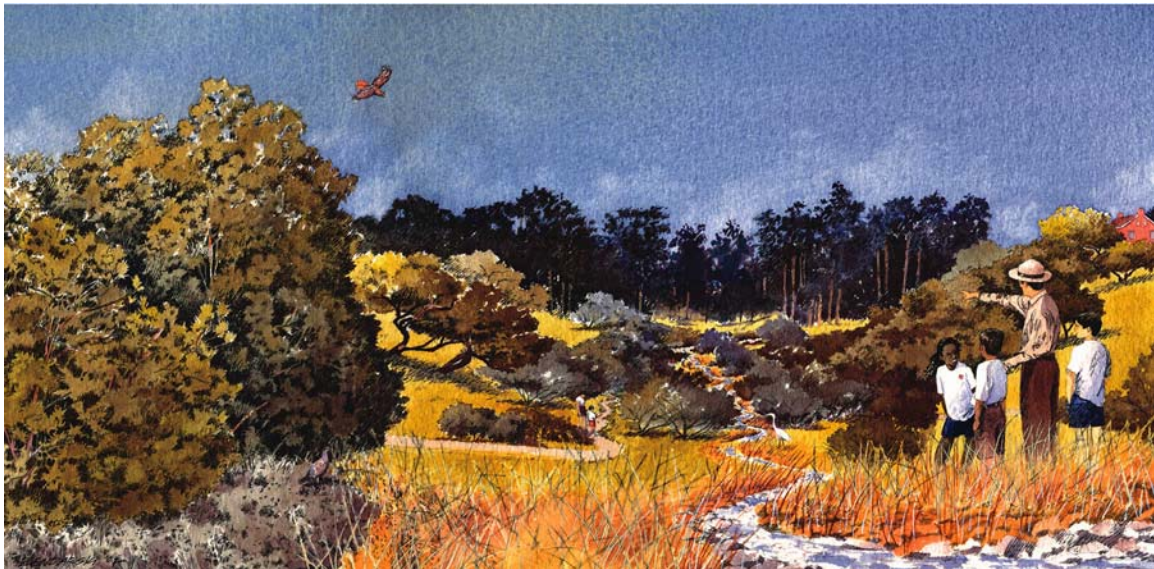
### 1. Spatial Organization and Land Patterns

*Influence of Topography.* The historic housing clusters in the East Housing district are linear in form, following hillside contours or running along a series of “fingers” (north-south ridges) that reach down toward the Letterman district and the Main Post. Below the ridgetops, slopes direct rainwater into the three Tennessee Hollow creek tributaries, which lead to San Francisco Bay.

*Contrast Between Ridges and Valleys.* The historic contrast between the developed upland ridges and the natural riparian valleys forms the key organizing land pattern in the East Housing district. In recent years, non-historic housing and ballfields built on filled land in the upper watershed have compromised the integrity of the historic relationship between ridges and valleys and have degraded the Tennessee Hollow creek system and riparian corridor.

#### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINE

- Re-establish a clear distinction between historic housing on the high ground and open space in the valleys through selective removal of some non-historic housing and restoration and enhancement of Tennessee Hollow creek tributaries.



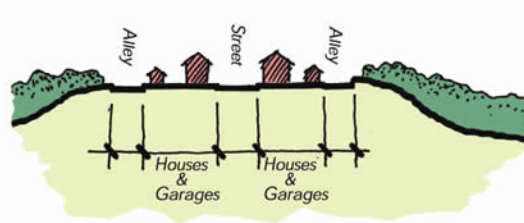
A CONCEPTUAL SKETCH SHOWING RESTORATION OF THE TENNESSEE HOLLOW ECOSYSTEM WITHIN THE EAST HOUSING DISTRICT

### 2. Buildings and Structures

*Service Alleys and Formal Front Yards.* The district’s historic housing clusters are characterized by rows of similar houses with repetitive architecture and streetscapes. Housing units are either single-family houses or duplexes, each with a formal front and back yard. The buildings are standard, Army-designed masonry structures with classical proportions and detailing. Units are typically situated close to each other, creating strong street edges. Together, the buildings create a distinctive pattern of formal fronts facing the street with service alleys (many lined by freestanding detached garages) in the back.



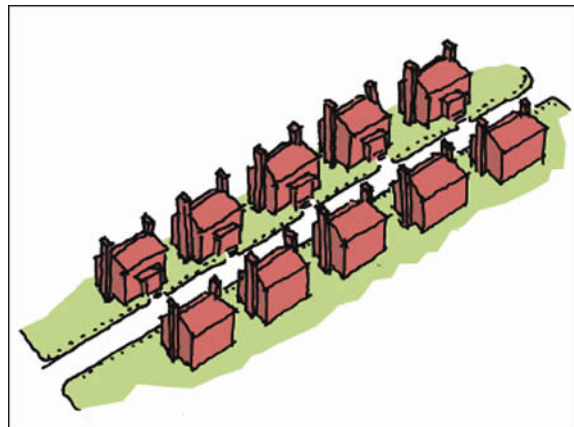
*Single- and Double-Loaded Streets.* Housing clusters are organized around one of two basic road configurations: single-loaded or double-loaded streets (i.e., streets with houses on either one or both sides). Presidio Terrace and Simonds Loop are single-loaded streets along the hillside contour; houses are located either uphill or downhill of the street with commanding views of the bay. Portola and Liggett Streets are double-loaded streets, following parallel ridges. Here, the dramatic bay views are down the street corridor, framed by the rhythm of repeating building facades stepping down the hillside.



#### DISTINCT PATTERN OF FORMAL STREETS AND SERVICE ALLEYS

#### GUIDELINES FOR BUILDINGS AND STRUCTURES

- Maintain the historic orientation of housing that parallels slopes or follows ridgetops and is not located in the lowlands or valley bottoms.
- Protect existing natural resource integrity and function through site enhancement.
- Ensure that any replacement housing reinforces and complements existing street patterns and conforms to existing contours, with no major regrading or leveling.
- Ensure that any replacement housing is responsive to existing historic typologies. Garages and outbuildings, if included, should be located at the back of buildings, with access from existing alleys, where possible.
- For building additions and replacement housing, ensure that building height, color, and materials are compatible with those of the adjacent historic cluster. Maximum building height should be between 25 feet to 35 feet.



ROWS OF SIMILAR HOUSES

### 3. Open Space/Vegetation/Views

*Ridges and Valleys.* Creek-lined valleys alternate with ridges containing rows of housing. A significant amount of native habitat is found in the valleys below the ridges. While some of the valley bottoms have been partially filled and built over, remnant open areas remain.

*Planted Forest.* Planted in the late 19th century, the mature forest on the upper hillsides encloses the residential areas and shelters them from the surrounding city neighborhoods. When viewed from Presidio Boulevard, the forest's orthogonal layout over the hillside terrain creates a distinctive pattern of long, rolling forest.

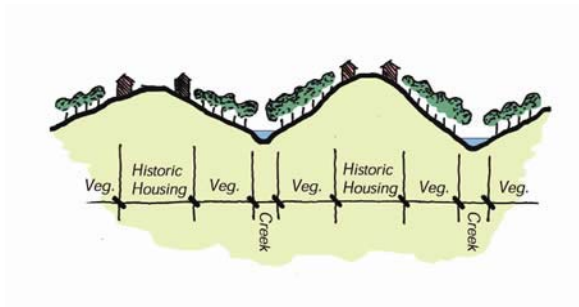
*Presidio and Bay Views.* Excellent views of the Presidio landscape and San Francisco Bay are found at higher elevations in the East Housing district.



DISTINCT PATTERN OF HOUSES FOLLOWING RIDGES WITH RIPARIAN VALLEYS IN BETWEEN

#### GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Retain and reinforce the historic planting of streetscapes in the East Housing district. Enhance neighborhood character through compatible landscape improvements.
- Protect, restore, enhance, and monitor the Tennessee Hollow watershed by removing fill material and some non-historic housing, daylighting creeks, and restoring native plant communities. Maximize natural processes where feasible.
- Protect wetlands and other natural resources by locating any replacement housing with sufficient offset buffers to minimize impacts and by maintaining appropriate setbacks for a parallel trail system.
- Maintain historic views and view corridors. Manage vegetation on slopes below housing sites, public streets, and trails to maintain views out to the bay while protecting natural resources. Ensure that reforestation maintains views into the historic forest along Presidio Boulevard.



RIDGES AND VALLEYS

#### 4. Circulation and Access

*Street System Based on Topography.* The layout of the East Housing street system is a function of the district's topography. The branching system of dead-end streets creates quiet residential zones and minimizes interruptions in connecting trails and open space systems. Most streets and alleys are narrow and require one-way circulation in certain sections. Parking is generally situated off service alleys, with limited parallel parking provided along formal front streetscapes.

*Lover's Lane Pedestrian Path.* In contrast to the curvilinear character of most streets in the district, Lover's Lane, a pedestrian path dating from the 1880s, cuts a straight line upslope, connecting the Main Post with the Presidio Gate.

#### GUIDELINES FOR CIRCULATION AND ACCESS

- Retain the historic road pattern in the East Housing district. Proposed future changes should use or expand on this pattern and its related system of alleys, parking, and garages.
- Eliminate redundant road segments to limit road crossings of Tennessee Hollow.
- Improve pedestrian connections among housing clusters, and between playing fields and other destinations throughout the Presidio.
- Rehabilitate Lover's Lane as part of the Presidio-wide trail system.



STREET PATTERN DETERMINED BY TOPOGRAPHY

## **SOUTH HILLS DISTRICT: OUTDOOR RECREATION AND WOODLAND RETREAT**

### **PLANNING CONCEPT**

The South Hills district will provide a serene, park-like setting. The amount of open space will be increased with the removal of Wherry Housing complex (Baker Beach Apartments) over time, and the quality of park resources and visitor experiences will be improved. Remnant natural systems, including Mountain Lake, serpentine grasslands, and other ecosystems, will be preserved, expanded, and restored. The historic Presidio forest will be rehabilitated, native plant communities and wildlife corridors enhanced, and the stately San Francisco National Cemetery maintained. Most of the East and West Washington Boulevard housing, as well as existing recreational amenities, will remain.

### **Character, Land Use, and Open Space**

The South Hills district covers over 50 percent of Area B, extending across the park's highest elevations from the Presidio Gate to the east to the World War II Memorial overlooking the Pacific Ocean to the west. The district is made up of several distinctive landscapes covering the southern half of the Presidio, including the 100-year old Presidio forest, Mountain Lake, the 160-acre Presidio Golf Course, the popular Julius Kahn Playground, and the 33-acre historic San Francisco National Cemetery, managed by the Veterans Administration.

(See Figure 3.8.)

Vestiges of San Francisco's natural heritage are best seen in this part of the Presidio. Remnant native habitats have survived the dramatic landscape transformations of the last two centuries. Diverse habitats, including majestic oak woodlands, forest canopies, and open grassy knolls, sustain native bird species found nowhere else in San Francisco. The district also harbors rare and endangered plant species, including the endangered San Francisco lessingia, found in only two places on earth, and the last remaining wild Raven's manzanita in the world.



**THE DIVERSE SOUTH HILLS DISTRICT SUPPORTS THE HISTORIC PRESIDIO FOREST, WILDLIFE AND NATIVE PLANT COMMUNITIES, AND RESIDENTIAL AND RECREATIONAL USES**

The district contains three isolated non-historic housing complexes set in sparsely vegetated portions of the Presidio forest. They consist of two large neighborhoods along Washington Boulevard, and the Wherry Housing complex (Baker Beach Apartments). Together, these residential areas contain 587 dwelling units.

Activities in the South Hills district will revolve around natural resource restoration, preservation, and interpretation. The removal of non-historic housing at the Wherry Housing site (Baker Beach Apartments) over the next 30 years will expand the Presidio's open space resources. Removal of this

non-historic housing and associated pavement will allow for expansion of natural resource areas and contiguous open space. At the remaining East and West Washington sites, the Trust will consider dividing existing large housing units into smaller units to help expand the range of housing choices available at the Presidio. To enhance the park and residential setting, the Trust will improve the landscape to complement the surrounding natural environs and will consider bike lanes and traffic-calming features along Washington Boulevard.



FIGURE 3.8  
SOUTH HILLS - OUTDOOR RECREATION AND WOODLAND RETREAT

- Remove non-historic Wherry Housing complex (Baker Beach Apartments) to restore native plant habitat and expand and enhance open space.
- Retain most of the East and West Washington Boulevard housing, and enhance the livability of the area and the natural landscape.
- Restore the health of Mountain Lake.
- Retain and enhance recreational amenities in the district, including Rob Hill Campground.
- Rehabilitate historic forest and native plant communities.
- Establish a comprehensive system of paths and trails.

Resource conservation will ensure that Lobos Creek remains a rich ecological system that can continue to provide the Presidio with drinking water. The Presidio Trust will continue to operate the water treatment plant. Mountain Lake will be enhanced and native habitat restored according to the approved *Mountain Lake Enhancement Plan* (2000). The historic ridgetop forest will be rehabilitated as set forth in the *Vegetation Management Plan* (VMP).

Visitors to this area of the park will be able to experience and understand the district's resources through education and recreation opportunities, enjoy spectacular views of the ocean and bay, hike through restored natural areas and forests, play golf, or just enjoy a quiet moment. Recreational facilities such as the recently renovated Presidio Golf Course, Julius Kahn Playground, and Rob Hill Campground will be retained for public use. Hands-on habitat restoration programs will engage the public in growing, outplanting, and weeding natural habitats, an increasingly popular recreational activity that greatly contributes to the Presidio's ecological sustainability. Natural history inventory, monitoring, and research programs will involve local universities and scientific institutions. Such programs are underway at Mountain Lake. The San Francisco National Cemetery's forested setting, expansive site, commanding views, and historic gravestones, buildings, and roads will be preserved and managed by the Veterans Administration.

### **Access and Circulation**

The Arguello Gate, 25th Avenue Gate, and Lincoln Boulevard will continue to provide access to the South Hills. Washington and Park Boulevards will remain in place with enhancements for bicyclists and pedestrians. Battery Caulfield Road/Wedemeyer Street will be maintained as a narrow, slow street providing access from the South Hills to the Public Health Service Hospital district.

In the course of demolishing the Wherry Housing complex (Baker Beach Apartments), most roads in the complex will be removed or converted into pedestrian trails. West Pacific Avenue between the golf course and the Public Health Service Hospital district will remain closed to vehicles and will provide pedestrian and bicycle access to Mountain Lake. Washington Boulevard will be used as a scenic bicycle and pedestrian route following the natural ridgeline within the historic Presidio forest, and linking hiking trails through natural areas to Rob Hill Campground, overlooks, and other areas.

Hiking trails will connect the South Hills with other parts of the Presidio. An extensive trail system will be developed as set forth in the Presidio Trails and Bikeways Master Plan. Trails will lead to overlooks, wind through natural and other areas of the park, and provide connections for the Bay Area Ridge Trail and other regional and national trails. Interpretive signs along the trails will describe significant natural features, the historic forest, and cultural landscape preservation and habitat restoration projects. Small trailhead parking areas will be made available in several areas to help minimize traffic congestion and parking problems.

# PLANNING GUIDELINES FOR SOUTH HILLS DISTRICT

## 1. Spatial Organization and Land Patterns

*The Highest Ground at the Presidio.* The district's diverse landscapes share at least one common characteristic: they occupy the highest ground at the Presidio. About 90 percent of Presidio lands having an elevation 200 feet or higher above sea level are within the South Hills district. Because of its rugged terrain, this area is the least disturbed in the park. Its lands encompass a wide range of natural resources, unique cultural landscapes, diverse recreation opportunities, and spectacular panoramic views. The influence of the rolling terrain is easily seen in the area's winding roads and the changing scenery.

*Historic Ridgetop Forest.* The historic Presidio forest stretches almost continuously over two miles along the ridgeline, connecting the high point at the southeast corner of the district with Presidio Hill and Rob Hill. Viewed from the city to the south and east, this forested ridgeline has been the Presidio's single most dominant visual feature for nearly a century. As one of the earliest examples of a large-scale forest planting in the western United States, it is a highly valued cultural landscape. The forest's mature stands of trees are among the most iconographic images of the Presidio landscape.

*Dominance of Open Space Landscapes.* The dominance of open spaces over built areas is a principal character-defining feature of the South Hills district. The district supports a wide range of native plant communities, including several rare or endangered plants uniquely adapted to the Presidio and found nowhere else in the world. Serpentine grassland habitat, which has disappeared from much of the Bay Area, is still found at Inspiration Point and along Lincoln Boulevard. Wildlife species from the native grey fox to the California quail still survive in this area. The district provides valuable habitat for migratory songbirds, raptors, and butterflies. The district also contains the largest single recreational land use at the Presidio - the 160-acre golf course, characterized by its own historic landscape of cultivated turf and long windrows of Monterey cypress. Mountain Lake, the only natural lake at the Presidio, supports numerous habitats and recreational opportunities. Most of the built features in the district are non-historic housing clusters.

### SPATIAL ORGANIZATION AND LAND PATTERNS GUIDELINE

- Connect the Presidio's remnant ridgetop open space by restoring and rehabilitating native and forested landscapes, and by removing non-historic housing.



CONTIGUOUS OPEN SPACE ZONE FOLLOWING PRESIDIO'S SOUTHERN UPLANDS



## 2. Buildings and Structures

*Non-Historic Housing.* In the 1950s and the late 1960s, three major housing clusters (Wherry, West Washington, and East Washington) were constructed in areas that were previously forested and open.

*Other Structures.* Other, smaller development clusters include the historic water treatment facility near Baker Beach, the new golf clubhouse, and the non-historic Building 1750, which houses Presidio Trust operations and maintenance functions. In addition, the World War II Memorial is located at the west edge of the district overlooking the Pacific Ocean. In general, these and other small non-residential structures are discreetly located and do not affect the park-like character of the district in any significant way. Restroom facilities and orientation kiosks, for example, provide needed services in the park without undermining the visitor experience.

### GUIDELINES FOR BUILDINGS AND STRUCTURES

- Prohibit new construction in the South Hills, other than small structures to serve the visitor and management needs of the park.
- Locate required small structures (such as visitor bathrooms) to serve park users in a manner compatible in scale, massing, height, material, and color with the natural setting.
- Remove supporting infrastructure, as feasible, as part of building demolition in those areas planned for ecological restoration.

## 3. Open Space/Vegetation /Views

*Native Plant Communities.* The South Hills support native plant habitats such as coastal dune scrub and serpentine grasslands. These plant communities, together with a complex network of wetland systems and geologic features, represent part of the Presidio's natural history and pre-planted landscape. The corridors of native plants, water, and forest create important wildlife habitats and allow for a glorious diversity of bird species. Mountain Lake, a natural fresh water lake, provides diverse native habitat and recreational opportunities.

*The Presidio Forest.* The Presidio forest, planned by U.S. Army Major Jones in 1883 and planted throughout the 1890s and early 1900s, is a majestic stand of trees that provides a green oasis, towering above the surrounding city. The century-old forest, originally planted with blue gum eucalyptus, Monterey pine, Monterey cypress, and Blackwood acacia, is in critical condition today due to its age.

Along the ridge, clearings in the forest offer spectacular views and significant opportunities for recreational uses such as trails, campgrounds, informal playing fields, and picnic areas.

### GUIDELINES FOR OPEN SPACE/VEGETATION/VIEWS

- Carry out *Vegetation Management Plan* (VMP) provisions for rehabilitating and restoring the Presidio forest and native plant areas; pursue restoration of native plant communities where housing is removed along Washington Boulevard.
- Maintain and improve historic and scenic views of the adjoining city, San Francisco Bay, and the Pacific Ocean from within the Presidio and from surrounding neighborhoods.
- Remove the Wherry Housing complex (Baker Beach Apartments) in phases, restore native plant communities, and expand the remnant adjacent central dune shrub habitat as indicated by the VMP.

#### 4. Circulation and Access

*East-West Road.* The South Hills circulation system consists of a major east-west road (Washington Boulevard/Arguello Boulevard) winding along the Presidio's main ridgeline. It is crossed by the switchback curves of Park Boulevard running up and over the ridge from north to south. Battery Caulfield is a more recent connection extending off Washington Boulevard and leading to Wedemeyer Street and the Public Health Service Hospital.

*Trails and Bike Routes.* Large portions of the South Hills are free of vehicles. Washington and Arguello Boulevards offer a popular route for bicyclists, panoramic views of the surrounding landscape and city, and access to trails. Extensive trails, including the Bay Area Ridge Trail and the Juan Bautista de Anza National Historic Trail, cross the ridgeline.



ARGUELLO AND WASHINGTON BOULEVARDS WINDING ALONG RIDGE

#### GUIDELINES FOR CIRCULATION AND ACCESS

- Remove most abandoned roads, parking areas, and driveways at the Wherry Housing complex (Baker Beach Apartments) when housing is removed; re-vegetate these areas or convert them to trail use.
- Establish a comprehensive system of paths and trails with clearly marked trailheads.
- Ensure that small parking areas provide convenient parking for visitors using trails and other recreational amenities along the ridge.

## Chapter Four - Plan Implementation



*“The Presidio will be managed through an innovative public/private partnership that minimizes cost to the United States Treasury and makes efficient use of private sector resources.” Presidio Trust Act*

The Presidio Trust's success will be measured largely by the timely rehabilitation and reuse of the Presidio's historic buildings and landscapes, the quality and quantity of open spaces that are created or enhanced, and the extent to which these accomplishments and the park resources they address are understood and enjoyed by park visitors. Unlike the wild lands typical of many parks, the Presidio's resources need intervention to preserve their integrity; historic buildings, the historic forest, scenic views, and natural habitats will deteriorate without timely maintenance and restoration. The rate at which the Trust moves to preserve these resources will thus affect the Trust's ultimate success in protecting the park for future use.



### SIGNIFICANT INVESTMENTS ARE REQUIRED TO REVITALIZE THE PRESIDIO'S NEARLY 500 HISTORIC STRUCTURES

This chapter describes approaches to park management and financing that will help achieve these ends. It outlines how the Presidio Trust will set priorities for preservation and enhancement of the park, and how the Trust will monitor the Plan's effectiveness. Physical changes and leasing activities anticipated in the near term are described with some specificity, along with the tenant selection criteria and the processes that will ensure public input and informed decision-making.

## FINANCING THE PARK

Caring for the Presidio will be costly and will involve managing a complex set of financial challenges and tradeoffs. In establishing the Presidio Trust as a wholly-owned government corporation, Congress created an organization that could operate in the marketplace, make real-time decisions, and reinvest revenues into the park to generate sufficient cash flow to eventually operate the park without federal appropriations.

### Self-Sufficiency and Long-Term Sustainability

The Presidio Trust Act (see Appendix A) requires that the Trust generate sufficient revenues to support its operations by Fiscal Year 2013, at which time annual federal appropriations will end. Having sufficient revenues to meet expenses on that or any later date is not enough, however. The Trust's approach to managing the Presidio in a sustainable manner means that actions must be taken today to assure the Trust's long-term financial viability. Consideration for the park's financial welfare is a key element of every Trust decision. Scarce federal resources are invested carefully with an eye toward creating the sustained revenue stream that will provide for the park after appropriated dollars are no longer available.

Long-term financial sustainability, therefore, not only requires adequate operating revenues but also funds for capital improvements, as well as sufficient reserves for replacing and upgrading the Presidio's built spaces and infrastructure, and for protecting the park's natural environments. The Trust's strategy for managing the Presidio must ensure that the park will not only endure, but thrive.

## Financial Planning Background

In 1994, the U.S. Army transferred jurisdiction over the Presidio to the National Park Service (NPS). As part of the transition, the NPS completed and issued a final *General Management Plan Amendment* (GMPA) that set forth a plan for the Presidio's use and management. As part of the GMPA, the NPS prepared the Presidio Building, Leasing and Financing Implementation Strategy. The GMPA's financial analysis concluded that a continuing inflow of federal funds would be needed, with an annual appropriation between \$16 to \$25 million. Tenant revenues were to help pay the estimated annual Presidio operating expenses of \$38 to \$40 million, and \$490 million in capital costs were to be funded by a combination of leases and operating agreements, U.S. Treasury and/or private sector resources, congressional appropriations, and philanthropic funds.<sup>1</sup>

<sup>1</sup> National Park Service. Presidio Building, Leasing and Financing Implementation Strategy, July 1994, pp. 26-29.

In 1996, the U.S. Congress passed the Presidio Trust Act. The act established the Presidio Trust and gave the Trust the responsibility of relieving the federal government of the cost of maintaining the portion of the Presidio under the Trust's jurisdiction (Area B) while retaining that portion as part of the Golden Gate National Recreation Area. Congress authorized the Trust to receive limited appropriated funds, which were projected to decrease incrementally to zero over a 15-year period, and provided limited borrowing authority. In rejecting the GMPA's financial obligations, the Congress determined that the Presidio has the means both to become self-supporting and to sustain the values of a national park. To achieve these ends, Congress provided the Trust with a variety of tools. For example, the Trust may generate and retain revenue, lease real property, make loans, and provide loan guarantees to encourage the use of non-federal funds by third parties to invest in the repair and rehabilitation of the Presidio's historic buildings and infrastructure.

*"The Trust shall submit to Congress a plan that will achieve, at a minimum, self-sufficiency for the Trust within 15 complete fiscal years after [the first meeting of the Board of Directors] of the Trust." (Presidio Trust Act section 105(b))*

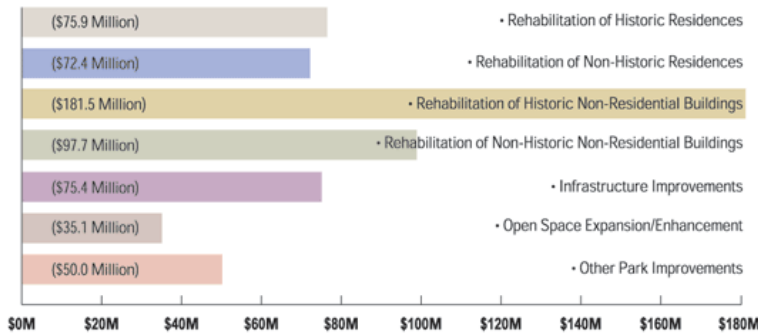
The 1996 Presidio Trust Act nullified the financial assumptions of the GMPA, principally by requiring the Trust to generate sufficient revenues by 2013 to support operations, capital needs, and capital reserves in Area B of the Presidio without annual federal appropriations. One of the first official acts required of the Presidio Trust was the adoption of a program for eliminating the federal appropriations. Pursuant to this requirement, on July 8, 1998 the Trust presented to Congress a Financial Management Program (FMP) that showed how the Presidio could become independent of federal appropriations within 15 years after the first meeting of the Presidio Trust Board of Directors (i.e., by July 8, 2013). The FMP based projected costs and the potential for revenue generation largely upon the GMPA's assumptions, combined with some updates from early Trust marketing and financial studies. The FMP demonstrated to Congress that the goal of self-sufficiency could be achieved. The 1998 FMP forms the basis for the scheduled decline in federal appropriations to zero by 2013.

As part of the current planning process, the Trust has developed financial planning models for use in comparing various plan alternatives. Further refined and updated financial forecasts will form the basis for budgetary decisions over time.

See Appendix B for additional planning background.

**FIGURE 4.1 FINANCIAL CHALLENGES**

**Capital Expenses**



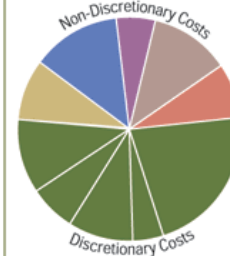
**Notes/Observations:**

- Total capital costs are estimated at \$589 million for planning purposes.
- Costs presented are order of magnitude estimates for planning purposes, and not inclusive. (For example, the initial estimated cost of Tennessee Hollow restoration is \$800,000, but the actual cost is likely to be higher once a detailed design is developed.)
- Higher costs or lower revenues would affect the timing of resource preservation and other park improvements.
- Third-party financing may reduce costs to the Trust, but would also reduce revenues available to fund park improvements.
- Costs of new construction are not included in this summary.

**Operating Expenses**

**Non-Discretionary Costs:**

- Building, Landscape & Infrastructure Maintenance (8.9%)
- Public Safety (13%)
- Leasing & Property Management (5.7%)
- Utilities (11.7%)
- Financing Costs (8%)



**Discretionary Costs:**

- Administration (21.9%)
- Legal (4.5%)
- Planning (9.5%)
- Programs (6.8%)
- Other (10.8%)

**Notes/Observations:**

- Percentages refer to estimated costs aggregated over 20 years. Projected annual costs range from \$37.3 to \$52.8 million.
- Fixed costs represent more than 45% of the total.
- Annual budgets will include periodic reductions in discretionary costs over time.

**Changing Funding Sources**



**FIGURE 4.1 FINANCIAL CHALLENGES**

**Capital Expenses**

Graph -

- (\$75.9 Million) • Rehabilitation of Historic Residences
- (\$72.4 Million) • Rehabilitation of Non-Historic Residences
- (\$181.5 Million) • Rehabilitation of Historic Non-Residential Buildings
- (\$97.7 Million) • Rehabilitation of Non-Historic Non-Residential Buildings
- (\$75.4 Million) • Infrastructure Improvements
- (\$35.1 Million) • Open Space Expansion/Enhancement
- (\$50.0 Million) • Other Park Improvements

**Notes/Observations:**

- Total capital costs are estimated at \$589 million for planning purposes.
- Costs presented are order of magnitude estimates for planning purposes, and not inclusive. (For example, the initial estimated cost of Tennessee Hollow restoration is \$800,000, but the actual cost is likely to be higher once a detailed design is developed.)
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#### Operating Expenses

Pie chart -

##### Non-Discretionary Costs:

- Building, Landscape & Infrastructure Maintenance (8.9%)
- Public Safety (13%)
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#### Notes/Observations:

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- Fixed costs represent more than 45% of the total.
- Annual budgets will include periodic reductions in discretionary costs over time.

#### Changing Funding Sources

Timeline -

Year 2000	\$50 Million Treasury Borrowing Complete
Year 2010	Demolition of Wherry Housing Begins
Year 2013	Annual Appropriations Cease
Year 2015	Loan Repayment (Principal) Begins
2000-2013	Declining Federal Appropriations
2010-2030	Declining Residential Revenues
2003-2030	Increased Non-Residential Revenues Required to Fund Operations and Timely Completion of the Capital Program

#### Use of Funds

Improving and maintaining the park will be costly, as illustrated in Figure 4.1. Caring for the Presidio will require sufficient funds to pay for day-to-day operations and capital improvements, as well as to provide reserves for the future and cover financing costs.

#### Capital Expenses

Preliminary capital cost estimates prepared by the Trust indicate that over \$435 million will be needed to rehabilitate residential and non-residential buildings, and nearly \$37 million will be required to create additional open space, enhance existing open space, and maintain historic landscapes. For planning purposes, total capital costs are estimated at \$589 million.

Although some costs may ultimately be lower than these “order of magnitude” projections, experience with the rehabilitation of historic buildings indicates otherwise. The Trust’s experience to

date is based mostly on rehabilitation of smaller buildings, or buildings requiring only modest amounts of work. Inevitably, future projects will be more difficult and more expensive. The same can be said for natural resource restoration. For example, once a detailed restoration design is developed, the estimated cost of restoring the Tennessee Hollow stream corridor is likely to be higher than initial estimates.

Since 1998, the Trust has expended approximately \$40.2 million on rehabilitation and site preparation, and \$9.8 million on infrastructure. Crews have also completed deconstruction of the outdated Letterman hospital and research facility. Soon, the Letterman site will be ready for the groundbreaking of a new, privately funded project by Letterman Digital Arts, Ltd. Capital reserves ensure adequate financial resources to undertake future repairs, and are a critical part of overall capital program costs. These reserves ensure that buildings and infrastructure that are rehabilitated can be upgraded, replaced, or modernized again if necessary in the future. Capital reserves are not likely to be fully funded for several decades, after all initial capital improvements are complete.

### **Operating Expenses**

Operating expenses include the costs of public safety, building and landscape maintenance, utilities, and other park operations, such as planning, legal services, personnel, and other administrative functions. There are also costs associated with borrowing money for capital projects. In addition, providing for public use of the park, whether through traditional interpretation programs provided by the National Park Service or through other programs and services, requires ongoing investment. Almost 50 percent of operating costs are “non-discretionary,” in that they are required simply to keep the park open; such non-discretionary costs include public safety, utility, and maintenance expenses.

In its initial years, the Trust moved aggressively to build an organization that could expedite preventive maintenance and tackle the backlog of the most pressing park improvements. The Trust is now in a position to cut costs and is committed to reducing overall operating expenses over time. The Trust will cut overall operating expenses by 12.4 percent in Fiscal Year 2003, which will enable continued investment in the capital expenditures that will ultimately result in revenue to support the park.

### **Sources of Funds**

The Trust must fund all of its expenses through a limited number of revenue sources, including gradually diminishing congressional appropriations, U.S. Treasury borrowing - which must be paid back - and lease revenues. Authorized annual appropriations and lease revenues are the main sources of funds. Annual appropriations will gradually diminish and ultimately cease in 2013. Residential lease revenues will decrease over time, as housing is removed to allow open space expansion. Non-residential lease revenues from ground leases and building rents must therefore increase substantially over time to make up for declining appropriations and residential revenues. The Trust’s ability to meet revenue projections depends on the quality and quantity of building space that is made available for lease as well as the Trust’s ability to plan for, and respond to, various external forces. These external factors include the regional economy, the local real estate market, and the rents that the market will support.



### *Lease Revenues*

Since assuming administrative jurisdiction over Area B lands and facilities on July 1, 1998, the Presidio Trust has aggressively pursued a program of rehabilitation and leasing of residential and non-residential buildings. By the end of September 2001, approximately 914,000 square feet of building space had been leased to non-residential tenants. Non-residential gross revenue increased from \$3.6 million in Fiscal Year 1999 to \$11 million in Fiscal Year 2001.

In addition, many housing units were renovated. Residential leasing revenue increased from \$7.3 million in 1999 to \$20.9 million in 2001 (including service district charges and utilities after deducting leasing costs). Over the next four years the remaining residential units will be renovated and made ready to lease. A majority of these residences are historic and, while expensive to rehabilitate, must be rehabilitated to preserve their historic integrity. Buildings will also be rehabilitated for non-residential leasing.

The amount of revenues generated as a result of leasing will depend on the amount of space that is leased and the rental rate. These factors themselves will depend on the condition of the building in question and on the building's relative value in the marketplace. Rents can shift dramatically as a result of market forces, as evidenced by changes in San Francisco office rents. The average lease rate for office space in San Francisco dropped from \$75 per square foot to \$35 per square foot between 2000 and 2001. The overall vacancy rate increased from four percent to 19 percent. While the Presidio is somewhat insulated from these broader market forces, the market will, nevertheless, affect leasing revenues.

### *Congressional Appropriations*

Since 1999, the Trust has received a total of approximately \$62.3 million in U.S. congressional appropriations. These appropriations have been used to fund 30 percent of the Trust's operations costs and 43 percent of its capital expenditures since that time. The 1998 Financial Management Program provides a schedule of annually decreasing appropriations necessary for the Trust to achieve financial self-sufficiency by Fiscal Year 2013. The level of investment delineated in this schedule is critical to achieving a continuous break-even status after Fiscal Year 2013. Each year, the appropriated amount, which is neither pre-established nor guaranteed, must be approved by Congress. If given sufficient investment in the early years, and if planned rental income is achieved, the Trust will achieve financial self-sufficiency in Fiscal Year 2013 and will require no subsequent appropriations.

### *Treasury Borrowing*

Although the Trust is carrying out a variety of leasing strategies to attract private funds for building rehabilitation, the need for capital investment by the Trust has remained critical, especially in the early years, to prepare facilities for leasing and to upgrade the infrastructure. Recognizing this need, Congress provided authorization in Public Law 104-333 for the Trust to borrow up to \$50 million at any given time from the U.S. Treasury, subject to appropriations acts. The funds have been used primarily for the residential rehabilitation program, which will generate substantial near-term lease revenues. Funds borrowed from the U.S. Treasury have also been used to begin infrastructure improvements.

These borrowed funds will be largely expended by the end of Fiscal Year 2002. Interest payments are due each year, and principal repayment will begin in Fiscal Year 2015. Congress has recently passed legislation that will increase the amount the Trust can borrow to \$150 million, the borrowing level

originally contemplated and included in earlier versions of the Trust authorizing legislation. Congress required, however, that these additional funds be appropriated in the annual budget cycle; to date, none of these funds has been appropriated. Thus, like the Trust's annual (up to Fiscal Year 2013) appropriations, these additional funds are not guaranteed.

### *Investment of Non-Federal Funds*

To pay for the Presidio Trust Management Plan's estimated \$589 million in capital costs, the Trust will augment the limited funds that can be borrowed from the U.S. Treasury by encouraging the investment of private funds in the rehabilitation of Presidio resources. The Trust will foster this type of investment by offering loan guarantees and encouraging the use of historic tax credits.

The Trust anticipates that the investment of non-federal funds will generally take the form of tenant investments in site improvements, building rehabilitation, and construction for premises, subject to long-term leases. Tenant funds will be used whenever a tenant, rather than the Trust, undertakes site improvements, building rehabilitation, or construction. These tenant investments will be an alternative means of raising the sums needed to rehabilitate buildings. This approach will be used strategically, however, because tenants who provide capital to rehabilitate buildings generally require rent reductions to amortize their capital expenditures. Therefore, projects financed in this manner typically generate less cash flow than projects that are directly funded by the Trust. Under the proper terms and conditions, however, this type of project can protect the Trust from various risks inherent in the real estate market.

### *Grants and Philanthropic Gifts*

Grants and/or philanthropic gifts are additional sources of funding for park improvements, and will be important to the Presidio's future. Compared with lease revenues, the availability of these funds is more difficult to predict because the sources are mostly outside of the Trust's control. The Trust may seek grants and donations to fund special public projects, open space enhancements, and programs. Indeed, philanthropy will be critical for completing many projects. Restoration of the Tennessee Hollow stream corridor, for example, is a project that may rely on grants or philanthropic funding if the Trust is to complete it within a reasonable period of time.

### *Other Income*

The Trust also receives income from utilities, special events, and interest income from investments. Since 1998, the total amount of other income has been \$20.7 million, or 11.8 percent of total revenue.

## **Financing Strategy**

Carrying out this Plan will require the Trust to manage changes in the level and sources of revenue, timing of cash flow, market conditions, leasing risks and incentives, and cost controls. The long-term future of the park depends on the Trust's ability to balance these financial factors.

### ***Revenue Generation and Timing***

Financial changes expected between 2013 and 2020 have been and continue to be the primary factors influencing the Trust's financial strategy. Between 2002 and 2013, the Trust will make building rehabilitation and reuse a priority, so that the resulting lease revenues in 2013 meet the initial threshold of financial self-sufficiency. To make buildings leasable in the years before 2013, capital investment needs will be high, while appropriations will be declining. At the same time, the costs of demolishing structures and undertaking follow-on natural resource enhancements will also be high, and the funds to accomplish these initial goals will be limited.

The amount and timing of available funding will determine when park resources can be rehabilitated and enhanced, and what kinds of visitor programs and services can be offered. Several changes that significantly affect the park's financial future will occur between 2013 and 2020. These changes will involve the loss of revenue sources, the addition of new expenses, and necessary capital costs:

- Fiscal Year 2012 is the last year of congressional appropriations. Assuming that Congress continues to appropriate federal monies until that time, the Trust's cash inflow will decline by an estimated \$16.9 million annually beginning in 2013.
- By 2012, the first third of the Wherry Housing complex (Baker Beach Apartments) is expected to be demolished, resulting in a loss of approximately \$3.8 million per year in lease revenues.
- In 2015, payments on the \$50 million borrowed from the U.S. Treasury will increase from \$3 million to \$5.2 million due to the commencement of payments on the principal.
- By 2020, an additional one-third of the Wherry Housing complex (Baker Beach Apartments) is expected to be demolished, resulting in an additional decline in gross annual revenues of approximately \$3.8 million.
- By 2020, the Trust expects to pay the direct costs of demolishing two-thirds of the Wherry Housing units as well as the costs associated with site and native plant habitat restoration estimated at \$15.1 million.

The aggregate impact of these five anticipated changes is a decline in operating cash flow of approximately \$27 million per year plus a projected cost of \$15.1 million to cover the demolition of otherwise revenue-generating resources. As a result, it is critical to the park's long-term future that building space produce sufficient income by 2013 to compensate for anticipated revenue losses and to fund planned building demolition and site restoration projects.

If the Trust does not generate sufficient funds before 2013 to rehabilitate revenue-producing space, it will be difficult to attain the revenues needed to sustain a healthy operating margin. In other words, it will be difficult to have the positive cash flow required to meet operating expenses, continue to undertake capital improvements, and allow some margin for uncertainty and contingencies. As a result, operating cash flows between 2013 and 2029 would be limited, in turn limiting the Trust's ability to fund additional rehabilitation of revenue-generating space. The cumulative effect of this cycle (i.e., of lacking cash to fund building rehabilitation, thereby limiting future revenues and rehabilitation projects) would be to extend the time needed to restore the park's historic buildings and complete park resource and infrastructure enhancements. This delay would leave vacant buildings and infrastructure vulnerable to decay and natural resource objectives unrealized.

### ***Market Forces***

In addition to managing the timing of cash flow, the Trust must oversee the dynamic interaction among revenue generation, building rehabilitation costs, market conditions, and tenant leasing incentives. When the market is strong, there will be more tenants willing to pay higher rents and to provide capital to improve Presidio buildings. In these circumstances, adequate revenue for other park preservation purposes is more likely.

When markets decline, however, as they inevitably and cyclically do, the Trust will face a greater challenge. Attracting tenants will be much more difficult. An important factor that drives a potential tenant's decision to lease space is the extent to which the space can be efficiently used, and at what cost. The most desirable buildings are those that are easiest to adapt, rehabilitate, and lease. Once the most desirable buildings are leased, the remaining buildings will likely be more difficult to lease because more capital and greater expertise are needed to rehabilitate them for reuse. When the Trust is faced with either a slow market or less desirable space, tenants may be less likely to invest their own funds to rehabilitate park buildings. Particularly in down markets, it will be important for the Trust to create leasing conditions that attract tenants.

As discussed earlier, market forces can dramatically affect the amount of rent that can be charged. These forces include a multitude of factors that are beyond the Trust's control. For example, the high vacancy rate affecting office space in the Bay Area in 2002 directly affects office rents at the Presidio and throughout the region.

### ***Presidio Trust Versus Third-Party Investments***

The Trust plans to use third-party financing strategically, because it typically generates less lease revenue than projects financed directly by the Trust.<sup>2</sup> When the Trust provides the capital for improvements to buildings to prepare them for reuse, it will be able to capture the entire rent for the buildings. When the Trust asks a tenant to bear the costs of building rehabilitation, the tenant's capital investment will be repaid essentially through reduction in rent. In these cases, the Trust will receive less revenue, but will avoid the capital outlay for building improvements as well as the risks of cost overruns and slow leasing conditions. Shifting the investment burden to others can also help the Trust to preserve some of its capital for key investments in projects such as infrastructure improvements, the revitalization of the historic forest, or the restoration of Tennessee Hollow. The Trust must combine and balance these financing strategies to ensure adequate funds for park operations while also rehabilitating the park's important historic buildings as quickly as possible to prevent their deterioration.

The Plan allows the Trust to consider another important tool - limited new construction - as a financing strategy for historic rehabilitation and other Plan objectives. The Plan allows the Trust to offer, within a ground leasing proposal, the possibility of limited new construction for either residential or non-residential uses. Offering this flexibility may make an otherwise difficult historic rehabilitation project financially viable. These issues are discussed in more detail in Chapter Three.

*2 The Trust's financial model for comparing plan alternatives under the National Environmental Policy Act (NEPA) assumed that the Trust would finance all building rehabilitation, and that third parties would finance all new construction. The Trust made these absolute assumptions to allow an understandable comparison of plan alternatives. The assumptions are not to be seen as a predictor of the actual budgetary decisions to be made in the future.*

The use of long-term ground leases as a means of financing historic rehabilitation has several advantages. Long-term leases provide a stable income stream, enable reductions in rehabilitation costs through the use of historic tax credits, and shift the financial risk to investors and away from government. They also, however, reduce the Trust's control and flexibility with regard to tenants and subtenants, and tend to favor large, financially secure private organizations rather than smaller organizations that may not have the financial capacity to make large investments in buildings. Long-term ground lease arrangements also result in lower annual rents, particularly in early years while tenant/investors are essentially paid back for their investment, plus a return, through reduced lease payments. At the end of the lease term, the improvements revert to the Trust. A key challenge for the Trust is to balance these long-term ground lease arrangements with shorter-term leases.



REPLACEMENT OF THE LETTERMAN HOSPITAL AND RESEARCH CENTER WITH A DIGITAL ARTS CAMPUS WILL REINVIGORATE AN IMPORTANT REGION OF THE PRESIDIO AND CREATE A STABLE SOURCE OF REVENUE

## **RESOURCE PRESERVATION AND ENHANCEMENT: PRIORITIES AND TIMING**

The availability of funding will determine when park resources can be rehabilitated and enhanced. For this reason, the Presidio Trust will continue to give priority to those near-term capital improvements that generate the revenue to fund subsequent capital improvements and operating expenses. The Trust recognizes, however, that other near-term improvements will be needed to safeguard park resources, achieve resource preservation goals, and provide visitor programs and amenities. The Trust will use this Plan to set priorities for these improvements as well.

The overall implementation strategy for the Plan is to carry out projects that advance the Trust's preservation and financial goals, while concurrently engaging the public in planning for the park's future. For example, the leasing of historic structures for uses consistent with the Plan, and the associated rehabilitation of such structures in accordance with historic preservation standards, will proceed directly from adoption of this Plan. Other projects that would bring about greater physical changes to the Presidio's resources and landscape will be subject to further planning, public input, and supplemental environmental analysis. (See "Public Involvement in Future Planning and Decision-Making" below.)

Through its annual budget and work programming process, the Trust will set priorities for uses and projects that are needed to (1) safeguard significant park resources; (2) preserve historic buildings, generate revenue, or reduce costs; and (3) finance preservation of buildings and landscapes, or enhancement and expansion of open spaces. Other priorities will include uses and projects that achieve resource preservation goals and that are immediately accessible or noticeable to park visitors or contribute to an approved implementation strategy, such as the *Vegetation Management Plan*; and uses and projects that help visitors to enjoy and learn from this national park site. The budget and work programming process will also be used to establish the Trust's annual commitment to cultural and educational programming and the general nature of that programming.

In setting priorities, the Trust will balance physical and logistical factors, including the adequacy and availability of infrastructure, site remediation status, building conditions, and the marketability of preferred land uses. The Trust will also consider the proximity of the project or use to existing activities and significant park resources, along with public interest in the use or project. Areas of the park that are intensively used by the public are likely to receive more immediate attention.

### **Ongoing Implementation Activities**

Projects that have been carried out since 1994 - some of which were undertaken by the National Park Service and ensured a successful transfer of the Presidio from the U.S. Army - are indicative of the activities that will continue. Examples of completed projects, which encompass basic site improvements and start-up programs for the park, include:

- Substantial infrastructure (electrical, water, sewer, stormwater) repairs and upgrades to meet applicable codes, laws, and regulations and to prepare the park for new uses with new demands.
- Demolition of several buildings in the northwest section of the Wherry Housing complex (Baker Beach Apartments) and restoration of native plant habitat.
- Rehabilitation of the Presidio Fire Station and construction of a new addition to facilitate reuse.
- Construction of a new golf course clubhouse and maintenance facility and rehabilitation of the golf course.
- Establishment of a Presidio Native Plant Nursery and Park Stewardship program.
- Establishment of a National Park Service Visitor Center at the Main Post.
- Rehabilitation of key community facilities, including the child care center, Herbst Exhibition Hall, Officers' Club, bowling center, swimming pool and gym, Main Post chapel, and Golden Gate Club.

- Rehabilitation and reuse of non-residential buildings such as the Thoreau Center and Buildings 38, 39, 220 and 210.
- Modernization of nearly 900 residential units in the park.

Ongoing implementation activities currently include environmental remediation, critical road safety repairs and intersection improvements, transit services, transportation management programs, and pilot projects for the *Vegetation Management Plan*. The Trust has established an interim non-residential leasing program and a comprehensive residential leasing and renovation program, and is currently undertaking pre-construction activities for the 23-acre Letterman Digital Arts Center. Mountain Lake is undergoing renewal, and small reforestation projects are underway.



**Residential Rehabilitation & Leasing.** The Trust will complete rehabilitation of the Presidio's historic and non-historic housing by 2005. Following rehabilitation, units will be leased, with preference given to employees in the park. Affordability programs will ensure a mix of tenants. The potential for converting historic non-residential space to residential use will be assessed.



**Tennessee Hollow & Crissy Marsh.** In conjunction with the National Park Service (NPS) and other partners, the Trust will undertake technical studies regarding the restoration of the Tennessee Hollow stream corridor and the long-term health of Crissy Marsh. Implementation actions will be analyzed, and a funding strategy developed.



**Main Post Landscape, Parking, & Circulation Changes.** The Trust will construct a "transit hub" at the foot of the Main Post to concentrate service, disseminate transit information, and facilitate transfers. The Trust will also propose modifications to streetscapes throughout the Main Post to improve mobility for all modes of transportation, and propose reorganization/ reduction of off-street parking areas. The final design will enhance public open spaces.



**Non-Residential Rehabilitation & Leasing.** The Trust will continue to seek tenants for non-residential buildings. Rehabilitation and leasing activities will focus on the Main Post and on buildings throughout the Presidio that are best suited for reuse and do not require substantial infrastructure changes. Long-term leases (greater than five years) will be offered to tenants who can help fund the rehabilitation of historic buildings, consistent with tenant selection criteria.



**VMP Pilot Projects & Historic Forest Rehabilitation.** The Trust will continue to test strategies to carry out the adopted *Vegetation Management Plan* (VMP) and continue successful site stewardship programs in collaboration with the NPS and the Golden Gate National Parks Association (GGNPA). An overall implementation and funding strategy will be developed for forest rehabilitation.



**Letterman Digital Arts Center (LDAC).** The Trust will complete all Letterman site preparation requirements in 2002, in accordance with the LDAC development agreement. Construction of the 900,000-square-foot digital arts campus will commence thereafter. The campus will provide approximately seven acres of on-site public open space.



**West Crissy Field Feasibility Study.** The Trust will engage the public in discussions about appropriate uses for buildings at the west end of Crissy Field and will undertake financial feasibility studies related to building reuse and rehabilitation.

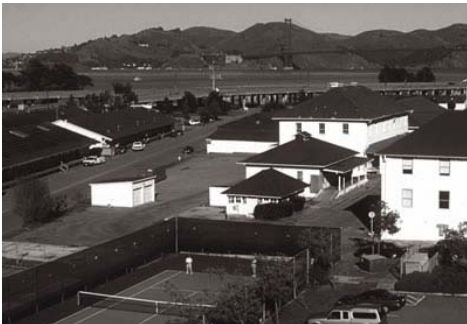




**Environmental Site Remediation.** The Trust will clean up hazardous materials left behind by the Army. Remedies will be developed in conjunction with regulators, the Restoration Advisory Board, and the NPS. Twenty-four CERCLA (Comprehensive Environmental Response, Compensation, and Liability Act) sites and numerous petroleum sites will be excavated, sealed in place, or otherwise addressed by 2006.



**Recycled Water & Water Conservation.** The Trust will develop a recycled water facility that will sanitize and recycle wastewater for landscape irrigation and non-potable water, thereby decreasing demands on the potable supply and reducing the amount of sanitary sewage discharged to the City's combined sewer system. Water conservation measures, such as retrofitting buildings with water-efficient fixtures, will also be implemented.



**West Letterman Buildings & Streetscapes.** The Trust will consider ways to invigorate the historic industrial area just west of the Letterman Digital Arts Center campus, including rehabilitation of historic buildings, introduction of active public uses, streetscape and viewshed improvements, and landscape, circulation, and parking changes.



**Trails & Bikeways.** The Trust and the NPS will complete a Presidio-wide plan for improving pedestrian and bicycle access throughout the park. Priorities will be set for funding and implementation of suggested improvements.

### **Near-Term Implementation Activities**

Figure 4.2A illustrates some near-term projects anticipated following adoption of this Plan. It should be noted that the timing of individual improvements and leases - even in the near term - is somewhat uncertain, and depends to a large extent on market conditions and tenant interest.

#### ***Residential Projects***

Once the Plan is adopted, the Trust will accelerate those residential building rehabilitation projects and long-term leases that do not require new construction or demolition. The residential leasing program will remain the Trust's top priority. Presidio-based employees will continue to receive housing preference, and the Trust intends to maintain housing affordability programs. The success of these programs and preferences will be monitored over time and adjusted if necessary.

#### ***Non-Residential Projects***

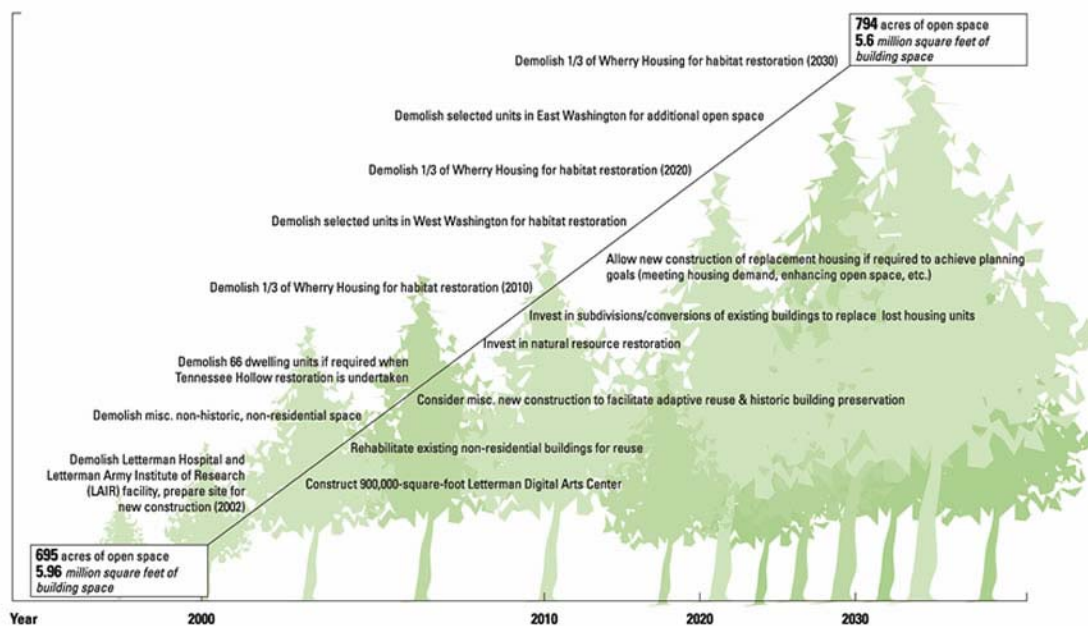
In the near term, non-residential leasing efforts will focus on the Main Post as well as on other buildings throughout the Presidio that can be rehabilitated and served by adequate infrastructure with a minimal investment of time and money. Less costly buildings will typically be financed with the Trust's capital funds. The more costly rehabilitation of larger buildings will most likely be funded by other entities. The Trust will apply consistent tenant selection criteria (see "Tenant Selection and Tenant Diversity" below). The Presidio Trust Act requires the Trust to provide for "reasonable competition" among potential building tenants; this requirement will be met by providing public notices of all major leasing opportunities and by soliciting interest from a wide range of prospective tenants. The Trust will require prospective tenants to demonstrate the overall feasibility of their lease proposals, including the feasibility of funding capital improvements and ongoing operating expenses. Building users will be required to pay "service district charges" (SDC), with which the Trust funds police, fire, road maintenance, and other park-wide services. Environmental remediation will continue, as will projects and programs involving infrastructure improvements, transportation demand management, and energy and water conservation.

#### ***Natural Resource and Cultural Landscape Enhancements***

The Trust will continue to use "pilot" projects to test implementation strategies for the restoration and revitalization of the park's natural areas pursuant to the adopted Vegetation Management Plan (VMP). The Trust will seek public input on the annual VMP work plan, and monitor the success of pilot projects. Through the VMP, the Trust will begin the historic forest revitalization program and will restore stands of trees sequentially to ensure the long-term viability of the Presidio's forests. The sequence of restoration activities will depend on sound forestry management practices, funding availability, and the desire to minimize impacts associated with reforestation. Consistent with the VMP, the Trust will restore natural resource habitats at environmental remediation sites and will complete the restoration of Mountain Lake. Planning will begin for longer-term natural resource enhancement projects, such as the restoration of Tennessee Hollow and improvements to Crissy Marsh. A priority for the Trust will be rehabilitation of the cultural landscape at the Main Post, in residential areas, and along the principal routes by which visitors enter the park.

### Detailed Studies and Public Involvement

Before undertaking projects that involve significant demolition, subsequent new construction, or significant changes to the historic landscape of the Presidio, the Trust will work with those seeking use of Presidio buildings and sites to solicit public input and to conduct detailed studies and appropriate environmental analyses. Public input will be a crucial component of these projects, which may address individual sites (e.g., potential infill construction at West Letterman), planning districts (e.g., Fort Scott), or Presidio-wide issues (e.g., open space and recreation).



**FIGURE 4.2B LONG-TERM IMPLEMENTATION: GENERALIZED TIMELINE**

While near-term implementation activities can be predicted with some certainty, long-term implementation of Plan goals can best be articulated as a generalized timeline. As shown here, the amount of open space in the park will be increased by almost 100 acres, and the amount of building space in the park will be decreased by almost 400,000 square feet over time. How long it takes to achieve these goals depends on the timing of building removal, and the timing and amount of replacement construction.

The timing of building removal and the timing and amount of replacement construction will also hinge on a variety of factors, including the cost of demolition, the need to generate revenues and the ability to do so, the desire to facilitate

historic building reuse (through building additions, annexes, etc.), and the desire to meet other planning objectives, such as demolition to facilitate habitat restoration.

New construction may take the form of building additions or freestanding structures. In conformance with the Presidio Trust Act, new construction will be limited to areas that have been previously developed. To build new structures the Trust must remove existing square footage as an offset so that building square footage in the park will not exceed today's 5.96 million square feet. In the instance of the Wherry Housing complex, however, it may be necessary to build replacement units before offsetting space is demolished, with the understanding and commitment that Wherry units would be removed once replacement units come on-line.

**FIGURE 4.2B LONG-TERM IMPLEMENTATION: GENERALIZED TIMELINE**

Year 2000: 695 acres of open space 5.96 million square feet of building space

- Demolish Letterman Hospital and Letterman Army Institute of Research (LAIR) facility, prepare site for new construction (2002)
- Construct 900,000-square-foot Letterman Digital Arts Center
- Rehabilitate existing non-residential buildings for reuse
- Demolish misc. non-historic, non-residential space

- Consider misc. new construction to facilitate adaptive reuse & historic building preservation
- Demolish 66 dwelling units if required when Tennessee Hollow restoration is undertaken
- Invest in natural resource restoration
- Invest in subdivisions/conversions of existing buildings to replace lost housing units
- Demolish 1/3 of Wherry Housing for habitat restoration (2010)
- Allow new construction of replacement housing if required to achieve planning goals (meeting housing demand, enhancing open space, etc.)
- Demolish selected units in West Washington for habitat restoration
- Demolish 1/3 of Wherry Housing for habitat restoration (2020)
- Demolish selected units in East Washington for additional open space
- Demolish 1/3 of Wherry Housing for habitat restoration (2030)

Year 2030: 794 acres of open space 5.6 million square feet of building space

While near-term implementation activities can be predicted with some certainty, long-term implementation of Plan goals can best be articulated as a generalized timeline. As shown here, the amount of open space in the park will be increased by almost 100 acres, and the amount of building space in the park will be decreased by almost 400,000 square feet over time. How long it takes to achieve these goals depends on the timing of building removal, and the timing and amount of replacement construction. The timing of building removal and the timing and amount of replacement construction will also hinge on a variety of factors, including the cost of demolition, the need to generate revenues and the ability to do so, the desire to facilitate historic building reuse (through building additions, annexes, etc.), and the desire to meet other planning objectives, such as demolition to facilitate habitat restoration.

New construction may take the form of building additions or freestanding structures. In conformance with the Presidio Trust Act, new construction will be limited to areas that have been previously developed. To build new structures the Trust must remove existing square footage as an offset so that building square footage in the park will not exceed today's 5.96 million square feet. In the instance of the Wherry Housing complex, however, it may be necessary to build replacement units before offsetting space is demolished, with the understanding and commitment that Wherry units would be removed once replacement units come on-line.

### **Long-Term Implementation Activities**

Figure 4.2B illustrates a timetable for the key long-term physical changes under the Plan: a reduction in the amount of building space and an increase in the amount of open space at the Presidio.

Today, Area B of the Presidio encompasses 5.96 million square feet of building space. Over time, the Trust will reduce the building area to 5.6 million square feet or less - a net reduction of 360,000 square feet or more. Achieving this net reduction will require balancing the timing of building removal and replacement construction. The timing of building removal will depend on factors such as the cost of building demolition and the need for revenues to fund natural resource and preservation goals. The timing and amount of replacement construction will also hinge on many factors, including the ability of replacement construction (e.g., a building addition or annex) to facilitate historic building reuse and the desire to meet financial and other objectives, such as accommodating employee housing demand. Figure 4.2B illustrates, in a generalized way, the “give and take” that will affect progress toward the overall goal of reducing building square footage and increasing open space.

Both the increase in open space and decrease in building space are linked to the phased removal of the Wherry Housing complex (Baker Beach Apartments) and some of the Washington Boulevard housing. The Trust also plans to remove 66 units of family housing in the East Housing planning district to facilitate the restoration of the Tennessee Hollow riparian corridor. To address the need to replace lost revenues from these significant housing resources, the Trust will consider subdivision of large units in other residential buildings, and will also assess the feasibility of converting non-residential space to residential use. In both cases, feasibility will be determined primarily by evaluating whether the projected cost of building subdivision or conversion, as well as the cost of demolition, can be recouped from the revenues within a sufficiently short period to generate positive cash flow for other needed park enhancements.

As cost-effective and feasible housing subdivision and conversion options are evaluated, the Trust may also consider replacing housing units through new construction. This new construction would likely coincide with the removal of non-historic housing to help replace lost revenues from the removed housing. Two principal sites - one west of the Thoreau Center in the Letterman district, and one at North Fort Scott behind Pilots Row - have been identified as appropriate for new residential construction, if it is proposed in the future. These and other potential sites for new construction will be subject to further public and agency comment, detailed planning, and environmental review in conformance with the National Environmental Policy Act (NEPA) and the National Historic Preservation Act (NHPA), as described below.

## **PUBLIC INVOLVEMENT AND PARTNERSHIPS**

Public involvement, as well as partnerships with government agencies and other organizations, will be critical to successful implementation of the Plan. Volunteer opportunities such as the park stewardship program give the public a direct way to influence the future of the Presidio. Tours, exhibits, and events allow the public to experience the richness of the park and to meet park staff and volunteers. Public meetings of the Presidio Trust Board of Directors and public planning workshops encourage the exchange of ideas about projects and planning objectives. Circulation of draft planning and environmental documents for public comment provides an opportunity for focused input before plans are complete and decisions are made.

The Golden Gate National Recreation Area (GGNRA), which encompasses the Presidio, has benefited greatly from partnerships among various agencies and organizations to provide public programs. The Trust will encourage and embrace involvement by park partners, and look to the National Park Service and the Golden Gate National Parks Association for continued cooperation.

### **Public Involvement in Future Planning and Decision-Making**

The nature of this Plan necessitates that more specific planning be undertaken in the future, and that further public input and environmental analysis be completed before many implementation decisions are made.<sup>3</sup> While it is difficult to predict with any certainty the precise scope or content of future planning efforts, and therefore the appropriate vehicle for public input and analysis, it is possible to articulate some broad guidelines. Figure 4.3 describes and illustrates the general process anticipated for specific categories of planning and implementation activities.

### ***NEPA and NHPA Section 106***

The Trust is governed by and will follow the processes outlined by the National Environmental Policy Act (NEPA), the Trust's own regulations implementing NEPA, and Section 106 of the National Historic Preservation Act (NHPA). Both NEPA and Section 106 of the NHPA prescribe a process for public involvement and informed decision-making. Consistent with NEPA and the Programmatic Agreement that implements the historic compliance process of Section 106 of the NHPA, the Trust envisions consolidating NEPA and Section 106 compliance processes.<sup>4</sup> In general, for projects that require review under NEPA, public involvement will take the form of "scoping" (i.e., determining issues and alternatives to be analyzed) and public review of draft environmental analysis documents (i.e., environmental assessments, environmental impact statements). "Scoping" will occur early in these planning processes, before a proposal is fully defined, and will allow the public to participate in identifying potential alternatives and guidelines for their assessment. Public review of draft environmental analysis documents will give the public an opportunity to suggest changes or corrections, and to comment on the objectives of a proposal and the potential alternatives.

*3 Exceptions to this statement will generally involve leasing of buildings that are rehabilitated in conformance with the Secretary of the Interior's standards, ongoing operation and maintenance activities, and events or improvements that would clearly not have significant or adverse impacts on park resources and neighboring areas other than those described in the Environmental Impact Statement that accompanies this Plan.*

*4 This approach is called for and consistent with 36 CFR 800.8.*

### ***Planning and Implementation Activities***

Periodic workshops will be held to ensure broad public participation and consideration of diverse issues and perspectives. The public will have opportunities for further input through public review of draft plans and planning guidelines, and through formal comment on draft environmental assessments and environmental impact statements. For projects that do not require review and comment, the Trust will nonetheless provide public notice and will contact those groups or individuals that have expressed interest in the project or topic.

Figure 4.3 gives specific examples and illustrates the opportunities for public input for general categories of planning and implementation activities.

### **Partnership with the National Park Service**

The 1996 Presidio Trust Act sets forth the statutory framework for the relationship between the National Park Service (NPS) and the Presidio Trust. As authorized by Congress in the Trust Act, the NPS manages Area A of the Presidio and, “in cooperation with the Trust,” is responsible “for providing public interpretive services, visitor orientation, and educational programs on all lands within the Presidio.” Beyond this specific statutory role, the two agencies share the goal of seamless operation and management of the Presidio. Examples of joint projects currently underway include implementation of the Vegetation Management Plan, development of a Presidio Trails and Bikeways Master Plan, and planning for Tennessee Hollow and Crissy Marsh.

The two agencies will also continue to collaborate on natural resources activities, collections management, special events and festivals, programs, public safety, and transportation, circulation, and parking issues. When appropriate, the Presidio Trust and the NPS will enter into written agreements to help define overall goals and objectives, roles and responsibilities, decision-making processes, and financial obligations of both parties in collaborative projects.

### **Participation of Other Partners**

The Trust and the NPS collaborate with the Golden Gate National Parks Association to promote park objectives. Joint projects include overseeing park stewardship opportunities, operating the Presidio’s native plant nursery, and assessing the long-term health of Crissy Marsh. In the future, the Trust hopes to expand this collaboration.

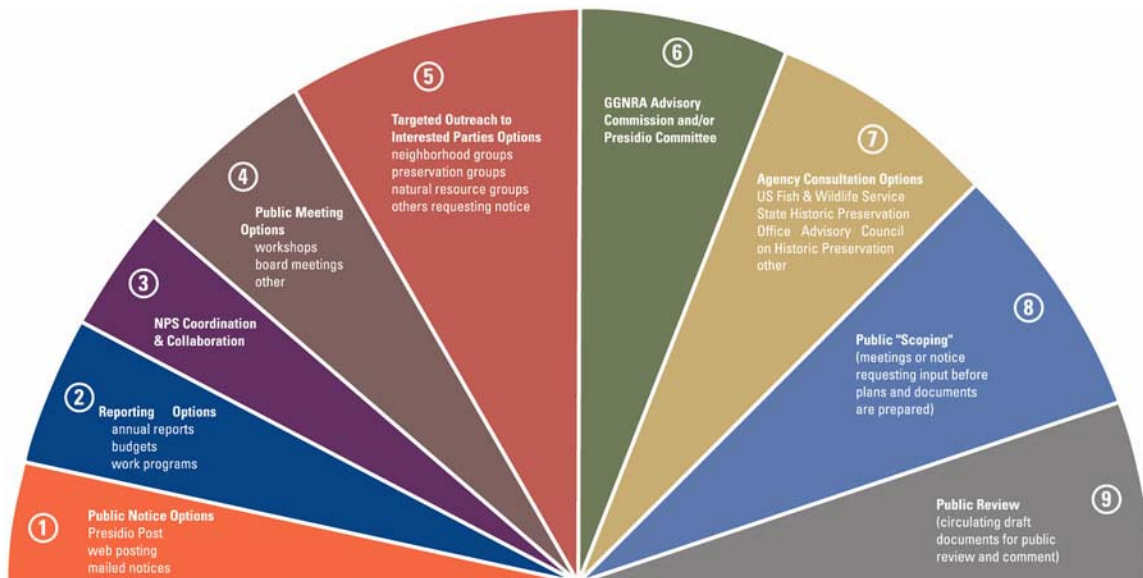
The Trust will actively seek additional partners to help achieve Plan objectives, including partners to provide programs and services for park visitors. These partners may be tenants, such as an organization that operates a museum, or others, such as a school that uses the Presidio as an outdoor classroom, or an organization that provides funding for programs or park improvements. The Trust and the NPS are working together to identify organizational partners that can help interpret the key “stories” or themes intrinsic to the park’s history and resources.

Because the park adjoins the city, the City and County of San Francisco is interested in the effects of the Presidio on the larger urban environment. The Trust provides certain public services within the Presidio, such as police and fire service, and pays the City for other services, such as sewer service and some potable water. The Trust will work to improve and maintain effective relations with the City and to further an understanding of mutual benefits and interdependencies.



THE NATIONAL PARK SERVICE AND THE PRESIDIO TRUST PARTNER TO PROVIDE  
A COMPREHENSIVE EMERGENCY SERVICES AND PUBLIC SAFETY PROGRAM





Types of Public & Agency Involvement. The Trust is committed to public participation during Plan implementation. Although it is impossible to know the precise nature of public involvement that will be appropriate or required for any specific project whose scope is not currently proposed, this summary chart outlines the opportunities for public input before important Plan implementation decisions are made. The actual process will vary depending upon the magnitude and potential effects of the proposal.

All future actions will be carried out in accordance with NEPA and its implementing regulations, both the government-wide provisions of CEQ, 40 CFR Parts 1500-1508, and the Trust's own implementing regulations, 36 CFR Part 1010. The Trust's procedures go beyond what is required nationally for public involvement by offering additional public notices.

**FIGURE 4.3**  
**PUBLIC INVOLVEMENT IN PLANNING AND IMPLEMENTATION DECISIONS**

**Types of Public & Agency Involvement.** The Trust is committed to public participation during Plan implementation. Although it is impossible to know the precise nature of public involvement that will be appropriate or required for any specific project whose scope is not currently proposed, this summary chart outlines the opportunities for public input before important Plan implementation decisions are made. The actual process will vary depending upon the magnitude and potential effects of the proposal.

All future actions will be carried out in accordance with NEPA and its implementing regulations, both the government-wide provisions of CEQ, 40 CFR Parts 1500-1508, and the Trust's own implementing regulations, 36 CFR Part 1010. The Trust's procedures go beyond what is required nationally for public involvement by offering additional public notices.

Chart –

1. Public Notice Options
  - Presidio Post
  - web posting
  - mailed notices
2. Reporting Options
  - annual reports
  - budgets
  - work programs
3. NPS Coordination & Collaboration
4. Public Meeting Options
  - workshops
  - board meetings
  - other
5. Targeted Outreach to Interested Parties Options
  - neighborhood groups

- preservation groups
  - natural resource groups
  - others requesting notice
6. GGNRA Advisory Commission and/or Presidio Committee
  7. Agency Consultation Options
    - US Fish & Wildlife Service
    - State Historic Preservation Office
    - Advisory Council on Historic Preservation
    - other
  8. Public "Scoping" (meetings or notice requesting input before plans and documents are prepared)
  9. Public Review (circulating draft documents for public review and comment)

**Building Rehabilitation & Reuse.** The Trust will use targeted outreach to notify interested parties, such as historic preservation groups, about proposals to undertake major rehabilitation and reuse of historic buildings. Rehabilitation will be consistent with the Secretary of the Interior's standards. [Example: rehabilitation and reuse of the post office, Building 210.] (5) In general, rehabilitation projects that deviate from the Secretary's Standards and may have an adverse effect on an historic building or historic district will be subject to public notice, and outreach and consultation. (1,3,5,7) In some instances such projects will also be subject to public "scoping" and public review of draft environmental documents. (8,9)

**Site Improvements & Landscape Changes.** The Trust will use targeted outreach to notify interested parties of site improvements and landscape changes that will either have no effect or will benefit park resources. [Examples: introduction of bus shelters or directional signs, rehabilitation of historic plantings, installation of drip irrigation.] (5) Landscape changes that may adversely affect park resources, such as important native plant communities or historic landscape features, will be subject to public notice, and outreach and consultation. (1,3,5,7) In some instances such projects will also be subject to public "scoping" and public review of environmental documents. (8,9)

**Pilot Projects.** The Trust expects that pilot projects or other, focused implementation activities undertaken in furtherance of the Vegetation Management Plan or similar approved programs will generally be the subject of annual public meetings to permit public discussion of program objectives, priorities, and methods. In addition, agency consultation and outreach to interested parties will be undertaken regularly. (2,4,5,7)

**Transportation & Infrastructure Improvements.** Transportation and infrastructure changes whose potential effects on the park or its surroundings are either uncertain or potentially significant will generally be subject to public notice, outreach and consultation, public "scoping," and public review of environmental documents. [Examples: development of a recycled water plant; permanent re-routing or closing of streets resulting in significant spill-over effects on adjacent streets.] (1,3,5,6,7,8,9) The Trust will use targeted outreach to inform interested parties about changes that will have positive or negligible effects. [Examples: street resurfacing, sewer repairs, bike lanes within historic or existing rights-of-way.] (5)

**Area Plans, Topical Plans, & Sub-Area Implementation Decisions.** Planning documents providing greater specificity than the Presidio Trust Management Plan will generally be subject to public notice, outreach and consultation, public "scoping," and public review of environmental documents prior to any decision to implement the overall plan or project components. [Examples: Tennessee Hollow restoration plan, Trails & Bikeways Master Plan, development agreement arising out of a Request for Qualifications for site improvements and reuse of multiple buildings at Crissy Field (Area B) or Fort Scott.] (1,3,5,6,7,8,9)

**Building Demolition.** Demolition of non-historic buildings will be subject to public notice and targeted outreach to interested parties, such as existing tenants, environmental agencies, or neighbors. Proposals for replacement facilities or follow-on landscape changes at demolition sites will generally involve additional public input. [Example: demolition of residential buildings to permit natural resource enhancements.] Demolition of historic buildings will be subject to public notice, outreach and consultation, public "scoping," and public review of alternatives and draft environmental documents prior to any decision to implement the project. [Example: The process the National Park Service (NPS) used for demolition of historic warehouses on Crissy Field (Area A) to permit restoration of the historic airfield.] (1,3,5,6,7,8,9)

**New Construction.** Major building additions, large annexes, and freestanding buildings whose potential effects are either uncertain or potentially significant will be subject to public notice, outreach and consultation, public "scoping," and public review of specific design guidelines and/or schematic design, and environmental documents prior to any decision about whether to implement the project. [Examples: new residential construction; annex to Stilwell Hall, Building 650.] (1,3,5,6,7,8,9) Small additions to an historic building that are needed to make its reuse feasible and that would not adversely affect the building or the historic district are likely to proceed without detailed public review, but will generally involve historic preservation agency consultation and targeted outreach to interested parties, such as historic preservation groups. (3,5,7)

**Tenant Selection.** The Trust will publicize the availability of buildings for lease and the nature of tenants being sought, and will continue to use targeted outreach to ensure broad public awareness of its lease offerings. (1,5) Following tenant selection, the identity of the successful respondent will be made public. Once lease agreements are executed, they will be made available upon request, subject to the requirements of public disclosure laws and the Trust's regulations.

**Special Events.** Major events will generally be subject to agency consultation and targeted outreach to interested parties. [Examples: Memorial Day celebrations, foot races, open house events.] (3,5,6,7) Events that may have a significant environmental impact on park resources, such as important native plant communities or historic landscape features, will not be permitted.

## PARK PROGRAMS AND TENANTS

### Nature and Funding of Park Programs

The level and nature of programming offered to the public, whether cultural, educational, recreational, or other, will be influenced by three main factors: (1) the ability of the Trust to generate funds to pay for a program's operating and capital costs, whether from leases or philanthropy; (2) the effectiveness of collaborative efforts between the Trust and the National Park Service (NPS); and (3) the ability of the two agencies to engage other partners.



THE ANNUAL MEMORIAL DAY PROGRAM IS AN IMPORTANT TRADITION THAT RECALLS THE PRESIDIO'S PROUD LEGACY AS AN AMERICAN MILITARY POST

Both the Presidio Trust and the NPS currently dedicate funds to park programming. From annual appropriations, the NPS supports interpretive rangers and visitor center activities. The Presidio Trust contributes funds and resources to interpretive programs and also supports nursery, stewardship and archeology programs, in addition to funding a limited number of exhibits and events.

To make the park more accessible through a wider range of programs and media, the Trust will attempt to develop a variety of partnerships and funding sources to support programs beyond those available through the Trust, NPS, or tenant organizations. Program partners may include organizations that seek physical space within the Presidio or those interested in sponsoring or supporting Presidio programs. Creating a dynamic national park that offers appropriate interpretive, educational, cultural, stewardship, and recreational programs will require significant external support.

The Trust will provide a baseline level of park programming and funding support that includes both one-time capital investments for establishing a program venue (e.g., rehabilitation costs for the Officers' Club), as well as annual operating expenses. In Fiscal Year 2001, the level of expenditure was approximately \$2 million; the Trust hopes to increase this amount over time to \$5 million annually, and will leverage activities undertaken by park tenants and supporting partners who provide programs and services to park visitors. Feasibility studies that explore a variety of funding options will be conducted as part of program implementation.

### Tenant Selection and Tenant Diversity

In managing and leasing non-residential properties, the Trust will seek a diverse tenant mix, and will apply consistent selection criteria, as described below. The length of lease terms will be determined case-by-case, and will be informed by the cost of building rehabilitation and tenant improvements and the relative conformance of the proposed use to the principles articulated in this Plan and the Presidio Trust Act.

During the writing of this Plan, the Trust carried out a short-term leasing program offering building space for five years or less. Interim leasing has helped to preserve, protect, improve, or stabilize vacant or underused buildings. Longer-term leasing is imperative, however, if the Trust is to attract the third-party investment that is necessary for preserving and reusing the park's historic resources and accomplishing other Plan objectives.

### ***Tenant Diversity***

Today, there are approximately 60 non-residential tenants within the Presidio. Over half of the tenants are non-profit organizations, which together lease almost 600,000 square feet of building space. Some of the non-profit tenants, such as the YMCA, are large organizations that offer services and programs directly to the public. Other non-profit tenants are small organizations advocating for social causes that transcend the day-to-day experience of park visitors. For-profit tenants also range from large to small, and from those that directly interact with park visitors to those that most visitors do not notice. In the future, the largest non-residential tenant will be the 900,000- square-foot Letterman Digital Arts Center.

The Trust is committed to retaining a diverse tenant mix, and will not limit the potential tenant pool to those of a particular business structure or purpose. Neither will the Trust set quotas or establish outright prohibitions by tenant type. The pool of potential tenants is already limited by the Presidio's location and by the complexities of its available building space. The historic nature of many Presidio buildings limits their suitability for certain types of tenants, as well as their layout and capacity for structural changes. Tenants, even if interested, may not have the capital to rehabilitate the space. In addition, the Presidio is not as close to downtown San Francisco or accessible by as many transit services as other competing locations. Restricting the pool of tenants further will make the mission of the Trust - ensuring the preservation and enhancement of park resources - more difficult. For this reason, seeking a diverse range of tenants is prudent policy; it also mitigates the effect of inevitable economic downturns, weakness in or demise of any particular sector, and changing social trends. Over time, diversity without quotas or prohibitions other than the principles set forth in this Plan and in the Trust Act will create a more robust and stable base of tenants, making the preservation of park resources more feasible.

The Trust will use different approaches to attract a wide range of tenants. The Trust may encourage master tenants, as part of their contribution to the park, to sub-lease to desired organizations. The Trust may also seek partnerships with philanthropic organizations to support organizations not fully capable of paying market-rate rents. The Trust is committed to using innovative approaches to achieve a diverse tenant mix.

### ***Tenant Selection***

The Presidio Trust will seek tenants that can help fund the preservation and enhancement of the Presidio's resources and meet the community service needs of the park's visitors, tenants, and residents. The Trust will give preference to tenants who can provide those funds and services, and who are involved in stewardship and sustainability, cross-cultural and international cooperation, community service and restoration, health and scientific discovery, recreation, the arts, education, research, innovation, and communication.

Presidio tenants will be selected on the basis of the following criteria: (1) demonstrated ability to enhance the Presidio's financial viability and/or rehabilitate and reuse an historic building, thus contributing directly to the Trust's primary goal of resource protection; (2) responsiveness to the General Objectives of the *General Management Plan Amendment* (GMPA) and contribution to the visitor experience; and (3) compatibility with the planning principles and preferred uses articulated in

this Plan. The first criterion is derived directly from the Trust Act, which requires the Trust to “give priority” to tenants that “facilitate the cost-effective preservation of historic buildings through their reuse,” and suggests that the Trust must look for credit-worthy tenants with the financial means to help achieve Plan goals. The second criterion derives from the Trust Act’s requirement that the Trust “consider the extent to which prospective tenants contribute to the implementation of the general objectives of the GMPA,” and articulates the Trust’s conviction that offering visitors a variety of ways to experience the Presidio is key to the park’s success. The third criterion ensures consistency with this Plan and its objectives.

“In managing and leasing the properties transferred to it, the Trust shall consider the extent to which prospective tenants contribute to the implementation of the general objectives of the General Management Plan for the Presidio and to the reduction of cost to the Federal Government. The Trust shall give priority to the following categories of tenants: Tenants that enhance the financial viability of the Presidio and tenants that facilitate the cost-effective preservation of historic buildings through their reuse of such buildings.” (Presidio Trust Act)

Preferred tenants will serve the public interest, and will meet all three selection criteria. In instances where it is not possible to identify such tenants, the Trust may consider users who would have a neutral effect on the Presidio’s visitor experience or long-term financial viability. The preferred uses set forth in the Plan are long-term goals. If tenants offering these preferred uses cannot be identified after reasonable time and effort, the Trust will consider tenants whose use may not have been identified as preferred, but who nonetheless bring value to the park by their ability to rehabilitate a building and to contribute to the vitality of the community. In such instances, the Trust will take care to avoid compromising the general character of the area. Lease provisions would permit dedication of the property to preferred uses if feasible at a later date.

### **General Objectives of the GMPA**

The Trust Act directs the Presidio Trust to manage the property under its jurisdiction in accordance with (1) the purposes of the Act establishing the GGNRA,<sup>1</sup> and (2) the “General Objectives” of the GMPA. The General Objectives set forth in Presidio Trust Board Resolution 99-11 dated March 4, 1999 are:

- *To preserve and (where appropriate) enhance the historical, cultural, natural, recreational, and scenic resources of the Presidio;*
- *To address the needs of Presidio visitors, tenants, and residents for community services such as transportation, water, power, waste management, and public safety (among others) in an environmentally responsible manner, while respecting neighboring communities;*
- *To increase open space, consolidate developed space, and provide for appropriate uses of the Presidio, including uses that involve stewardship and sustainability, cross-cultural and international cooperation, community service and restoration, health and scientific discovery, recreation, the arts, education, research, innovation, and/or communication; and*
- *To sustain the Presidio indefinitely as a great national park in an urban setting.*

*1 The purposes of the GGNRA Act are as follows:*

*“In order to preserve for public use and enjoyment certain areas of Marin and San Francisco Counties, California, possessing outstanding natural, historic, scenic, and recreational values, and in order to provide for the maintenance of needed recreational open space necessary to urban environment and planning, the Golden Gate National Recreation Area is hereby established. In the management of the recreation area, the Secretary of the Interior shall utilize the resources in a manner which will provide for recreation and educational opportunities consistent with sound principles of land use planning and management. In carrying out the provisions of this Act, the Secretary shall preserve the recreation area, as far as possible, in its natural setting, and protect it from development and uses which would destroy the scenic beauty and natural character of the area.” (16 U.S.C. 460bb)*

### **Reasonable Competition**

In seeking building tenants, the Trust is required to provide for “reasonable competition.” In general, the Trust will promote competition by broadly marketing major sites and opportunities, widely publicizing requests for qualifications (RFQs) and/or requests for proposals (RFPs), and evaluating qualifications as stated in the requests. The Trust will distribute RFQs, RFPs, and interim use offerings to the for-profit and not-for-profit tenant and business communities, including businesses and organizations owned and operated by women and members of minority groups. The Trust may pursue interim leasing without undertaking the RFQ process intended for long-term lease transactions, but will nonetheless provide for reasonable competition through public notice and outreach.



A COMPETITIVE 1998 RFQ PROCESS RESULTED IN A DIVERSE MIX OF TENANTS LOCATING TO HISTORIC MAIN POST BUILDINGS

## MONITORING AND AMENDING THE PLAN

The Trust will assess the Plan's effectiveness on an ongoing basis as individual projects are implemented. Effectiveness will be monitored by tracking progress in meeting quantitative goals, such as the planned overall reduction in building square footage and increase in open space, and by assessing conformance with qualitative standards such as tenant diversity and planning district design guidelines. Employee housing demand will be monitored and projections of future demand will be adjusted as needed. The effectiveness of housing affordability programs will also be monitored, as will progress in meeting transportation demand management (TDM) goals.

The Trust will use conventional planning and budgeting tools, such as the annual budget process and year-end report, to monitor progress toward achieving financial self-sufficiency and completing the capital program. If revenues exceed expectations, the Trust could decide to accelerate park resource enhancement projects, reduce rents, scale back total building square footage, or increase support for programs and services for park visitors. If revenues are less than expected, Plan adjustments may be necessary, and the time it takes to complete the capital program will increase.

At times, planning proposals may be considered that are not entirely consistent with this Plan. These proposals will be fully reviewed and considered under the National Environmental Policy Act (NEPA), including all applicable public processes. The final decision on the proposal may constitute a Plan amendment and will be informed by the NEPA public review process for the proposal. The decision amending the Plan will be adopted by resolution of the Presidio Trust Board. (See Figure 4.3.)

*“At the end of each calendar year, the Trust shall submit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Resources of the House of Representatives a comprehensive and detailed report of its operations, activities, and accomplishments for the prior fiscal year. The report also shall include a section that describes in general terms the Trust's goals for the current fiscal year.” (Presidio Trust Act)*



**Appendix A** - The Presidio Trust Act  
**Appendix B** - Presidio Trust Management Plan Background  
**Appendix C** - Crissy Field Marsh Expansion Technical Study Letter of Agreement  
**Appendix D** - Transportation Demand Management Program  
**Appendix E** - Presidio Housing  
**Photograph Credits**  
**Bibliography**

## Appendix A

### THE PRESIDIO TRUST ACT

(as amended through December 28, 2001)

16 U.S.C. § 460bb appendix

(enacted as Title I of H.R. 4236, P.L. 104-333, 110 Stat. 4097, on November 12, 1996)

(amended by P.L. 105-83, 111 Stat. 1607, November 14, 1997)

(amended by P.L. 106-113, 113 Stat. 1501, November 29, 1999)

(amended by P.L. 106-176, 114 Stat. 23, March 10, 2000)

(amended by P.L. 107-107, 115 Stat. 1328, December 28, 2001)

#### **Sec. 101. Findings.**

The Congress finds that-

- (1) the Presidio, located amidst the incomparable scenic splendor of the Golden Gate, is one of America's great natural historic sites;
- (2) the Presidio was the oldest continuously operating military post in the Nation dating from 1776, and was designated a National Historic Landmark in 1962;
- (3) preservation of the cultural and historic integrity of the Presidio for public use recognizes its significant role in the history of the United States;
- (4) the Presidio, in its entirety, is a part of the Golden Gate National Recreation Area, in accordance with Public Law 92-589;
- (5) as part of the Golden Gate National Recreation Area, the Presidio's significant natural, historic, scenic, cultural, and recreational resources must be managed in a manner which is consistent with sound principles of land use planning and management, and which protects the Presidio from development and uses which would destroy the scenic beauty and historic and natural character of the area and cultural and recreational resources;
- (6) removal and/or replacement of some structures within the Presidio must be considered as a management option in the administration of the Presidio; and
- (7) the Presidio will be managed through an innovative public/ private partnership that minimizes cost to the United States Treasury and makes efficient use of private sector resources.

#### **Sec. 102. Authority and Responsibility of the Secretary of the Interior.**

**(a) Interim Authority** - The Secretary of the Interior (hereinafter in this title referred to as the "Secretary") is authorized to manage leases in existence on the date of this Act for properties under the administrative jurisdiction of the Secretary and located at the Presidio. Upon the expiration of any such lease, the Secretary may extend such lease for a period terminating not later than 6 months after the first meeting of the Presidio Trust. The Secretary may not enter into any new leases for property at the Presidio to be transferred to the Presidio Trust under this title, however, the Secretary is authorized to enter into agreements for use and occupancy of the Presidio properties which are assignable to the Trust and are terminable with 30 days notice. Prior to the transfer of administrative jurisdiction over any property to the Presidio Trust, and notwithstanding section 1341 of title 31 of the United States Code, the proceeds from any such lease shall be retained by the Secretary and such proceeds shall be available, without further appropriation, for the preservation, restoration, operation and maintenance, improvement, repair and related expenses incurred with respect to Presidio properties. The Secretary may adjust the rental charge on any such lease for any amounts to be

expended by the lessee for preservation, maintenance, restoration, improvement, repair and related expenses with respect to properties and infrastructure within the Presidio.

**(b) Public Information and Interpretation** - The Secretary shall be responsible, in cooperation with the Presidio Trust, for providing public interpretive services, visitor orientation and educational programs on all lands within the Presidio.

**(c) Other** - Those lands and facilities within the Presidio that are not transferred to the administrative jurisdiction of the Presidio Trust shall continue to be managed by the Secretary. The Secretary and the Presidio Trust shall cooperate to ensure adequate public access to all portions of the Presidio. Any infrastructure and building improvement projects that were funded prior to the enactment of this Act shall be completed by the National Park Service.

**(d) Park Service Employees**

**(1)** Any career employee of the National Park Service, employed at the Presidio at the time of the transfer of lands and facilities to the Presidio Trust, shall not be separated from the Service by reason of such transfer, unless such employee is employed by the Trust, other than on detail. Notwithstanding section 3503 of title 5, United States Code, the Trust shall have sole discretion over whether to hire any such employee or request a detail of such employee.

**(2)** Any career employee of the National Park Service employed at the Presidio on the date of enactment of this title shall be given priority placement for any available position within the National Park System notwithstanding any priority reemployment lists, directives, rules, regulations or other orders from the Department of the Interior, the Office of Management and Budget, or other Federal agencies.

**Sec. 103. Establishment of the Presidio Trust.**

**(a) Establishment** - There is established a wholly-owned government corporation to be known as the Presidio Trust (hereinafter in this title referred to as the "Trust").

**(b) Transfer**

**(1)** Within 60 days after receipt of a request from the Trust for the transfer of any parcel within the area depicted as Area B on the map entitled "Presidio Trust Number 1," dated December 7, 1995, the Secretary shall transfer such parcel to the administrative jurisdiction of the Trust. Within 1 year after the first meeting of the Board of Directors of the Trust, the Secretary shall transfer to the Trust administrative jurisdiction over all remaining parcels within Area B. Such map shall be on file and available for public inspection in the offices of the Trust and in the offices of the National Park Service, Department of the Interior. The Trust and the Secretary may jointly make technical and clerical revisions in the boundary depicted on such map. The Secretary shall retain jurisdiction over those portions of the building identified as number 102 as the Secretary deems essential for use as a visitor center. The Building shall be named the "William Penn Mott Visitor Center." Any parcel of land, the jurisdiction over which is transferred pursuant to this subsection, shall remain within the boundary of the Golden Gate National Recreation Area. With the consent of the Secretary, the Trust may at any time transfer to the administrative jurisdiction of the Secretary any other properties within the Presidio which are surplus to the needs of the Trust and which serve essential purposes of the Golden Gate National Recreation Area. The Trust is encouraged to transfer to the administrative jurisdiction of the Secretary open space areas which have high public use potential and are contiguous to other lands administered by the Secretary.

(2) Within 60 days after the first meeting of the Board of Directors of the Trust, the Trust and the Secretary shall determine cooperatively which records, equipment, and other personal property are deemed to be necessary for the immediate administration of the properties to be transferred, and the Secretary shall immediately transfer such personal property to the Trust. Within 1 year after the first meeting of the Board of Directors of the Trust, the Trust and the Secretary shall determine cooperatively what, if any, additional records, equipment, and other personal property used by the Secretary in the administration of the properties to be transferred should be transferred to the Trust.

(3) The Secretary shall transfer, with the transfer of administrative jurisdiction over any property, the unobligated balance of all funds appropriated to the Secretary, all leases, concessions, licenses, permits, and other agreements affecting such property.

(4) At the request of the Trust, the Secretary shall provide funds to the Trust for preparation of the program required under section 104(c) of this title, hiring of initial staff and other activities deemed by the Trust as essential to the establishment of the Trust prior to the transfer of properties to the Trust.

(c) Board Of Directors

(1) **In General** - The powers and management of the Trust shall be vested in a Board of Directors (hereinafter referred to as the "Board") consisting of the following 7 members:

(A) The Secretary of the Interior or the Secretary's designee.

(B) Six individuals, who are not employees of the Federal Government, appointed by the President, who shall possess extensive knowledge and experience in one or more of the fields of city planning, finance, real estate development, and resource conservation. At least one of these individuals shall be a veteran of the Armed Services. At least 3 of these individuals shall reside in the San Francisco Bay Area. The President shall make the appointments referred to in this subparagraph within 90 days after the enactment of this Act and shall ensure that the fields of city planning, finance, real estate development, and resource conservation are adequately represented. Upon establishment of the Trust, the Chairman of the Board of Directors of the Trust shall meet with the Chairman of the Energy and Natural Resources Committee of the United States Senate and the Chairman of the Resources Committee of the United States House of Representatives.

(2) **Terms** - Members of the Board appointed under paragraph (1)(B) shall each serve for a term of 4 years, except that of the members first appointed, 3 shall serve for a term of 2 years. Any vacancy in the Board shall be filled in the same manner in which the original appointment was made, and any member appointed to fill a vacancy shall serve for the remainder of the term for which his or her predecessor was appointed. No appointed member may serve more than 8 years in consecutive terms, except that upon the expiration of his or her term, an appointed member may continue to serve until his or her successor has been appointed.

(3) **Quorum** - Four members of the Board shall constitute a quorum for the conduct of business by the Board.

(4) **Organization And Compensation** - The Board shall organize itself in such a manner as it deems most appropriate to effectively carry out the authorized activities of the Trust. Board members shall serve without pay, but may be reimbursed for actual and necessary travel and subsistence expenses incurred by them in the performance of the duties of the Trust.

**(5) Liability Of Directors** - Members of the Board of Directors shall not be considered Federal employees by virtue of their membership on the Board, except for purposes of the Federal Tort Claims Act and the Ethics in Government Act, and the provisions of chapter 11 of title 18, United States Code.

**(6) Meetings** - The Board shall meet at least three times per year in San Francisco and at least two of those meetings shall be open to the public. Upon a majority vote, the Board may close any other meetings to the public. The Board shall establish procedures for providing public information and opportunities for public comment regarding policy, planning, and design issues. The Board may establish procedures for providing public information and opportunities for public comment regarding policy, planning, and design issues through the Golden Gate National Recreation Area Advisory Commission.

**(7) Staff** - The Trust is authorized to appoint and fix the compensation and duties and terminate the services of an executive director and such other officers and employees as it deems necessary without regard to the provisions of title 5, United States Code, or other laws related to the appointment, compensation or termination of Federal employees.

**(8) Necessary Powers** - The Trust shall have all necessary and proper powers for the exercise of the authorities vested in it.

**(9) Taxes** - The Trust and all properties administered by the Trust and all interest created under leases, concessions, permits and other agreements associated with the properties shall be exempt from all taxes and special assessments of every kind by the State of California, and its political subdivisions, including the City and County of San Francisco.

**(10) Government Corporation**

**(A)** The Trust shall be treated as a wholly-owned Government corporation subject to chapter 91 of title 31, United States Code (commonly referred to as the Government Corporation Control Act). Financial statements of the Trust shall be audited annually in accordance with section 9105 of title 31 of the United States Code.

**(B)** At the end of each calendar year, the Trust shall submit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Resources of the House of Representatives a comprehensive and detailed report of its operations, activities, and accomplishments for the prior fiscal year. The report also shall include a section that describes in general terms the Trust's goals for the current fiscal year.

**SEC. 104. DUTIES AND AUTHORITIES OF THE TRUST.**

**(a) Overall Requirements of the Trust** - The Trust shall manage the leasing, maintenance, rehabilitation, repair and improvement of property within the Presidio under its administrative jurisdiction using the authorities provided in this section, which shall be exercised in accordance with the purposes set forth in section 1 of the Act entitled "An Act to establish the Golden Gate National Recreation Area in the State of California, and for other purposes," approved October 27, 1972 (Public Law 92-589; 86 Stat. 1299; 16 U.S.C. 460bb), and in accordance with the general objectives of the General Management Plan (hereinafter referred to as the "management plan") approved for the Presidio.

**(b) Authorities** - Trust may participate in the development of programs and activities at the properties transferred to the Trust, except that the Trust shall have the authority to negotiate and

enter into such agreements, leases, contracts and other arrangements with any person, firm, association, organization, corporation or governmental entity, including, without limitation, entities of Federal, State and local governments as are necessary and appropriate to carry out its authorized activities. The National Park Service or any other Federal agency is authorized to enter into agreements, leases, contracts and other arrangements with the Presidio Trust which are necessary and appropriate to carry out the purposes of this title. Any such agreement may be entered into without regard to section 321 of the Act of June 30, 1932 (40 U.S.C. 303b). The Trust may use alternative means of dispute resolution authorized under subchapter IV of chapter 5 of title 5, United States Code (5 U.S.C. 571 et seq.). The Trust shall establish procedures for lease agreements and other agreements for use and occupancy of Presidio facilities, including a requirement that in entering into such agreements the Trust shall obtain reasonable competition. The Trust may not dispose of or convey fee title to any real property transferred to it under this title. Federal laws and regulations governing procurement by Federal agencies shall not apply to the Trust, with the exception of laws and regulations related to Federal Government contracts governing working conditions and wage rates, including the provisions of sections 276a-276a-6 of title 40, United States Code (Davis-Bacon Act), and any civil rights provisions otherwise applicable thereto. The Trust, in consultation with the Administrator of Federal Procurement Policy, shall establish and promulgate procedures applicable to the Trust's procurement of goods and services including, but not limited to, the award of contracts on the basis of contractor qualifications, price, commercially reasonable buying practices, and reasonable competition. The Trust is authorized to use funds available to the Trust to purchase insurance and for reasonable reception and representation expenses, including membership dues, business cards and business related meal expenditures.

**(c) Management Program** - The Trust shall develop a comprehensive program for management of those lands and facilities within the Presidio which are transferred to the administrative jurisdiction of the Trust. Such program shall be designed to reduce expenditures by the National Park Service and increase revenues to the Federal Government to the maximum extent possible. In carrying out this program, the Trust shall be treated as a successor in interest to the National Park Service with respect to compliance with the National Environmental Policy Act and other environmental compliance statutes. Such program shall consist of-

- (1) demolition of structures which in the opinion of the Trust, cannot be cost-effectively rehabilitated, and which are identified in the management plan for demolition,
- (2) evaluation for possible demolition or replacement those buildings identified as categories 2 through 5 in the Presidio of San Francisco Historic Landmark District Historic American Buildings Survey Report, dated 1985,
- (3) new construction limited to replacement of existing structures of similar size in existing areas of development, and
- (4) examination of a full range of reasonable options for carrying out routine administrative and facility management programs.

The Trust shall consult with the Secretary in the preparation of this program.

**(d) Financial Authorities**

- (1) To augment or encourage the use of non-Federal funds to finance capital improvements on Presidio properties transferred to its jurisdiction, the Trust, in addition to its other authorities, shall have the following authorities subject to the Federal Credit Reform Act of 1990 (2 U.S.C. 661 et seq.):

(A) The authority to guarantee any lender against loss of principal or interest on any loan: Provided that-

(i) the terms of the guarantee are approved by the Secretary of the Treasury;

(ii) adequate subsidy budget authority is provided in advance in appropriations Acts; and

(iii) such guarantees are structured so as to minimize potential cost to the Federal Government. No loan guarantee under this title shall cover more than 75 percent of the unpaid balance of the loan. The Trust may collect a fee sufficient to cover its costs in connection with each loan guaranteed under this title. The authority to enter into any such loan guarantee agreement shall expire at the end of 15 years after the date of enactment of this title.

(B) The authority, subject to appropriations, to make loans to the occupants of property managed by the Trust for the preservation, restoration, maintenance, or repair of such property.

(2) The Trust shall also have the authority to issue obligations to the Secretary of the Treasury, but only if the Secretary of the Treasury agrees to purchase such obligations to the extent authorized in advance in appropriations Acts. The Secretary of the Treasury is authorized to use as a public debt transaction the proceeds from the sale of any securities issued under chapter 31 of title 31, United States Code, and the purposes for which securities may be issued under such chapter are extended to include any purchase of such notes or obligations acquired by the Secretary of the Treasury under this subsection. Obligations issued under this subparagraph shall be in such forms and denominations, bearing such maturities, and subject to such terms and conditions, including a review of the creditworthiness of the loan and establishment of a repayment schedule, as may be prescribed by the Secretary of the Treasury, and shall bear interest at a rate determined by the Secretary of the Treasury, taking into consideration current market yields on outstanding marketable obligations of the United States of comparable maturities. No funds appropriated to the Trust may be used for repayment of principal or interest on, or redemption of, obligations issued under this paragraph.

(3) The aggregate amount of obligations issued under paragraph (2) of this subsection which are outstanding at any one time may not exceed \$150,000,000.

(e) **Donations** - The Trust may solicit and accept donations of funds, property, supplies, or services from individuals, foundations, corporations, and other private or public entities for the purpose of carrying out its duties. The Trust is encouraged to maintain a liaison with the Golden Gate National Park Association.

(f) **Public Agency** - The Trust shall be deemed to be a public agency for purposes of entering into joint exercise of powers agreements pursuant to California government code section 6500 and related provisions of that code.

(g) **Proceeds** - Notwithstanding section 1341 of title 31 of the United States Code, all proceeds and other revenues received by the Trust shall be retained by the Trust. Those proceeds shall be available, without further appropriation, to the Trust for the administration, preservation, restoration, operation and maintenance, improvement, repair and related expenses incurred with respect to Presidio properties under its administrative jurisdiction. The Secretary of the Treasury shall invest, at the direction of the Trust, such excess moneys that the Trust determines are not required to meet current withdrawals. Such investment shall be in public debt securities with maturities suitable to the needs of the Trust and bearing interest at rates determined by the Secretary of the Treasury taking into consideration the current average yield on outstanding marketable obligations of the United States of comparable maturity.

**(h) Suits** - The Trust may sue and be sued in its own name to the same extent as the Federal Government. Litigation arising out of the activities of the Trust shall be conducted by the Attorney General; except that the Trust may retain private attorneys to provide advice and counsel. The District Court for the Northern District of California shall have exclusive jurisdiction over any suit filed against the Trust.

**(i) Memorandum of Agreement** - The Trust shall enter into a Memorandum of Agreement with the Secretary, acting through the Chief of the United States Park Police, for the conduct of law enforcement activities and services within those portions of the Presidio transferred to the administrative jurisdiction of the Trust.

**(j) Bylaws, Rules, and Regulations** - The Trust may adopt, amend, repeal, and enforce bylaws, rules and regulations governing the manner in which its business may be conducted and the powers vested in it may be exercised, including rules and regulations for the use and management of the property under the Trust's jurisdiction. The Trust is authorized, in consultation with the Secretary, to adopt and to enforce those rules and regulations that are applicable to the Golden Gate National Recreation Area and that may be necessary and appropriate to carry out its duties and responsibilities under this title. The Trust shall give notice of the adoption of such rules and regulations by publication in the Federal Register.

**(k) Direct Negotiations** - For the purpose of compliance with applicable laws and regulations concerning properties transferred to the Trust by the Secretary, the Trust shall negotiate directly with regulatory authorities.

**(l) Insurance** - The Trust shall require that all leaseholders and contractors procure proper insurance against any loss in connection with properties under lease or contract, or the authorized activities granted in such lease or contract, as is reasonable and customary.

**(m) Building Code Compliance** - The Trust shall bring all properties under its administrative jurisdiction into compliance with Federal building codes and regulations appropriate to use and occupancy within 10 years after the enactment of this title to the extent practicable.

**(n) Leasing** - In managing and leasing the properties transferred to it, the Trust shall consider the extent to which prospective tenants contribute to the implementation of the general objectives of the General Management Plan for the Presidio and to the reduction of cost to the Federal Government. The Trust shall give priority to the following categories of tenants: Tenants that enhance the financial viability of the Presidio and tenants that facilitate the cost-effective preservation of historic buildings through their reuse of such buildings.

**(o) Reversion** - If, at the expiration of fifteen years, the Trust has not accomplished the goals and objectives of the plan required in section 105(b) of this title, then all property under the administrative jurisdiction of the Trust pursuant to section 103(b) of this title shall be transferred to the Administrator of the General Services Administration to be disposed of in accordance with the procedures outlined in the Defense Authorization Act of 1990 (104 Stat. 1809), and any real property so transferred shall be deleted from the boundary of the Golden Gate National Recreation Area. In the event of such transfer, the terms and conditions of all agreements and loans regarding such lands and facilities entered into by the Trust shall be binding on any successor in interest.

**(p) Exclusive Rights to Name and Insignia** - The Trust shall have the sole and exclusive right to use the words 'Presidio Trust' and any seal, emblem, or other insignia adopted by its Board of Directors. Without express written authority of the Trust, no person may use the words 'Presidio Trust,' or any combination or variation of those words alone or with other words, as the name under



which that person shall do or purport to do business, for the purpose of trade, or by way of advertisement, or in any manner that may falsely suggest any connection with the Trust.

#### **SEC. 105. LIMITATIONS ON FUNDING.**

(a) (1) From amounts made available to the Secretary for the operation of areas within the Golden Gate National Recreational Area, not more than \$25,000,000 shall be available to carry out this title in each fiscal year after the enactment of this title until the plan is submitted under subsection (b). Such sums shall remain available until expended.

(2) After the plan required in subsection (b) is submitted, and for each of the 14 fiscal years thereafter, there are authorized to be appropriated to the Trust not more than the amounts specified in such plan. Such sums shall remain available until expended. Of such sums, funds shall be available through the Trust for law enforcement activities and services to be provided by the United States Park Police at the Presidio in accordance with section 104(i) of this title.

(b) Within 1 year after the first meeting of the Board of Directors of the Trust, the Trust shall submit to Congress a plan which includes a schedule of annual decreasing federally appropriated funding that will achieve, at a minimum, self-sufficiency for the Trust within 15 complete fiscal years after such meeting of the Trust. No further funds shall be authorized for the Trust 15 years after the first meeting of the Board of Directors of the Trust.

(c) The Administrator of the General Services Administration shall provide necessary assistance, on a reimbursable basis, including detailees as necessary, to the Trust in the formulation and submission of the annual budget request for the administration, operation, and maintenance of the Presidio.

#### **SEC. 106. GENERAL ACCOUNTING OFFICE STUDY.**

(a) Three years after the first meeting of the Board of Directors of the Trust, the General Accounting Office shall conduct an interim study of the activities of the Trust and shall report the results of the study to the Committee on Energy and Natural Resources and the Committee on Appropriations of the United States Senate, and the Committee on Resources and Committee on Appropriations of the House of Representatives. The study shall include, but shall not be limited to, details of how the Trust is meeting its obligations under this title.

(b) In consultation with the Trust, the General Accounting Office shall develop an interim schedule and plan to reduce and replace the Federal appropriations to the extent practicable for interpretive services conducted by the National Park Service, and law enforcement activities and services, fire and public safety programs conducted by the Trust.

(c) Seven years after the first meeting of the Board of Directors of the Trust, the General Accounting Office shall conduct a comprehensive study of the activities of the Trust, including the Trust's progress in meeting its obligations under this title, taking into consideration the results of the study described in subsection (a) and the implementation of plan and schedule required in subsection (b). The General Accounting Office shall report the results of the study, including any adjustments to the plan and schedule, to the Committee on Energy and Natural Resources and the Committee on Appropriations of the United States Senate, and the Committee on Resources and Committee on Appropriations of the House of Representatives.

#### **SEC. 107. CONDITIONAL AUTHORITY TO LEASE CERTAIN HOUSING UNITS WITHIN THE PRESIDIO.**

**(a) Availability of Housing Units for Long-term Army Lease** -Subject to subsection (c), the Trust shall make available for lease, to those persons designated by the Secretary of the Army and for such length of time as requested by the Secretary of the Army, 22 housing units located within the Presidio that are under the administrative jurisdiction of the Trust and specified in the agreement between the Trust and the Secretary of the Army in existence as of the date of the enactment of this section.

**(b) Lease Amount** - The monthly amount charged by the Trust for the lease of a housing unit under this section shall be equivalent to the monthly rate of the basic allowance for housing that the occupant of the housing unit is entitled to receive under section 403 of title 37, United States Code.

**(c) Condition on Continued Availability of Housing Units** -Effective after the end of the four-year period beginning on the date of the enactment of this section, the Trust shall have no obligation to make housing units available under subsection (a) unless, during that four-year period, the Secretary of the Treasury purchases new obligations of at least \$80,000,000 issued by the Trust under section 104(d)(2). In the event that this condition is not satisfied, the existing agreement referred to in subsection (a) shall be renewed on the same terms and conditions for an additional five years.

## **Appendix B**

### **PRESIDIO TRUST MANAGEMENT PLAN BACKGROUND**

#### **THE PRESIDIO TRUST AND ITS UNIQUE MANDATE**

In 1996, Congress established the Presidio Trust pursuant to the Presidio Trust Act (16 U.S.C. 460bb appendix). Congress gave the Trust the unique responsibility of reducing and eventually eliminating federal government costs associated with over 80 percent of the Presidio (Area B) while retaining this area within the Golden Gate National Recreation Area (GGNRA). To achieve these goals, Congress provided only limited federal funds, which would incrementally decrease to zero over 15 years, and provided no appropriated funds targeted for needed capital expenditures to preserve park resources. This mandate meant that the Trust was to be responsible for preserving and enhancing Area B as well as ensuring that Area B operations would be financially self-sufficient by 2013.

Although Congress did not provide full funding, it granted the Trust unique authority to accomplish the Trust Act's goals. The Presidio Trust is a wholly-owned federal government corporation managed by a seven-person board of directors. Six members are appointed by the President of the United States, and the seventh member is the Secretary of the Interior or the Secretary's delegate. The Trust was created in part to bring a depth of professional experience and special skills in property management, financing, leasing, and building restoration to the Presidio. The Trust may generate and retain revenue and borrow money, up to a limited amount, to finance repair and rehabilitation of the Presidio's historic structures, and has flexibility in operating procedures to secure Presidio tenants in an ever-changing environment. The Trust assumed administrative jurisdiction over Area B on July 1, 1998; the National Park Service (NPS) retains jurisdiction over the coastal areas (Area A).

Pursuant to the Trust Act, the NPS manages Area A and, in cooperation with the Trust, provides visitor services and interpretive and educational programs throughout the Presidio. The NPS also provides public safety services under a contractual arrangement with the Trust. The Trust and the NPS work cooperatively in areas of joint concern and interest for the overall management of the Presidio, including planning efforts that overlap Areas A and B.

#### **WHY THE PTMP IS NEEDED**

The Presidio Trust Management Plan: Land Use Policies for Area B of the Presidio of San Francisco (PTMP) is based on the General Management Plan Amendment (GMPA) (NPS, 1994), the National Park Service plan for the entire Presidio. Since the time that the GMPA was adopted and the Presidio Trust Act was enacted, key land use and financial circumstances have changed, and the need for new policies and management approaches for Area B has become apparent. The PTMP updates and succeeds the GMPA as it applies to Area B, the area under the jurisdiction of the Presidio Trust. The GMPA remains the management plan for Area A. During the course of the planning and environmental review process leading to the PTMP and its accompanying environmental impact statement (EIS), the Trust met regularly with the NPS to provide opportunities for input and discussion of the PTMP. The Presidio Trust and NPS will continue to collaborate in their respective management of the Presidio.

The GMPA set forth concepts for managing the Presidio's resources. It also presented site concepts, land use plans, and building treatments for 13 distinct planning areas. It called for 348 historic buildings to be rehabilitated for new uses, and 276 buildings totaling 1.5 million square feet to be removed. Some new construction was also specified. The GMPA envisioned both public and private organizations establishing a mix of uses at the Presidio, with an emphasis on organizations with

missions related to environmental, social, and cultural issues. The GMPA also recognized the need for a new management structure to oversee building leasing, operation, and maintenance and to work cooperatively with the NPS.

Once the GMPA was in place, difficult questions about how to carry out the plan remained. The NPS recognized that implementing the GMPA would require innovative approaches and unique authorities to manage the Presidio and to provide expertise in professional disciplines not widely represented in the NPS, such as building leasing, property management, and real estate finance. As Congress debated the creation of a new managing entity, estimates of costs to implement the GMPA showed the Presidio to be by far the most expensive park managed by the NPS. The NPS estimated annual costs at \$40 million, and capital improvement cost estimates ranged from \$490 million to \$741 million. Congress was unwilling to commit to the NPS the federal monies that would be needed over the long term to improve, protect, and maintain the Presidio.

As described below, the PTMP is needed to account for and reflect new Trust Act requirements, changed circumstances, and new policies and management approaches while retaining as much as practicable from the GMPA and while adhering to its general objectives.

## **PRESIDIO TRUST ACT REQUIREMENTS**

In 1996, two years after the National Park Service finalized and adopted the GMPA for the Presidio of San Francisco, the Presidio Trust Act established new management and other requirements for Area B. The GMPA had assumed that the Trust would be established under the Department of the Interior with the National Park Service retaining primary responsibility for the Presidio's management. Instead, Congress created the Trust as a wholly-owned federal government corporation, transferred the Secretary of the Interior's administrative jurisdiction over Area B to the Trust, and required conformity only with the purposes of the GGNRA Act and with the general objectives of the GMPA. The PTMP is needed to guide the Trust's overall pursuit of the GGNRA Act purposes and the GMPA's general objectives.

### ***GGNRA Act Purposes and General Objectives of the GMPA***

The Trust Act directs the Presidio Trust to manage the property under its jurisdiction in accordance with (1) the purposes of the Act establishing the GGNRA, and (2) the "general objectives" of the GMPA. The purposes of the GGNRA Act are as follows:

"In order to preserve for public use and enjoyment certain areas of Marin and San Francisco Counties, California, possessing outstanding natural, historic, scenic, and recreational values, and in order to provide for the maintenance of needed recreational open space necessary to urban environment and planning, the Golden Gate National Recreation Area is hereby established. In the management of the recreation area, the Secretary of the Interior shall utilize the resources in a manner which will provide for recreation and educational opportunities consistent with sound principles of land use planning and management. In carrying out the provisions of this Act, the Secretary shall preserve the recreation area, as far as possible, in its natural setting, and protect it from development and uses which would destroy the scenic beauty and natural character of the area." (16 U.S.C. 460bb)

The General Objectives set forth in Presidio Trust Board Resolution 99-11 dated March 4, 1999 are:

- *To preserve and (where appropriate) enhance the historical, cultural, natural, recreational, and scenic resources of the Presidio;*
- *To address the needs of Presidio visitors, tenants, and residents for community services such as transportation, water, power, waste management, and public safety (among others) in an environmentally responsible manner, while respecting neighboring communities;*
- *To increase open space, consolidate developed space, and provide for appropriate uses of the Presidio, including uses that involve stewardship and sustainability, cross-cultural and international cooperation, community service and restoration, health and scientific discovery, recreation, the arts, education, research, innovation, and/or communication; and*
- *To sustain the Presidio indefinitely as a great national park in an urban setting*

The PTMP is needed to provide an updated policy framework that balances and conforms the concepts and principles of the GMPA with the newly enacted superseding statutory requirements and mandates of the Trust Act. Under the Trust Act, the Trust must manage its portion of the Presidio in such a way as to become financially self-sufficient with respect to both annual operations and long-term needs. Beginning no later than Fiscal Year 2013, the Trust must generate sufficient revenues from Area B to support its operations without annual federal appropriations thereafter. The Trust must also generate sufficient revenues from leasing and other activities to sustain the park resources and operations in perpetuity, including performing the necessary building- and infrastructure-related capital improvements, and funding replacement reserves.

The Trust Act also requires consideration of a number of other factors that the GMPA did not. Removal and/or replacement of some structures must be considered as a management option in administering Area B. Also, in managing and leasing properties, the Trust must give primary emphasis to those tenants that enhance the financial viability of the Presidio and facilitate the cost-effective preservation of historic buildings. Other requirements include obtaining reasonable competition in leasing, considering the extent to which prospective tenants contribute to the reduction in cost to the federal government, and bringing all Area B properties into compliance with federal building codes and regulations. All of these requirements and others are to be accomplished while managing the Presidio so as to protect it from “development and uses which would destroy the scenic beauty and historic natural character of the area and cultural and recreational resources” (Presidio Trust Act). The plan update is therefore needed not only to carry out the new financial requirements but also to balance management and leasing activities with the resource protection mandate of the Trust Act.

## **CHANGED CIRCUMSTANCES**

The PTMP is also needed to reflect changes in circumstances that have occurred since the GMPA was adopted in 1994. Such changes include progress made in implementing the GMPA, as well as significant alterations in the land use and financial conditions assumed by the earlier plan. Despite the broad scope and specificity of the GMPA, unforeseen factors altered certain assumed conditions even in the final stages of the GMPA planning process or soon after the plan was adopted. Examples include the following:

- In enacting the Presidio Trust Act in 1996, Congress rejected the idea of a continuing annual federal appropriation of between \$16 to \$25 million for the Presidio. The GMPA had assumed

that this federal appropriation would continue. The updated plan is needed to ensure lost federal appropriations can be generated from leasing or other sources.

- The GMPA assumed substantial philanthropic contributions. While the NPS has received some philanthropic funding for activities in Area A under NPS jurisdiction, only limited donations have been received for activity in Area B. Because donations cannot be guaranteed, the updated plan is needed to ensure other sources for these assumed funds should they fail to materialize.
- Similarly, a number of leases were adopted, including several early NPS leases with non-profit organizations on terms that provide for minimal long-term revenues. Most of the early lease transactions provided that tenants would rehabilitate and occupy buildings, although they could contribute only minimal rent to support ongoing operations. The plan update is needed to reflect this new information on lease revenues and to ensure the Act's tenant selection and financial requirements are met.
- The GMPA assumed that the Sixth U.S. Army would continue to use approximately 30 percent of the Presidio's building space, including about half the available housing. The Sixth Army's presence was anticipated to be a significant benefit to the Presidio; the Army was to pay direct expenses for buildings, facilities and other occupied property and would share the operating expenses common to Presidio tenants. This funding was to be a significant contribution in the early years of the park. Shortly after the NPS completed the GMPA, however, that aspect of the plan changed when the Department of Defense determined that the Sixth Army would vacate the Presidio permanently. The Army's departure had a dramatic effect on the GMPA's financial and building occupancy projections. While the GMPA assumed that the Sixth Army would occupy 277 buildings comprising 1.8 million square feet of residential building space for an indefinite period, the Army had largely departed the Presidio by 1995. The plan update is needed to ensure housing and residential leasing policies are current and that this revenue source is replaced.
- Other land use concepts presumed in the GMPA have also not been supported by existing conditions or market demand. For example, the anticipated use of the Letterman complex as a health science, research, and education center could not be realized when the GMPA's anticipated user, the University of California at San Francisco (UCSF), failed to conclude a lease agreement with the NPS before enactment of the Trust Act. The Presidio Trust subsequently considered and selected an alternate user wishing to establish a digital arts and design center at the site. Similarly, the conference center use contemplated under the GMPA for the Public Health Service Hospital site was not supported when the Trust sought such users in 1999. In another instance, the NPS pursued office uses within historic houses along O'Reilly Avenue. The plan update is needed to ensure that market factors are taken into account when considering uses and to ensure a diversity of tenant types.
- Before creation and full operation of the Trust, other decisions were made changing the land use designations in the GMPA. In one instance, the NPS altered the GMPA land use plan by deciding to abandon Building 35 as a comprehensive public safety facility and instead split police and fire services by rehabilitating and constructing an addition to the Presidio fire station. In another instance, the NPS pursued office uses within historic houses along O'Reilly Avenue. The plan update is needed to ensure sufficient plan versatility to allow consideration of alternative or changed uses, when appropriate.
- Since the Army's departure and the establishment of the Presidio Trust, the Trust has renovated and put back into use the remaining Wherry Housing (Baker Beach Apartments) on a short-term basis. The Trust's re-activation of this housing yielded important rental revenues in the Trust's start-up years and afforded a broader mix of housing options for Presidio employees. The plan update is needed to reconsider housing approaches and policies for the Presidio.

The PTMP planning effort assesses changes in circumstances, reconsiders and updates the GMPA's market cluster concepts, and provides revised land use concepts for the Presidio that can be financially sustainable while accommodating changing opportunities and market conditions. A more flexible plan than the GMPA was needed by the Trust so that a Presidio-wide plan amendment would not be required each time a change in a land use designation or building treatment specified by the GMPA occurred due to unforeseen circumstances, the market, or a new opportunity.

## **NEW POLICIES AND MANAGEMENT APPROACHES**

Because of the Trust Act's financial self-sufficiency requirement, the Trust will not enjoy continuing federal financial support for the Presidio's long-term operation and protection. The Trust therefore must consider and take into account market principles, financial uncertainties, and changing economic conditions. Markets and financial conditions are inherently unpredictable, offering certainty only in the existence of periodic cycles, with some periods of economic strength followed by inevitable downturn. Implementation of the GMPA was based upon the slumped real estate market conditions that existed in 1994 and were projected through the 1990s. At the time, no one foresaw the surge in the San Francisco real estate market or the current economic downturn following almost six years of unprecedented economic growth. Growth throughout the late 1990s has put stress upon the regional housing market and created new business demands that could not have been foreseen in 1994 when the GMPA was developed. The plan update is needed to address more adequately these and similar market changes that may occur over time.

The Trust needed to revise the governing plan for Area B in order to plan and manage for financial uncertainty. Even after new financial projections are developed, the Trust can neither be sure of the timing of cash flow, the availability of tenants, nor expected financial outcomes.<sup>1</sup> The GMPA contains specific and prescriptive elements, the implementation of which relied heavily on ongoing federal appropriations. The Trust, on the other hand, must meet its mandate largely without federal funding. The Trust's plan for Area B must, therefore, apply market principles and balance market opportunities and conditions with the programmatic and resource management goals. Thus, there is an inherent need for a plan that allows the Trust to remain flexible in managing its resources for the long term.

<sup>1</sup> The financial model used during the PTMP planning process was developed for a limited purpose, and its projections therefore are of limited utility. It is axiomatic that the longer the projection period (in this case 30 years), the less reliable the result. For this reason, the PTMP financial model was designed using many common assumptions so as to allow a fair and accurate comparison among planning alternatives. It was not designed or intended to predict actual or even desired short- or long-term financial results, and should not be relied upon as a future budget goal or constraint. Financial conditions will continue to be forecast and updated during the Trust's budgeting process and financial progress will be continually monitored and assessed.

At times, the Trust may not be able to conclude a financially viable transaction on an otherwise desirable project because of, for example, obsolete building configurations, tenant needs, or other factors. In some of these circumstances, the Trust may wish to consider other options such as alternate uses, a change in location, or building demolition with replacement construction. At other times, apparently desirable projects may need to be deferred, changed, or foregone because of financial factors such as cash flow concerns or market conditions. Market demand may fail to deliver an intended use, or changed market conditions may require a different approach to leasing or financing that better addresses the existing market opportunities or realities at the time. The Trust needs the flexibility of a programmatic, rather than prescriptive, plan to respond to market factors like these.

## **RELATIONSHIP OF THE PTMP TO THE GMPA**

Since its inception, the Trust has carried out the mandates of the Trust Act by looking to the 1994 GMPA as the foundational plan that guides the Trust's planning and decision-making. The GMPA's importance is reinforced by both the Trust Act and Trust policy. For this reason, the PTMP is not a wholly new plan for Area B. The PTMP reflects many of the GMPA's foundations and builds upon the GMPA while also taking into account the Trust's mandate, policies, and approaches, and building in a measure of flexibility not contemplated in the GMPA. The GMPA remains unaltered as the plan for the NPS's management for Area A of the Presidio. The Trust and the NPS will continue to collaborate in ongoing planning efforts that affect Areas A and B of the Presidio. The GMPA will continue to guide the NPS interpretive services, visitor orientation and educational programs throughout the Presidio. The PTMP incorporates many elements of the GMPA as well as input from an extensive public participation process, and represents an updated policy framework for Area B of the Presidio.

## **THE PRESIDIO TRUST MANAGEMENT PLAN - PLANNING PROCESS**

### ***Public Participation and Environmental Review***

The Presidio Trust Management Plan (PTMP) is the result of a nearly two-year planning and environmental review process involving close consultation with the public. On July 12, 2000, the Presidio Trust began a public scoping period designed to solicit input from the public and agencies on the types of actions, the range of alternatives, and impacts to be considered during the environmental review process. The Trust held a public workshop introducing the context of the plan, proposing planning principles, and soliciting input on key topics to be studied as part of the process. The Trust held a second workshop focusing on financial concepts on September 13th. At a third public workshop on November 15th, the Trust presented conceptual alternatives and preliminary financial information. At a final workshop on December 13th, the Trust responded to questions and comments. The Trust accepted letters, e-mail, and other comments until January 16, 2001, when the public scoping period closed.

In July 2001, the Trust released the Draft Plan and associated draft environmental impact statement (DEIS) for public review and comment. The DEIS was prepared in conformance with the requirements of the National Environmental Policy Act (NEPA) and contained a detailed discussion of the existing environmental setting of Area B, the potential environmental impacts of the Draft Plan, proposed mitigation measures, and alternatives to the Draft Plan. Like the Draft Plan itself, the DEIS was a broad program-level statement. The Presidio Trust has tiered the EIS from the 1994 Presidio GMPA EIS and the Letterman Complex EIS. The DEIS therefore summarized some of the issues discussed in the GMPA EIS, and incorporates by reference certain of its discussions. This approach, incorporating relevant information and analysis from the GMPA EIS and the Letterman Complex EIS, is consistent with the tiering concept under NEPA.



The Draft Plan and DEIS were released for public review and comment on July 25, 2001 when the Presidio Trust presented an overview of the two documents and handed out copies (electronic and paper) to the public. At this July 25th meeting, the public was encouraged to submit written or oral comments on the Draft Plan and DEIS through the upcoming public hearings. The Environmental Protection Agency (EPA) published a notice of availability for the DEIS in the Federal Register on July 27, 2001. The Trust also published a notice in the Federal Register on July 26, 2001, and announced through other means the availability of the DEIS and Draft Plan, where and how these documents could be obtained and reviewed, and the date and location of public hearings to comment on the documents. Approximately 1,000 copies of the Draft Plan and DEIS were distributed to government agencies, public interest groups, and individuals. The documents were also made available for review at the Presidio Trust library, park headquarters, local libraries, the William Penn Mott Visitor Center, and on the Presidio Trust's website ([www.presidiotrust.gov](http://www.presidiotrust.gov)).

The Presidio Trust initially identified a 60-day comment period for the DEIS ending September 25, 2001. In response to several requests from commenting organizations and other parties, the Trust elected to extend this period by 30 days to October 25, 2001. The Trust provided this longer 90-day review period to further enhance the opportunities for public and agency participation in the NEPA process. Members of the public interested in making oral comments for the record were provided that opportunity at three public hearings: a Golden Gate National Recreation Area Citizens' Advisory Commission meeting held on August 28, 2001; a Presidio Trust Board of Directors meeting on September 17, 2001; and a Presidio Trust public hearing on October 16, 2001. (Official transcripts from the three meetings are available for review in the Presidio Trust library.) In addition, the Presidio Trust held a number of informal meetings with various government agencies, organized interest groups, and neighbors to provide information, answer questions, and encourage written comments.

Following close of the comment period on October 25, 2001, the Presidio Trust began reviewing all of the written (fax, mail and e-mail) comments and hearing transcripts (oral comments). More than 3,000 letters were received. Comments helped inform changes in the Final Plan and final EIS (FEIS) and were responded to in writing in the FEIS. Please refer to the FEIS for a summary of changes to the Plan and EIS, a summary of the comments, and corresponding responses.

After distributing the Final Plan and FEIS, the Trust will prepare a Record of Decision, and the Trust's Board of Directors will take action on the Final Plan. This action could include a rejection, approval, or conditional approval of the Final Plan. If adopted, the Final Plan will be approved as the updated comprehensive management plan for Area B and as such will provide the basic framework for land use policies and future decision-making within Area B. As described in Chapter Four of this Plan, the Trust will conduct additional site-specific planning and environmental analysis, as appropriate, to carry out the PTMP, with public input continuing as a valued component in planning for the Presidio's future.

## Appendix C

### Crissy Field Marsh Expansion Technical Study Letter of Agreement

The 1994 Presidio General Management Plan (GMPA) called for the re-establishment of wetlands at Crissy Field based on a future feasibility study that would focus on the feasibility, type and extent of the wetlands. The Final GMPA Environmental Impact Statement (EIS) calls for the restoration of a 20-80 acre tidal wetland at Crissy Field. The 1995 Dames and Moore Crissy Field Feasibility Study concluded that a minimum 30-acre tidal marsh should be built to ensure the long-term ecological viability of the marsh. The 1996 Crissy Field Plan and EA approved restoration of a 20-acre tidal marsh at Crissy Field, with the assumption and public commitment by the National Park Service that the marsh should be expanded to a minimum of 30 acres. The Crissy Marsh Expansion Technical Study (Marsh Study) is being initiated to consider options for promoting the long-term viability of the tidal marsh at Crissy Field. The Marsh Study will acknowledge these prior plans, studies, and environmental documents as well as the National Historic Landmark District context.

This Letter of Agreement (Agreement) outlines the commitment of the Presidio Trust (Trust), the National Park Service (NPS) and the Golden Gate National Parks Association (Parks Association) to work collaboratively on the Marsh Study. The goal of the Marsh Study is to identify a broad array of options for ensuring the long-term ecological viability of Crissy Field marsh and to articulate the benefits, costs, impacts, conflicting resource values, and trade-offs associated with each option. This study is not a decision-making process but is being completed to inform a subsequent process that will rely on a NEPA framework that integrates NHPA (Section 106) compliance.

A core team that includes staff from all three organizations will manage the Marsh Study. An extended team that also includes staff from all three organizations will provide technical assistance and oversight. Soon after finalizing this Agreement, core team members will meet to develop a scope of work for the Marsh Study. The partnership between the three organizations on this project is a great strength, and should be emphasized in our communications with the public about the Marsh Study.

The Marsh Study will:

- A. Summarize the current state of the marsh, including recent monitoring data developed by the NPS and Parks Association. This information will be presented to the extended team early in the process.
- B. Engage outside technical experts to peer review and provide guidance throughout.
- C. Be informed by objectives developed during the original Crissy planning effort and identified in the reports by Dames and Moore (1995) and Philip Williams and Associates (1996), as well as ongoing reports and monitoring data collected by the NPS, Parks Association, Trust and consultants.
- D. Identify the primary factors that threaten the long-term ecological viability of the Crissy Field Marsh.
- E. Identify a broad set of options for ensuring the long-term ecological viability of the Crissy Field marsh. In some cases options may be identified for study that have some adverse effects on one or more resources. They are included to study the broadest array of potential options and may be the basis for future actions. The resource impacts and benefits of each option will be clearly articulated as a subsequent part of this study (see "G" below). This analysis will help identify a range of feasible options for inclusion in a subsequent environmental document and provide a record for a logical, trackable decision-making process. The Marsh Study will consider potential actions in both Area A (NPS management) and Area B (Trust management).

- F. Assess the benefits and impacts of each option using criteria developed by the core and extended teams. Criteria including, but not limited to, hydrologic function, ecological function, benefits/impacts to known and potential cultural and archeological resources, benefits/impacts to recreational resources, type, quantity and quality of wildlife habitat, sustainability, fundability, maintenance requirements and costs, benefits/impacts to existing or proposed land uses, consistency with approved plans and policies, and construction cost may be used
- G. Provide sufficient technical information to inform a subsequent decision-making process regarding options that would carry forward for further study, environmental analysis and potential implementation.

All three parties will participate in funding the Marsh Study. The specific nature of that participation will be deferred until a more detailed scope of work and budget can be developed.

We hereby agree to collaborate on a Crissy Marsh Study as outlined above, and request our respective staffs to initiate work immediately.

[signed]

Craig Middleton, Interim Executive Director, Presidio Trust

Brian O'Neil, General Superintendent, Golden Gate National Recreation Area

Greg Moore, Executive Director, Golden Gate National Parks Association

## Appendix D

### TRANSPORTATION DEMAND MANAGEMENT PROGRAM

The Presidio Trust (Trust) has an aggressive Transportation Demand Management (TDM) program in place to reduce overall reliance on the automobile by encouraging alternatives such as walking, biking, carpool/vanpools, and transit. With implementation of the PTMP, the program will be expanded to achieve minimum standards for reduced auto use. No more than 70 percent of external trips that start or end at the Presidio will be by private auto, and no more than 50 percent of internal trips within the Presidio will be by private auto.

In the long-term, when transit services to the Presidio are expanded and the population and employment figures reach historic levels, these minimum standards will be exceeded. The long-term goal is to reduce vehicle trips so that only 50 percent of external trips and 35 percent of internal trips are made by automobiles.

### PRESIDIO TRUST AND TENANT ACTIVITIES

The Trust's TDM program consists of activities conducted by the Trust and by the park's tenants. Activities conducted by the Trust serve residents, employees, and visitors, and currently include a shuttle bus system throughout the park, coordinating transit ticket sales, monitoring, and marketing programs. Additional Trust-sponsored TDM activities are being developed, and will be carried out in the future. These include such activities as parking management and a Guaranteed Ride Home program.

The park's non-residential tenants are required to participate in the Presidio TDM program through their lease agreements. Tenant TDM activities must achieve the minimum transportation standards established by the Trust. Each tenant is required to submit a TDM plan, which must detail how the tenant will achieve the minimum transportation standard. Tenant employees will be surveyed periodically to ensure that incremental changes are made as necessary to meet the standards. Each tenant's TDM plan must include required activities that promote the park-wide TDM services to their employees. Tenant-specific TDM requirements are subject to individual lease negotiations and are based, to some extent, on the number of tenant employees and the level of services desired or necessary to achieve the minimum standards.

### TDM PROGRAM COMPONENTS

The TDM program consists of individual activities that in combination achieve park-wide reductions in vehicle trips to, from, and within the Presidio, compared to the number of trips that would otherwise occur. The park-wide activities are supported by the Presidio Trust, with assistance from outside agencies providing TDM services in the Bay Area, such as RIDES for Bay Area Commuters. Tenant activities, as required by lease terms, complement the park-wide activities and are funded by individual tenants.

#### **Park-Wide TDM Services Provided by the Presidio Trust**

##### *Park-Wide TDM Coordinator*

A Presidio Trust employee develops and administers the TDM program. Duties include coordinating and monitoring program participation by tenants, working with consultants providing TDM services (Guaranteed Ride Home, RIDES for Bay Area Commuters, internal shuttle and parking manager), providing program information for tenant employee transportation coordinators (ETCs), developing

and maintaining website information, coordinating transit ticket sales, coordinating the commuter check program, updating transportation marketing centers, coordinating TDM events, and providing commute assistance/trip planning for Presidio employees and tenant ETCs.

### ***Parking Management Program***

The Trust expects to use parking management (including fees) to discourage automobile use by residents and employees and to encourage transportation alternatives such as walking, biking, high occupancy vehicles (carpools/vanpools), and transit. In residential areas, parking fees will be assessed for every vehicle beyond one per unit. In non-residential areas, parking fees will be focused on discouraging long-term daily parking by employees and will include preferential parking for carpools and vanpools. In general, fees will be paid directly by individual drivers rather than by employers, with parking priced on a daily or hourly basis. It is expected that the Parking Management Program will generate revenue that will be used to cover the costs of other TDM programs.

### ***Internal Shuttle System***

The internal shuttle serves most areas within the Presidio, offering connections to transit lines in and near the Presidio, and convenient service to residential, non-residential, and visitor sites. The shuttle operates seven days a week from morning to night. Special lunchtime shuttles are also offered to nearby neighborhoods to provide access to restaurants and services outside the park during the workweek.

### ***Guaranteed Ride Home (GRH) Program***

This planned program will offer “commute insurance” for people using alternative forms of transportation. A taxi company will provide service to registered employers and employees in case of emergency or if an individual’s alternative transportation commute mode fails them. Incidents that will qualify could include home emergencies (e.g., a sick child), a carpool driver forced to leave work (with his or her car) for an emergency, and unscheduled required overtime.

### ***Supplemental Transit Services***

As demand for service increases in the Presidio, the Trust will work directly with MUNI and Golden Gate Transit to provide additional service. The Trust will also work with the National Park Service to bring new ferry service to the Presidio. The Trust currently subsidizes some of the MUNI 82X Express bus service from downtown.

### ***Carsharing Program***

This planned program will provide participants with access to a vehicle without their having to own a car. Car-sharing allows and encourages individuals to use alternative transportation modes such as biking, walking, and transit for many trips by removing the need to bring a vehicle to work in order to conduct personal and/or tenant business. The program is being designed to use electric vehicles.

### ***Transit Ticket Sales Coordination***

The Trust sells a wide variety of transit tickets in Building 34, Presidio Trust headquarters, Monday through Friday. Presidio tenants and the general public may purchase tickets at this convenient site. In the future, this function is planned to occur at a transit center located at the north end of the Main Post.

### ***Employee Transportation Coordinator Training Workshops***

The Trust provides training at the Presidio for tenants' designated ETCs. The training will provide an opportunity to educate ETCs about commute modes and Trust-provided services available to their employees, transit serving the Presidio, regional programs, parking management programs, and trip reduction requirements. The training will also provide an opportunity to foster the working relationships needed for coordinating the Presidio-wide TDM effort.

### ***Employee Transportation Survey Coordination and Tabulation***

Monitoring employee commute behavior through transportation surveys allows the Trust to evaluate the effectiveness of TDM efforts and enforce tenant lease provisions. Development of survey instruments, together with their distribution, collection, and tabulation, may be supplemented with parking lot and hose counts and observations.

### ***Bike Rack Program***

The Trust continues to install bike racks throughout the Presidio and will make this program available to assist tenants with adding bicycle parking if needed.

### ***Shared Bikes Program***

The Trust is developing a program for residents and employees to have access to shared bikes to use for local trips. Registered program participants would have access to bikes in various locations throughout the Presidio.

### ***Transportation Event Coordination***

The Trust promotes and hosts events for regional alternative transportation efforts such as Bike to Work Day, Try Transit Week, Spare the Air, Vanpool Week and CA Rideshare Week. The RIDES Commutemobile visits the Presidio for some of these special events.

### ***Vanpool Coordination***

The Trust assists with vanpool formation by providing "how to" information from RIDES, posting rider searches on the Trust website, and producing ZIP code maps. This coordination helps organize riders from different tenants into vanpools.

### ***ZIP Code Map Production***

The Trust will collect employee home ZIP codes from tenants and provide the lists to RIDES for map production. ZIP code maps show how many employees live in each ZIP code in the entire Bay Area. Employees can use this information to identify potential car/vanpool partners living in their area.

### ***Website Development and Maintenance***

A section of the Trust's website is dedicated to transportation and commute alternatives information. The content will include links to transit schedules and maps, contact names and telephone numbers for tenant ETCs, a promotional event calendar, links to car/vanpool matching and other services at the RIDES website, bike route maps, the internal shuttle route and schedule, parking management

information, transit ticket sales locations and types, information on the guaranteed ride home program and shared bike program, and survey results.

### **TDM Programs Required of All Tenants**

#### ***Trained, On-Site Employee Transportation Coordinator (ETC)***

Each tenant provides an employee who develops and manages the tenant's TDM program. The ETC facilitates park-wide programs such as surveys, promotional events, and on-site transit ticket sales. The ETC answers questions from tenant employees, distributes and collects information, provides materials such as registration packets for the TDM program and the guaranteed ride home program, and stocks the transportation marketing center with current promotional displays, transit schedules, and RIDES information.

#### ***Guaranteed Ride Home (GRH) Program Participation***

Tenants will be asked to assist in promoting the benefits of the planned GRH program and enrolling employees in the program when it becomes available. The ETC will be the point of contact to help disseminate and collect forms.

#### ***Transportation Survey Participation***

Each tenant's ETC will be asked to facilitate the distribution and collection of transportation surveys under the direction of the Presidio Trust TDM Coordinator.

#### ***Transportation Event Participation***

Each tenant's ETC will be asked to raise awareness of and encourage participation in transportation events such as Bike To Work Day. This may be accomplished through employee newsletters, posters, and e-mail.

#### ***Registration with RIDES for Bay Area Commuters***

Each tenant will be required to register with RIDES, a regional agency charged with helping employers promote commute alternatives. RIDES also provides matchlists to facilitate carpool/vanpool formation. Most RIDES services are free.

#### ***Employee ZIP Code Tabulation***

Each year, employers will be asked to provide the Trust with an electronic list of home ZIP codes for employees. The Trust will compile this information to help RIDES produce a master ZIP code map for Presidio tenants.

#### ***Recommended Tenant Program Options***

In addition to the TDM programs required of all tenants (listed above), large tenants will be required to provide supplemental TDM programs in order to achieve the required trip reduction standards. Suggested programs are:

### ***Commuter Choice (Commuter Check)***

Commuter Checks are a way of directly subsidizing employee transit or vanpool costs. Commuter Checks can either be provided as a tax-free benefit by the employer, purchased by the employee using pre-tax salary, or a combination of both. Commuter Checks can only be used for purchasing transit tickets or paying fares on registered vanpools or buspools.

### ***Flextime for Carpoolers and Transit Users***

This program allows car/vanpoolers and transit riders to adjust their schedules to arrive or leave outside of the main commute periods.

### ***Downtown Shuttles***

Shuttle service would supplement the operation of the 82X MUNI bus service by providing additional transit service to the downtown regional transit services or by providing service for longer hours each workday. Tenants may join together to fund and administer this service, or funding may be provided to the Trust to oversee development and administration of the service.

### ***On-Site Transportation Marketing Centers***

These centers would consist of designated display cases and brochure holders located in central areas. The displays would include transit maps, transit ticket sales site information, a ZIP code map showing employees' home locations, current promotional materials, and other items. Brochure holders will contain transit schedules and information from Golden Gate Transit, MUNI, BART, Caltrain, ferries and RIDES.

### ***Employee Orientation Information on Alternative Transportation Modes***

The tenant ETC will be asked to coordinate with the Trust to include TDM information in packets and orientations for new employees.

### ***Web Access to Alternative Transportation Website (Link to Presidio Trust)***

Large tenants will work with the Trust's TDM Coordinator to establish a link to the Presidio Trust Commuter Alternatives webpage when this service becomes available.

### ***Preferential Carpool/Vanpool Parking***

On-premises parking spaces will be designated close to the building entrances to provide space for carpools and vanpools.



### *On-Site Transit Ticket Sales*

In some cases, the ETC will be asked to survey employees to determine the number of employees interested in purchasing monthly transit passes. The ETC may then order passes or coordinate with the Park-Wide TDM Coordinator to order them through the Building 34 transit ticket outlet. This program will work well in conjunction with the Commuter Choice program.

### *On-Site Services*

Over time, the Presidio community will include on-site services such as day care, ATM, food service, and dry cleaning. In addition, tenants may offer showers/locker rooms to their employees. These services indirectly enable employees to commute via alternative transportation by reducing their need to use their vehicles during the day, at lunch time, or after work.

## **COMPLEMENTARY TRANSPORTATION INVESTMENTS**

In addition to undertaking development and implementation of the TDM program elements described above, the Trust will work to improve safety and accessibility for all modes of transportation. Improvements may include development or modification of bike lanes, traffic calming, intersection reconfiguration, trail and road resurfacing, pedestrian paths, wayfinding signs, bus shelters and bus stop improvements, information kiosks, directional signs, and more.

## Appendix E

### Presidio Housing

**Table 1: Existing Conventional Dwelling Units**

Historic Neighborhoods		Non-Historic Neighborhoods	
<i>Name or Street</i>	<i>Units</i>	<i>Name or Street</i>	<i>Units</i>
Infantry Terrace	31	North Fort Scott	42
Funston Avenue	32	Quarry Road	50
Riley Avenue	12	MacArthur Avenue	52
Pilots Row	14	Upper Portola	24
Storey Avenue	16	Sanches	60
Ruckman Terrace	31	Wherry Housing	403
Kobbe Avenue	27	South Wherry	60
Portola	38	West Washington	78
Liggett Avenue	38	East Washington	46
Presidio Terrace	20	<b>Total</b>	<b>815</b>
Simonds Loop	31	(approximately 1.2 million square feet)	
Wyman Avenue	11		
<b>Total</b>	<b>301</b>		

(approximately 0.96 million square feet)

**Total: 1,116 dwelling units & approximately 2.16 million square feet<sup>1</sup>**

<sup>1</sup> Does not include associated garages or carports.

**Table 2: Existing Group Quarters**

Planning District	Building Name	Building Number	Historic	Number of Unites	Square Feet
Main Post	Pershing Hall	42	Yes	24	26,830
Main Post	WWII Barracks	40/41	Yes	40	16,465
Letterman	Nurses Dorms	1028	No	58	31,680
Letterman	Swords to Ploughshares	1029/1030	No	100	46,000
Fort Scott	Scott Hall	951	Yes	18	18,930
Fort Scott	Barnard Hall	1330	Yes	13	13,930
Fort Scott	Barracks	1202-1208	Yes	159	152,920
Fort Scott	WWII Barracks	1347	Yes	40	10,780
PHSH	Quarters	1806	Yes	18	9,498
PHSH	Quarters	1807	Yes	16	8,678
PHSH	Nurses Quarters	1808	Yes	52	27,844

**Total: 538 units & approximately 362,700 square feet**

**Appendix F**

**Page**

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Back Cover

*Overview:*

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*Chapter One:*

Title Page

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Building 39

Brenda Tharp

Coastal Bluffs

Brenda Tharp

GGNRA Archives

Brenda Tharp

Officers' Club

Brenda Tharp

Fire Station

Brenda Tharp

Brenda Tharp

Presidio Trust

Artifacts

Presidio Trust

Ordonez Gun

Presidio Trust

Bird

Alan Hopkins

Mountain Lake

Brenda Tharp

Presidio Trust

City View

Brenda Tharp

Bay Area Ridge Trail

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*Chapter Two:*

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Conceptual Sketch

Art Zendarski

Presidio Trust

Conceptual Sketch

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*Chapter Four:*

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