

2 Alternatives

Four project alternatives are evaluated in this EA: three action alternatives and a no action alternative, as required by the NEPA. Each action alternative proposes different treatments for Building 1801 and different amounts of demolition and replacement construction. Similarities and differences among the alternatives are described in this section.

Under the NEPA, in this situation, the no action alternative is defined as the land use scenario analyzed in the PTMP EIS, with no demolition or new construction.¹ Information about existing conditions within the PHSB district is included in Section 3 of this EA, providing a basis of comparison between the action alternatives and a true “no project” scenario in which no changes are undertaken at the project site.

Alternative 2 is described as the proposed action or Preferred Alternative for the reasons expressed in Section 2.9, below. However, the characteristics of the alternative ultimately selected at the conclusion of the environmental review process may change as a result of public input regarding this EA and negotiations with the Trust’s private development partner(s). The selected alternative may combine various elements of the alternatives, or may fall within the range they represent.

The four alternatives described in detail below were developed and modified with the benefit of public input, as described in the Introduction. Some other alternatives requested by the public during the scoping process fall within the range represented by these EA alternatives (see Section 2.8, Other Alternatives, at the end of this section).

2.1 CHARACTERISTICS SHARED BY ALL ALTERNATIVES

All alternatives share some common characteristics provided by or derived from the PTMP’s policies, guidelines, and land use plans, including applicable mitigation measures in the PTMP EIS. Common characteristics include the following:

- The total square footage in the district after project implementation would not exceed 400,000 square feet, as stated in the PTMP, and the primary use of Building 1801 would be residential.
- A prerequisite of any proposed new construction would be the removal of at least an equivalent amount of existing square footage within the district. New construction, if any, may not exceed 130,000 square feet.
- The total number of residential units Presidio-wide would not exceed the maximum established in PTMP (1,654 units). For action alternatives that propose more residential units than the PTMP

¹ See Response to Question 3 in 46 Fed. Reg 18026 March 23, 1981, as amended, 51 Fed. Reg. 15618 April 25, 1986. CEQ guidance provides that where there is an ongoing comprehensive management plan, the no action alternative is defined as continuing with the ongoing management plan.

envisioned for the PSHH district, a reduction in the number of units permitted in one or more other planning districts is required.

- All alternatives would provide for the rehabilitation of the historic portion of Building 1801, and all action alternatives would include removal of the one-story loggia added in the 1950s, which blocks the central portion of the historic building's primary facade. Rehabilitation of Building 1801 and other historic buildings would comply with the Secretary of the Interior's Standards, and would utilize historic rehabilitation tax credits where applicable.
- Any new construction would be sited within the PSHH district's previously developed areas and would be configured and designed to be compatible with the NHLD. Site changes would also conform to planning district guidelines presented in Chapter 3 of the PTMP, and to the more specific Planning and Design Guidelines for the site included in draft form in Appendix A. These guidelines will be finalized prior to project implementation, following public review and consultation pursuant to the NHPA.
- Measures would be taken to protect significant native plant communities, endangered species, the natural resources within the Nike Swale, and the local California quail population. These measures are described more fully in Section 2.2, below.
- Additional (inbound) access to the site would be provided through the reopened 14th Avenue Gate. Fourteenth and 15th Avenues would operate as a one-way couplet as described in the PTMP, unless the Park Presidio Access Variant is approved by the California Department of Transportation (Caltrans). This option is described below in Section 2.7 as a possible complement to all action alternatives.
- Cut-through traffic on Battery Caulfield Road would be minimized by reconfiguring the internal roads and parking area to the west of Building 1801.
- Transportation demand management actions would be implemented to reduce traffic as described in Section 2.2, below.
- All alternatives would allow for proposed bike and pedestrian trails within the district to connect with nearby local and regional trails as described in Section 2.2, below.
- Old U.S. Army landfills located within the district would be subject to remediation as part of the Trust's Presidio-wide environmental remediation program as described in Section 2.2, below.
- The Trust's waste transfer station behind Building 1801 would be relocated to the former Army transfer yard (across from Amatory Loop). The composting facilities at the western edge of the parking lot on the upper plateau would remain until a suitable new site can be found. Under all action alternatives, surface parking would be eliminated as a potential land use in this area.

- Existing tenants within the district, Arion Press and Lone Mountain Children’s Center, would be accommodated in all alternatives.
- Finally, the former Nike Missile Site and the former Marine Hospital Cemetery on the upper plateau would be interpreted for visitors as described in Section 2.2, below.

2.2 RELATED ACTIVITIES COMMON TO ALL ALTERNATIVES

The alternatives are consistent with and would accommodate a number of ongoing and previously planned improvements within the PHSH district. The nature and status of these improvements are described in this section, along with the agreements, plans, and policies from which they derive. These related activities are shown in Figure 3.

2.2.1 Remediation Activities

Through its Presidio-wide environmental remediation program, the Trust is assessing and addressing a number of environmentally contaminated sites in or near the PHSH district pursuant to authority transferred from the U.S. Army and the NPS. All Trust remediation actions are planned and implemented in compliance with governing federal and state environmental cleanup laws, regulations, and environmental agreements that include enforceable requirements and schedules. The timing and implementation of remediation projects in and near the PHSH district, which include a portion of Graded Area 9, the Nike Missile Site, the Nike Swale, Landfill 8, and Landfill 10, are being planned so as to be consistent and coordinated with the PHSH project. The Trust plans to prepare remedy decision documents (i.e., Remedial Action Plans, known as RAPs) for the sites no later than 2004. The Trust’s recommended remedies for these sites are subject to a legally required decision-making process that includes formal public notice, review, and comment. The remedies must be approved by the California Department of Toxic Substances Control (DTSC) and by the NPS before they can be implemented. The Trust anticipates that, once approved, remedies for the sites can be implemented no later than December 2005. A description of the conditions and regulatory status at each site follows.

Graded Area 9 “Landfill” – This remediation site is a low-lying area of fill created by the U.S. Army to construct a soccer field. With an estimated surface area of 150,000 square feet, the fill extends to a depth of about 5 to 6 feet with an estimated volume of 32,000 cubic yards. Sampling indicates no contaminants at the site that pose a risk to human health or the environment, and therefore no further remedial action at Graded Area 9 for soil or groundwater has been proposed.

Landfill 8 – Landfill 8 is about 28,000 cubic yards of soil and construction debris underlain by the former Marine Hospital Cemetery. The landfill is covered by an asphalt parking lot, soil, and tennis courts. The cemetery is believed to be below the fill material at a depth of about 9 to 10 feet, although graves may be shallower and intermingled with fill in places. Contaminants in the fill include metals, semi-volatile organic compounds (SVOCs), and pesticides. The environmental remedy for the site is currently being developed.

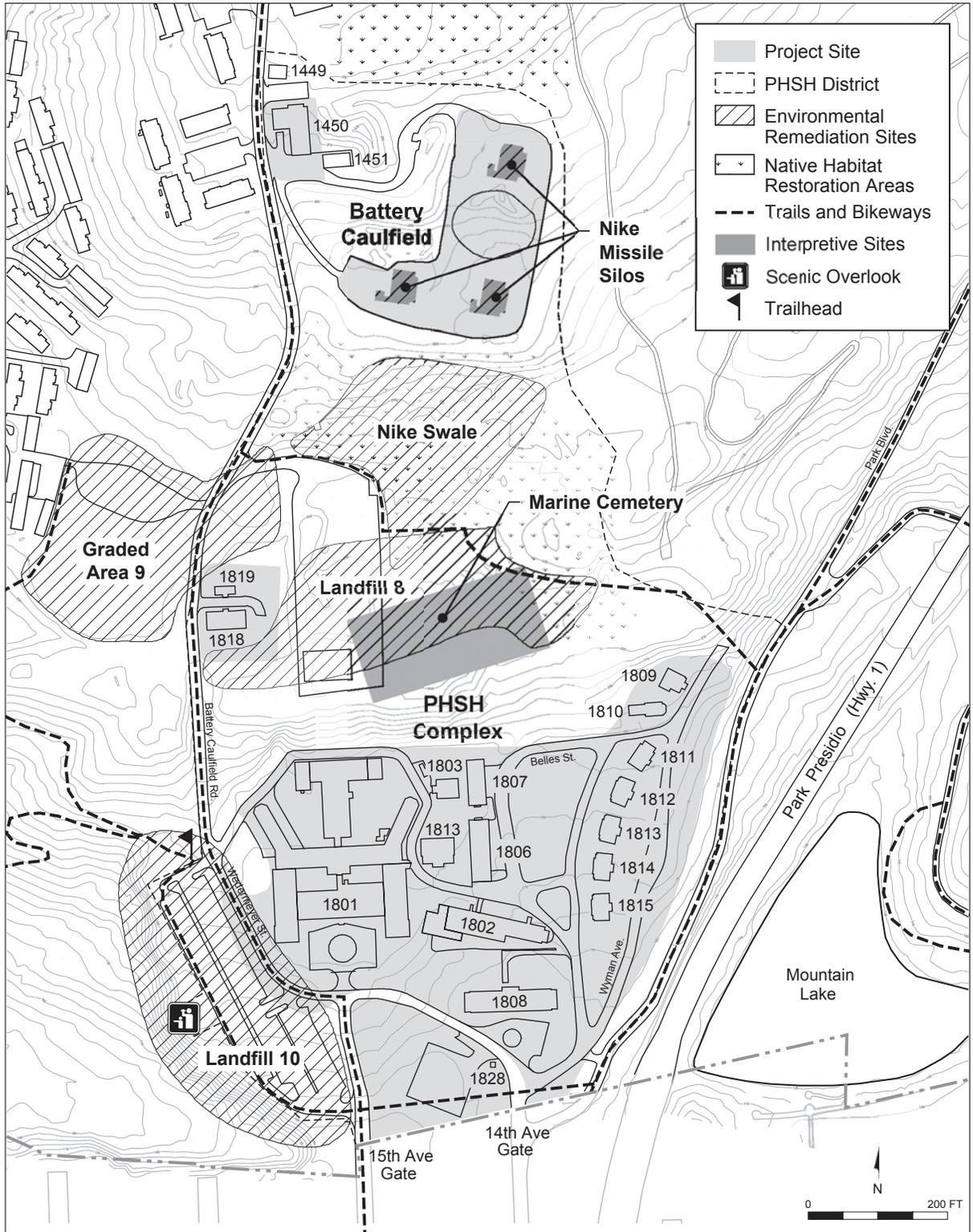


FIGURE 3. RELATED ONGOING ACTIVITIES

Source: Presidio Trust, 2003

Landfill 10 – Landfill 10, the Presidio’s largest landfill, contains about 140,000 cubic yards of soil, debris, and building demolition rubble. Groundwater quality is being monitored, and investigations of the site to determine slope stability under various seismic conditions and potential groundwater threats are nearly complete. The environmental remedy for the site is currently being developed. Alternatives being considered include excavation and use of a soil cover. The likely remedy will include cutting back the slope for site stabilization, and installation of erosion control measures. Consistent with land use planning for the PHSH district, a parking area will be included on a portion of the site.

Nike Missile Site – At the Army’s former Nike Missile facility, a series of subsurface storm drains are contaminated with metals and polynuclear aromatic hydrocarbons (known as PAHs). Groundwater sampling at the site has detected subsurface inorganic contaminants (i.e., metals). Cleanup is expected to include removal of contaminated sediments in the storm drains. Following implementation of remedial actions, groundwater monitoring will be required to confirm removal of contamination sources.

Nike Swale – This site, immediately south of the Nike Missile Site, is an area of riparian scrub vegetation, including native dune plants, willows, and seasonal wetlands, that receives runoff from the former missile facility. The site may be contaminated due to transport of substances along subsurface drains that surface adjacent to and within the swale area. Sampling indicates possible PAHs, polychlorinated biphenyls (PCBs), metals, and total petroleum hydrocarbons (TPH) in soil and sediment. The expected environmental remedy includes excavation of contaminated soil and sediments and confirmation soil sampling to verify source removal. Remediation of the site will be conducted in close coordination with natural resources staff of both the Trust and the NPS to avoid damaging resources at the site.

2.2.2 Protection of Natural Resources and Revegetation of Remediation Sites

Portions of the upper plateau of the PHSH district support remnant native habitat and associated rare plants that include coast live oak woodland, central dune scrub, and freshwater wetland, as well as the San Francisco lessingia, a federally listed endangered plant. The complex array of vegetation in this area and the area immediately north of the PHSH district also provides valuable habitat for the largest known California quail population in San Francisco, as well as other wildlife. According to the U.S. Fish and Wildlife Service (USFWS) recovery plan for the San Francisco lessingia (and other listed species not occurring within the district), the dune slope immediately behind Building 1801 that currently supports a stand of cypress trees serves as a buffer between the built (lower) and generally unbuilt (upper) portions of the district.

Pursuant to the adopted Presidio Vegetation Management Plan (VMP), the Trust and its partners will protect and restore these natural areas over time through the park’s stewardship program. Activities to date include creating brush piles (for use by California quail and other wildlife), removing invasive plants, planting native plants, collecting seeds, and monitoring wildlife and plants. Future actions will include revegetation of remediation sites including Graded Area 9, Landfill 8, portions of Landfill 10, and

the Nike Swale. Revegetation will utilize native plant species, and will be designed to enhance habitat values and contribute to the recovery of the San Francisco lyssingia.

In addition, the Trust will implement the appropriate mitigation measures in the PTMP EIS and recovery measures in the USFWS recovery plan, including minimizing changes to the local hydrology, limiting development to already built areas, continuing to separate the existing PSHH buildings from the upper plateau through the “Hospital Buffer,” and restoring native vegetation suitable for the expansion of the San Francisco lessingia populations north of the buffer zone.

The PSHH district is sited on a ridge that drains west to Lobos Creek (the source of the Presidio's drinking water) and east to Mountain Lake, one of the few remaining natural lakes in San Francisco and one of the park's most significant natural resources. The Trust will provide for the continued health of the lake and quality of the drinking water supply by directing storm water runoff away from the adjacent watersheds, encouraging storm water infiltration, and other measures included as mitigation in the PTMP EIS.

2.2.3 Development of Trails and Bikeways

Following a four-year planning process, the Trust and the NPS adopted the Presidio Trails and Bikeways Master Plan in July 2003. The PSHH project would be compatible with and allow for improvements to existing trails and bikeways, and the development of new trail and bikeway corridors within the district consistent with this plan. The Juan Bautista de Anza National Historic Trail will be improved as a pedestrian trail along the southern and western boundaries of the site. Other key trail extensions will include the Lobos Creek Valley Trail to the west, the West Pacific/Mountain Lake Corridor to the north, the Park Boulevard Trail to the northeast, and City Bicycle Route #69 (following Battery Caulfield Road, Wedemeyer Street, and 15th Avenue). A scenic overlook and trailhead, which will include informational signs, bicycle racks, and possibly a restroom, is also proposed near the southwest corner of the site. The trail and bikeways improvements will provide a clear path system and signage, will link with surrounding destinations such as Mountain Lake and Lobos Valley, and will connect to the local and regional trails system.

2.2.4 Interpretation of Nike Missile Site and Former Marine Hospital Cemetery

Consistent with PTMP policies, both the Nike Missile Site and the former Marine Hospital Cemetery will be interpreted through wayside exhibits, signs, and/or memorials. Through historic photos and text, the Nike Missile Site exhibit will describe the site's interconnection with the other Nike sites in San Francisco and the Bay Area, and the design and mission of the entire Nike national missile defense system to provide a larger context for the Presidio's role in the Cold War era. The exhibit will also promote and direct visitors to the NPS reconstructed Nike site at Fort Barry in the Marin Headlands.

The former Marine Hospital Cemetery commemoration will honor those interred in the cemetery. The cemetery is thought to contain approximately 500 to 600 graves of seamen who had been treated in the adjacent hospital between 1885 until 1912.

2.2.5 Implementation of Transportation Demand Management Actions

With the PTMP, the Trust adopted an aggressive Transportation Demand Management (TDM) program to reduce overall reliance on the automobile. Tenants at the PHSH district will participate in the park-wide TDM program components that are sponsored by the Trust, and will be required to develop their own complementing measures. The Trust's program includes the following measures:

- Parking management program, including a parking regulation and fee program;
- A clean-fuel shuttle bus serving the entire Presidio with direct connections to MUNI and Golden Gate Transit routes;
- Guaranteed ride home program, which provides “commuter insurance” for employees using alternative forms of transportation;
- Car sharing program to provide participants with access to a vehicle without having to own a car;
- Transit pass sales coordination, including transit pass sales;
- Employee transportation survey coordination and tabulation;
- Vanpool coordination;
- Website with a section dedicated to information on transportation and commute alternatives;
- Mandatory participation and commitment to trip-reduction requirements by all non-residential tenants;
- Transit and ridesharing information disseminated on kiosks within the park, the Presidio Trust's website, and employee orientation programs;
- Event-specific TDM programs for all special events;
- Periodic monitoring of traffic volumes and mode choice among Presidio residents and employees;
- Supplementing MUNI express bus service to regional transit connections (i.e., BART and the Transbay Terminal); and
- Secure bicycle parking.

2.3 ALTERNATIVE 1: PTMP OR NO ACTION ALTERNATIVE

Alternative 1, the PTMP or No Action Alternative, would rehabilitate buildings within the PHSH district to accommodate residential and educational uses. There would be no demolition or new construction within the district, and the existing total building area of 400,000 square feet would remain in its current configuration, with the concentration of development on the lower plateau (Table 2). Battery Caulfield would continue to be used in the short term as a maintenance/corporation yard for Trust operations.² The

² Long-term uses, including active recreation or native plant habitat, could be considered in the future as a separate project.

historic portion of Building 1801 and its non-historic additions, including the seven-story end “wings,” would be rehabilitated for primarily residential use (approximately 200 units) together with the historic housing along Wyman Avenue (approximately 12 units). Some non-historic portions of Building 1801 would be used to accommodate an educational use or uses compatible with residential occupancy of the remainder of the building. Other buildings on the lower plateau would contain education-related and accessory uses. Ancillary buildings on the upper plateau, including Buildings 1818, 1819, and 1450, would be rehabilitated for a variety of office, educational, and supporting uses over time (Figure 4).

Table 2. Summary of Alternatives for the PHS Project

	ALTERNATIVE 1: PTMP OR NO ACTION ALTERNATIVE	ALTERNATIVE 2: INFILL ALTERNATIVE	ALTERNATIVE 3: NO INFILL ALTERNATIVE	ALTERNATIVE 4: BATTERY CAULFIELD ALTERNATIVE
Preservation of Historic Portion of Building 1801 and other Historic Buildings	Yes	Yes	Yes	Yes
Maximum Building Area	400,000 sf	400,000 sf	275,000 sf	362,000 sf
Proposed Uses within PHS Complex on Lower Plateau	Residential (up to 210 units) & Other Uses ^a (173,000 sf)	Residential (up to 337 units) & Other Uses ^a (28,000 sf)	Residential (up to 230 units) & Other Uses ^a (25,000 sf)	Residential (up to 192 units) & Other Uses ^a (28,000 sf)
Proposed Uses within Battery Caulfield and Existing Buildings ^b on Upper Plateau	Corporation Yard for Trust Operations (Existing Use) & Other Uses ^a (17,000 sf) within Existing Buildings	Corporation Yard for Trust Operations (Existing Use) & Residential (up to 13 units) & Other Uses ^a (2,000 sf) within Existing Buildings	Corporation Yard for Trust Operations (Existing Use) & Other Uses ^a (17,000 sf) within Existing Buildings	Residential (up to 64 units) within New Construction & Residential (up to 13 units) & Other Uses ^a (2,000 sf) within Existing Buildings
Underground Parking	No	Yes	No	No
Parking Spaces	708	475	330	233
Removal of Non-Historic “Wings” of Building 1801	No	May Include Removal of Two Top Levels of Wings	Yes	Yes
Maximum Demolition	0	48,000 sf	125,000 sf	116,000 sf
Maximum New Construction	0	48,000 sf	0	73,000 sf
Senior (Independent & Assisted Living) Units	0	0	0	155
Affordable Housing Units	0-42	0-70	0-46	0
Maximum Residential Units	210	350	230	269

Source: Presidio Trust 2003.

^a Other Uses = Mix of office/accessory uses and cultural/education-related uses. Include the retention of some existing tenants and Trust facilities.

^b Includes Buildings 1818, 1819, and 1450.

sf = square feet

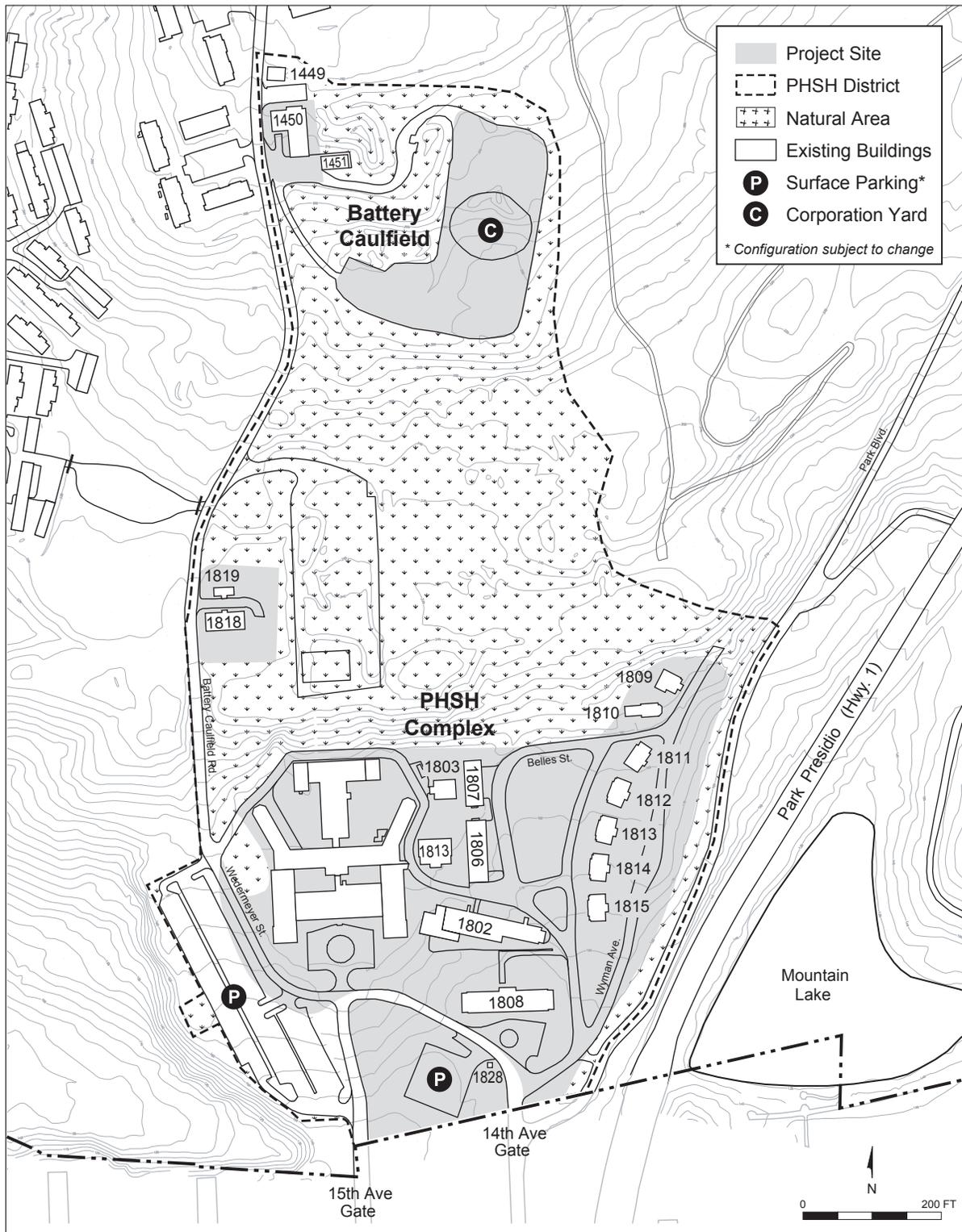


FIGURE 4. ALTERNATIVE 1: PTMP OR NO ACTION ALTERNATIVE

Source: Presidio Trust, 2003

2.3.1 Building Uses and Character

Historic and non-historic buildings within the PHSB district would be retained and rehabilitated to provide about 210 dwelling units and 190,000 square feet of non-residential (mostly educational) uses. Attention would be paid to repairing and restoring character-defining features of historic buildings and incorporating compatible adaptive uses into the buildings. Historic portions of Building 1801, along with housing along Wyman Avenue, would be rehabilitated for residential uses. Non-historic portions of Building 1801 would be used for a mix of educational and residential uses. Smaller historic structures in the district would be restored to their original design and character for cultural/educational and accessory uses. All existing non-historic buildings and additions would remain. Educational uses would include schools and/or community facilities offering educational and/or recreational programs.

2.3.2 Circulation and Parking

Road access and parking locations throughout the PHSB district would be reconfigured to ease flows, reduce auto traffic, and create a safer environment for pedestrians and residents. The 14th Avenue entrance would be reopened, and 14th and 15th Avenues would operate as a one-way couplet, providing access to and from the PHSB district and the City to the south. Roads within the site would be designed to discourage access to and from the north. However, Battery Caulfield Road would be retained for secondary access. Traffic-calming techniques would be used to slow traffic as it passes through the district. Parking and loading areas would be located to complement and minimize conflicts with adjacent areas. The large parking lot to the west of Building 1801 would be reduced in size due to remediation activities and other public access improvements. However, the parking lot on the upper plateau (now used for composting) would be reactivated in whole or in part. A total of 708 parking spaces would be provided in the district to serve proposed uses.

2.3.3 Landscaping

The alternative would incorporate plantings to better define historic open spaces and entry sequences. Landscape features and elements that would be enhanced include the hospital's front lawn and tree-lined entry roads, and the Wyman Avenue houses' landscapes and tree plantings. Landscape treatments would also be used to provide appropriate screening and visual buffers from surrounding areas.

2.3.4 Public Amenities and Access

The alternative would include amenities such as a café and restrooms for visitors. Connections to the surrounding network of trails and pathways would be made in accordance with the Presidio Trails and Bikeways Master Plan to link pedestrians and bicyclists with nearby local and regional trails and surrounding destinations such as the Presidio Golf Course, Mountain Lake, and Lobos Valley.

2.3.5 Existing Tenants

Arion Press and Lone Mountain Children's Center would remain as existing tenants in Buildings 1802 and 1806, respectively. The non-historic addition on Building 1802 may be rehabilitated for additional space.

2.3.6 Sustainability

The alternative would incorporate sustainable development and building practices consistent with the Trust's draft Green Building Guidelines. Examples of such measures would include energy conservation and efficiency strategies, indoor environmental and air quality management, and resource efficiency practices, such as construction waste management, storm water management, and water-efficient irrigation systems.

2.3.7 Construction

The duration of the building rehabilitation phase would be between two and three years, since the project may require multiple phases and development partners. The number of round trips taken by trucks onto the site is estimated to be about 1,300 during the course of rehabilitation. This represents an average of between two and three truck round trips per day, although the frequency of trips would fluctuate.

2.3.8 Financial Considerations

Alternative 1 would cost approximately \$67.0 million, not including site improvements outside the leasehold boundary such as the landscape and parking areas west of Building 1801 and utilities leading to the site. Total costs would be shared by the Trust and private development partner(s), with each party's share determined through negotiations.

Alternative 1 is financially feasible. The alternative could generate a minimum of \$1.0 million in annual base rent in 2008, the first "stabilized" year of project operation. Over the 75-year term of the lease, the alternative could generate in the area of \$323 million in total revenue to help fund preservation and enhancement of the Presidio's natural, cultural, scenic, and recreational resources.³

³To compare their revenue-generating potential, the alternatives were analyzed using a simplified and consistent set of financial assumptions, including the lease term, project financing, and the income potential of residential units of various sizes (Sedway Group/CBRE Consulting 2004). The alternative could generate more or less rent and total revenue if assumptions in the analysis were modified. For example, if the Trust's contribution to the project were increased, rents would also increase. Development and/or lease agreements negotiated for the project would determine the actual financial terms and revenue associated with the selected alternative.

2.4 ALTERNATIVE 2: INFILL ALTERNATIVE

Alternative 2, the Infill Alternative, would rehabilitate historic buildings within the PSHH district and would concentrate and locate development on the lower plateau for primarily residential use (up to 350 units total). Both the historic portion and non-historic wings of Building 1801 would be rehabilitated. Up to 48,000 square feet of non-historic buildings, including the front connector, two-story rear additions and possibly the top two stories of the non-historic wings of Building 1801, would be removed and replaced with an equivalent amount of compatible infill construction elsewhere on the lower plateau. In conformance with the PTMP planning district guidelines and the more specific draft Planning and Design Guidelines included here as Appendix A, compatible new construction would occur at the rear of Building 1801, on Belles Street (above the Central Green), and at the base of Wyman Avenue. No new buildings would be constructed at Battery Caulfield, which would remain in the short term as a Trust maintenance/corporation yard.⁴ Existing buildings on the upper plateau may be improved for residential and related uses (such as a community center) as part of the project, or may be rehabilitated by the Trust for non-residential uses over time. Square footage within the PSHH district would not exceed 400,000 square feet (Figure 5).

2.4.1 Building Uses and Character

Historic buildings within the district would be retained and rehabilitated. Non-historic buildings and existing additions would be substantially retained, but up to 48,000 square feet may be removed and replaced. Attention would be paid to repairing and restoring character-defining features and adapting the historic structures to new uses. Building 1801 would be converted into an apartment building, with a mix of studio and one- and two-bedroom apartments. The 1950s wings may be reduced in height by up to two stories. The exterior of the wings would be re-clad with materials in keeping with but distinct from the historic building. The non-historic central loggia would be removed. Two floors may be added to the rear central wing, which would remain lower in height than the main hospital building.

A new three-story apartment building would be built along the north edge of the Central Green on Belles Street. The massing and scale of the building would be modeled after nearby historic buildings but designed in a contemporary style.

The Wyman Avenue residences would be rehabilitated consistent with their original design and character and used as housing. The duplexes would remain as such, and the single-family homes would either continue as three-bedroom units or each be subdivided into two two-bedroom units. A new residential three-bedroom duplex may be built south of Building 1815 and designed in a style compatible with the group of nearby residences.

⁴ See footnote 2 above.

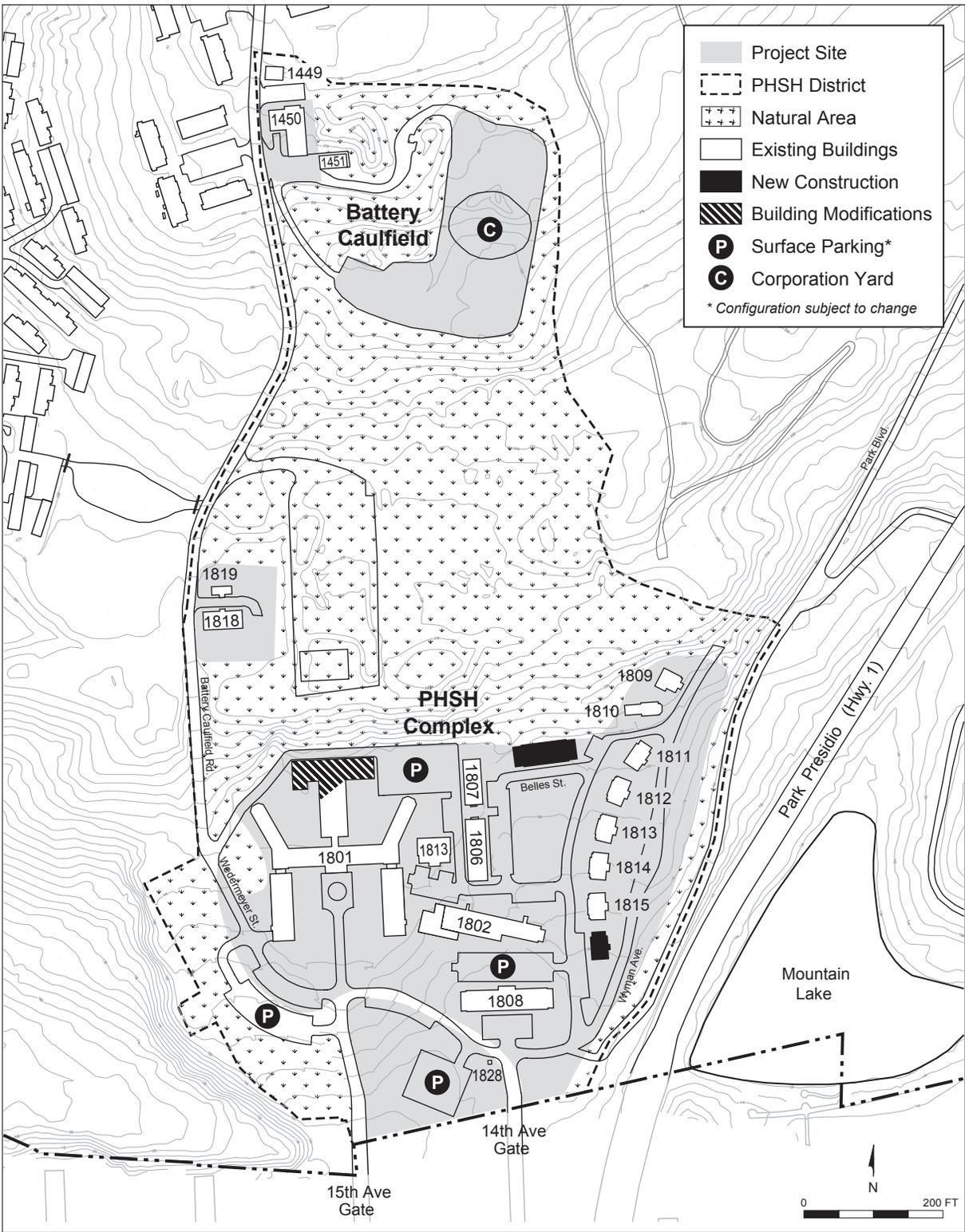


FIGURE 5. ALTERNATIVE 2: INFILL ALTERNATIVE

Source: Presidio Trust, 2003

Compatible new uses, primarily residential, would be included in the other historic buildings, and alterations to character-defining features or significant spatial configurations would be avoided.

2.4.2 Circulation and Parking

Fourteenth and 15th Avenues would operate as a one-way couplet, providing access to and from the PHS district and the City to the south (unless the Park Presidio Access Variant is implemented as discussed in Section 2.7, below). Access to the district from other parts of the Presidio would continue along Battery Caulfield Road. Through-traffic would be discouraged, however, by reconfiguring the road west of the PHS. Traffic-calming techniques would be used to slow traffic as it passes through the site.

Parking and loading areas would be located to complement and minimize conflicts with adjacent areas, and parking would be condensed on small lots convenient to building access points on the lower plateau. An underground parking garage with approximately 84 spaces would be located on the lower plateau below the courtyard between the wings of Building 1801. The parking lot to the west of Building 1801 would be reduced in size and reconfigured to discourage cut-through traffic on Battery Caulfield Road. The parking lot would be incorporated in the Landfill 10 site remedy. Depending on the size of this lot, a new parking lot may be developed between Buildings 1802 and 1808 to serve the residents of Building 1801. In the residential neighborhood surrounding the Central Green, parking spaces would be located in a combination of small garages in the new construction and small surface lots. On-street parking would be provided along many of the streets to accommodate visitors and guests. Alternative 2 would accommodate up to 475 spaces, including 457 on the lower plateau and 18 adjacent to Building 1450. The large parking lot on the upper plateau would not be reused.

2.4.3 Landscaping and Habitat Restoration

Alternative 2 would include a new landscape design compatible with the historic landscape of the district and with the VMP as amended. Major trees and significant stands that frame views and articulate open space would be retained. The existing entry drive to Building 1801 would be preserved, and the lawn in front of the building would reflect the historic character of the site while accentuating a well-defined entry court. The formal front lawn would be developed with paths and trees. The historic character of the Central Green and Wyman Avenue residences would be maintained with lawns and trees.

Trees would be planted near the south entrance to the project to create a buffer between the project and the adjacent residential area. Dune scrub vegetation would be planted in the area west of the reconfigured parking lot along the west side of the project. The woodland area to the east of the Wyman Avenue residences along Park Presidio Boulevard would be enhanced. Landscaping within the district would not include use of invasive non-native species that could compete with sensitive plant species on the upper plateau.

2.4.4 Public Amenities and Access

Alternative 2 would include outdoor amenities, a recreation center, and a small retail outlet (convenience store, coffee shop, dry cleaner counter, etc.) in Building 1805 to serve the project and nearby neighborhood. The alternative also assumes improvements to existing and proposed trails, including the Juan Bautista de Anza National Historic Trail, the West Pacific/Mountain Lake Corridor, and the Lobos Creek Valley Trail, to improve bicycle and pedestrian circulation and connect the Presidio trail system to the existing regional network in accordance with the Presidio Trails and Bikeways Master Plan.

2.4.5 Existing Tenants

Arion Press and Lone Mountain Children's Center would remain as existing tenants in Buildings 1802 and 1806, respectively. The non-historic addition on Building 1802 may be either removed or rehabilitated for additional space. The program at the Lone Mountain Children's Center may be expanded by including Building 1805.

2.4.6 Sustainability

The alternative would incorporate sustainable development and building practices. The "Green Building" measures would be consistent with the Trust's draft Green Building Guidelines and would qualify for a Leadership in Energy and Environmental Design (LEED) rating, indicating a high level of sustainable design. Examples of such measures would include energy conservation and efficiency strategies, indoor environmental and air quality management, and resource efficiency practices, such as construction waste management, storm water management, and water-efficient irrigation systems.

2.4.7 Construction

The duration of the construction phase would be between 22 and 24 months, potentially excluding rehabilitation of Buildings 1450, 1818, and 1819, which could be deferred to a later date. The number of round trips taken by truck onto the site is estimated to be up to 4,000 during the course of construction. Approximately 40 to 50 percent of these trips would be related to excavation for and construction of underground parking. The total represents an average of about five to eight truck round trips per day. The frequency of trips would fluctuate, however, with the most trips (as many as 50 round trips per day) occurring during demolition and excavation. Trips are expected to decrease during concrete construction and again during construction of the interiors. On-site reuse of demolition debris, which would reduce the number of truck trips during that phase, would be explored.

2.4.8 Financial Considerations

Alternative 2 is financially feasible. It would cost approximately \$84.8 million, not including site improvements outside the leasehold boundary such as the landscape and parking areas west of Building

1801 and utilities leading to the site. Total costs would be shared by the Presidio Trust and private development partner(s), with each party's share determined through negotiations.

Alternative 2 could generate a minimum of \$1.0 million in annual base rent in 2008, the first stabilized year of project operation. Over the 75-year term of the lease, the alternative could generate in the area of \$253 million in total revenue to help fund preservation and enhancement of the Presidio's natural, cultural, scenic, and recreational resources.⁵

2.5 ALTERNATIVE 3: NO INFILL ALTERNATIVE

Alternative 3, the No Infill Alternative, would rehabilitate historic buildings within the PHSB district, remove the non-historic wings of Building 1801 and other non-historic buildings and additions, and provide no replacement construction at Battery Caulfield or elsewhere within the district. Total square footage in the district would decrease to about 275,000 square feet. Buildings would be rehabilitated for primarily residential use (up to 230 units). The Battery Caulfield site would remain in the short term as a Trust maintenance/corporation yard.⁶ Outlying buildings would continue to serve as Trust maintenance facilities in the short term, and would be rehabilitated for non-residential uses over time (Figure 6).

2.5.1 Building Uses and Character

Historic buildings within the district would be retained and rehabilitated. Attention would be paid to repairing and restoring character-defining features and adapting the historic structures to new uses. Building 1801 would be converted into an apartment building, with a mix of studio and one-bedroom apartments. The Wyman Avenue residences would be rehabilitated consistent with their original design and character and used for housing. New uses, primarily residential, would be included in the other historic buildings, and character-defining features or original spatial configurations would be preserved.

2.5.2 Circulation and Parking

Fourteenth and 15th Avenues would operate as a one-way couplet, providing access to and from the PHSB district and the City to the south (unless the Park Presidio Access Variant is implemented as discussed in Section 2.7, below). Roads within the site would be designed to discourage cut-through traffic, with Battery Caulfield Road retained for secondary access. Traffic-calming techniques would be used to slow traffic as it passes through the district. Parking and loading areas would be located to complement and minimize conflicts with adjacent areas. The large parking lot on the upper plateau would not be reused. The parking lot to the west of Building 1801 would be reduced in size in coordination with remediation activities and public access improvements. A total of 330 parking spaces would be provided to serve proposed uses.

⁵ See footnote 3 above.

⁶ See footnote 2 above.

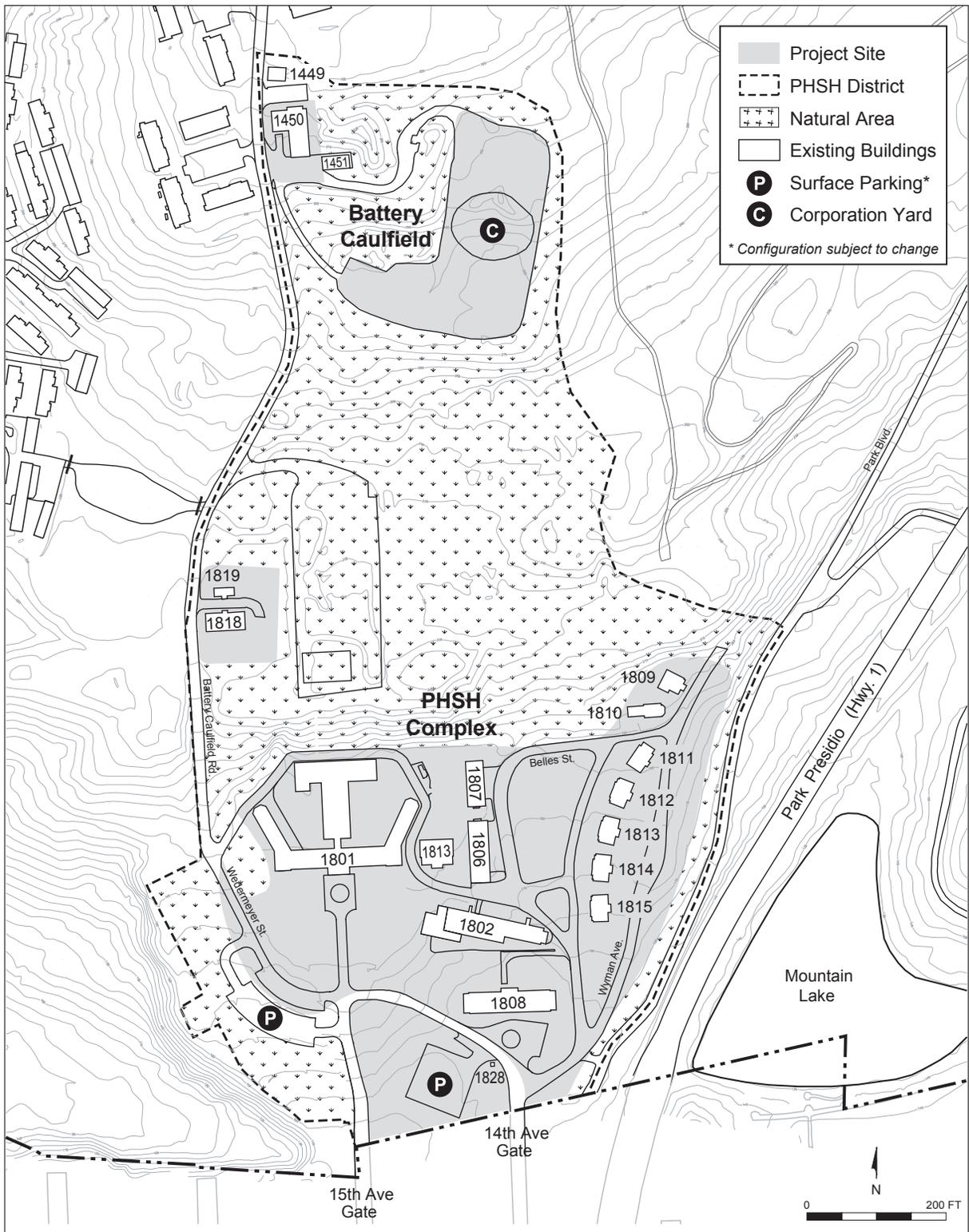


FIGURE 6. ALTERNATIVE 3: NO INFILL ALTERNATIVE

Source: Presidio Trust, 2003

2.5.3 Landscaping and Habitat Restoration

The alternative would incorporate plantings to better define historic open spaces and entry sequences. Landscape features and elements that would be enhanced include the hospital's front lawn and tree-lined entry roads and the Wyman Avenue houses' landscapes and tree plantings. Landscape treatments would also be used to provide appropriate screening from surrounding areas.

2.5.4 Public Amenities and Access

The alternative would include amenities such as a café and restrooms for visitors in Building 1805. Important trails that intersect in the district would be improved to connect to the network of nearby local and regional trails. These trails include the Juan Bautista de Anza National Historic Trail, the West Pacific/Mountain Lake Corridor, and the Lobos Creek Valley Trail.

2.5.5 Existing Tenants

Arion Press and Lone Mountain Children's Center would remain as existing tenants in Buildings 1802 and 1806, respectively.

2.5.6 Sustainability

The alternative would incorporate sustainable development and building practices consistent with the Trust's draft Green Building Guidelines. Examples of such measures would include energy conservation and efficiency strategies, indoor environmental and air quality management, and resource efficiency practices, such as construction waste management, storm water management, and water-efficient irrigation systems.

2.5.7 Construction

The duration of the building rehabilitation phase would be approximately 17 months, possibly excluding Building 1450 and other outlying buildings (see Alternative 2 above). The number of round trips taken by trucks onto the site is estimated to be about 1,580 for demolition and 540 during the course of rehabilitation. This represents an average of about five truck round trips per day, although the frequency of trips may fluctuate. On-site reuse of demolition debris, which would reduce the number of truck trips during that phase, would be explored.

2.5.8 Financial Considerations

Alternative 3 is financially feasible. It would cost approximately \$55.0 million, not including site improvements outside the leasehold boundary such as the landscape and parking areas west of Building

1801 and utilities leading to the site. Total costs would be shared by the Presidio Trust and private development partner(s), with each party's share determined through negotiations.

Alternative 3 could generate a minimum of \$1 million in annual base rent in 2008, the first stabilized year of project operation. Over a 75-year lease term, the alternative could generate in the area of \$207 million in total revenue to help fund preservation and enhancement of the Presidio's natural, cultural, scenic, and recreational resources.⁷

2.6 ALTERNATIVE 4: BATTERY CAULFIELD ALTERNATIVE

Alternative 4, the Battery Caulfield Alternative, would rehabilitate historic buildings within the PHSH district, and remove the non-historic wings of Building 1801 and replace them with new construction at Battery Caulfield. The alternative would include a mix of senior housing (age-restricted independent living), assisted living facilities, and conventional dwelling units at the lower plateau, and conventional dwelling units at Battery Caulfield. Rehabilitation of the historic buildings, including a portion of Building 1801, would accommodate approximately 192 units. Several non-historic buildings totaling 116,000 square feet, including Building 1803 and the wings and connector in front of Building 1801, would be removed and replaced with about 73,000 square feet of compatible new residential construction, including a 14,000-square-foot building (14 units) on Belles Street above the Central Green within the lower plateau, and 56,000 square feet within Battery Caulfield (up to 64 units) (Figure 7). Building area in the district would not exceed 362,000 square feet.

2.6.1 Building Uses and Character

Historic buildings within the PHSH district would be retained and rehabilitated for new uses, with attention paid to preserving character-defining features. Building 1801, with 125 units, would be converted into housing for independent seniors, and would include studios and one- and two-bedroom apartments equipped with small kitchens. Building 1808 would be renovated as an assisted living residence with 30 units. With the exception of Buildings 1802 and 1806, which would accommodate Arion Press and Lone Mountain Children's Center, and Building 1819, which would be converted into an art studio for local residents, all remaining buildings in the district would accommodate residential uses.

A new three-story apartment building would be built along the north edge of the Central Green on Belles Street. The massing and scale of the building would be modeled after nearby historic buildings, but it would be contemporary in design.

The existing Wyman Avenue residences would be rehabilitated consistent with their original design and character. Buildings 1809 and 1810 would be subdivided, retaining original fenestration on the exterior with alterations to the interior to accommodate the additional units.

⁷ See footnote 3 above.

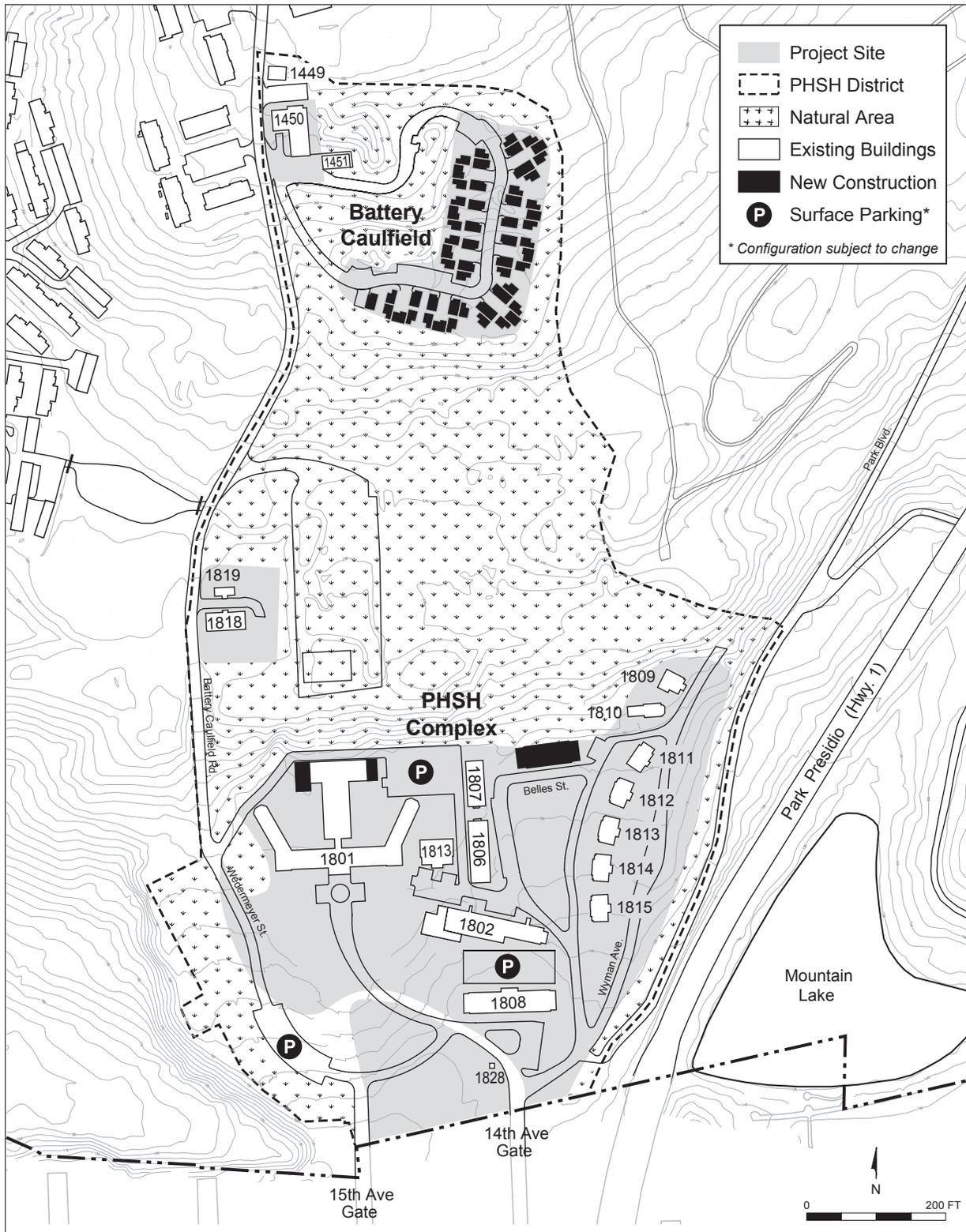


FIGURE 7. ALTERNATIVE 4: BATTERY CAULFIELD ALTERNATIVE

Source: Presidio Trust, 2003

The character of housing proposed for construction at Battery Caulfield would be distinct from that of the lower plateau. The two-story buildings would be similar in scale to the existing Wyman Avenue duplexes and designed to look like single residential structures. Housing would be clustered along a loop road that winds along the sloping site.

2.6.2 Circulation and Parking

Fourteenth and 15th Avenues would operate as a one-way couplet, providing access to and from the PHS district and the City to the south (unless the Park Presidio Access Variant is implemented as discussed below). The 14th Avenue entrance road would be reconstructed to recreate the historic entry road alignment. Wedemeyer Street would be re-routed farther south, creating a new intersection and left turn intended to reduce cut-through traffic.

Parking would be condensed on small lots convenient to building access points on the lower plateau. The large parking lot on the upper plateau would not be reused. The lot to the west of Building 1801 would be downsized and reconfigured to discourage cut-through traffic on Battery Caulfield Road. The parking lot adjacent to the 14th Avenue Gate would be eliminated. Senior parking would be located near building entries in surface lots to the rear of Building 1801 and between Buildings 1802 and 1805. In the residential neighborhood surrounding the Central Green, parking spaces would be located in a combination of small garages in the new construction and small surface lots. On-street parking would be provided along many of the streets to accommodate visitors and guests. Parking within Battery Caulfield would be accommodated mostly in the buildings themselves. Guest parking would be provided by on-street parking spaces along the loop road leading to the buildings. Alternative 4 would include up to 233 spaces, consisting of 132 on the lower plateau and 101 on the upper plateau (including Buildings 1818 and 1819).

2.6.3 Landscaping and Habitat Restoration

Alternative 4 would include a new landscape design compatible with the historic landscape of the district and with the Presidio VMP as amended. Major trees and significant stands that frame views and articulate open space would be retained. The lawn in front of Building 1801 would reflect the historic character of the site while accentuating a well-defined entry court. The formal front lawn would be developed with paths and trees. The historic character of the Central Green and Wyman Avenue residences would be maintained with lawns and trees. The landscape design at Battery Caulfield would incorporate native plants compatible with the surrounding natural vegetation.

Trees would be replanted near the south entrance to the project to create a buffer between the project and the adjacent residential area. Dune scrub vegetation would be restored in the area west of the reconfigured parking lot along the west side of the project. The woodland area to the east of the Wyman Avenue residences along Park Presidio Boulevard would be improved. Landscaping within the district would not include use of invasive non-native species that could compete with sensitive plant species on the upper plateau.

2.6.4 Public Amenities and Access

The alternative would include a recreation center and district- and neighborhood-serving retail spaces in Building 1805, including a small convenience store, a coffee shop, and a pick-up/drop-off dry cleaning counter. The recreation center would provide wellness programs for seniors and residents of the surrounding community. The alternative also assumes key trail extensions to segments of the Juan Bautista de Anza National Historic Trail, the West Pacific/Mountain Lake Corridor, and the Lobos Creek Valley Trail that would connect with the existing regional network and other key features of the Presidio in accordance with the Presidio Trails and Bikeways Master Plan.

2.6.5 Existing Tenants

Arion Press and Lone Mountain Children’s Center would be retained as tenants in Buildings 1802 and 1806, respectively. The non-historic addition on Building 1802 may be either removed or rehabilitated for additional space.

2.6.6 Existing Battery Caulfield Uses

The Trust’s building and landscaping materials at the Battery Caulfield corporation yard would be consolidated and moved to Battery Dynamite in the Fort Scott area. NPS use of the yard for equipment and materials would be eliminated.

2.6.7 Sustainability

The alternative would incorporate sustainable development and building practices. The “Green Building” measures would be consistent with the Trust’s draft Green Building Guidelines and would qualify for a LEED rating. Examples of such measures would include energy conservation and efficiency strategies, indoor environmental and air quality management, and resource efficiency practices, such as construction waste management, storm water management, and water-efficient irrigation systems.

2.6.8 Construction

The duration of the construction phase would be about 20 months. The number of round trip truck trips onto the site is estimated to be approximately 2,200 during the course of construction, with an average of about five truck round trips per day for the 20-month duration. The frequency of trips would fluctuate, with the most trips (up to 20 truck round trips per day) occurring during demolition and excavation. Trips are expected to decrease during concrete construction and decrease more during construction of the interiors. Reuse of demolition debris on-site, which would reduce the number of truck trips during that phase, would be explored.

2.6.9 Financial Considerations

Alternative 4 is financially feasible. It would cost approximately \$75.6 million, not including site improvements outside the leasehold boundary such as the landscape and parking areas west of Building 1801 and utilities leading to the site. Total costs would be shared by the Presidio Trust and the private development partner(s), with each party's share determined through negotiations.

Alternative 4 could generate a minimum of \$1.0 million in annual base rent in 2008, the first stabilized year of project operation. Over the 75-year term of the lease, the alternative could generate in the area of \$274 million in total revenue to help fund preservation and enhancement of the Presidio's natural, cultural, scenic, and recreational resources.⁸

2.7 PARK PRESIDIO ACCESS VARIANT

Under Alternatives 2, 3, and 4, vehicular access to the site could be altered with approval and construction of a new intersection on Park Presidio Boulevard (Highway 1). Because this intersection would require approval by Caltrans, which has yet not been secured, the intersection is described and evaluated in this environmental assessment as a "variant" of the action alternatives. The Trust strongly supports this variant and has requested Caltrans' support.

The Park Presidio Access Variant would construct a new signalized intersection approximately 400 feet north of the current intersection of Lake Street and Park Presidio Boulevard (Figure 8) and would make operational changes to 14th and 15th Avenues. Internal Presidio roadways (e.g. Wyman, Brown) would be reconfigured in the immediate vicinity to accommodate these changes.

The new intersection would allow traffic traveling southbound on Park Presidio Boulevard to enter the PHS site directly via a right turn, and would provide virtually all traffic exiting the PHS site with direct access to northbound or southbound Park Presidio Boulevard.⁹ Rather than operating as they do today, or as a one-way couplet as proposed in the PTMP and Alternative 1, the 14th and 15th Avenue Gates would both allow inbound (northbound) Presidio access only.

Installation of a traffic signal would not require widening of Park Presidio Boulevard but would require reconfiguration of traffic lanes in two ways. First, in the northbound direction, the existing three-lane configuration north of Lake Street would be extended about 350 feet and through the new intersection, so that traffic in the right-hand lane would have a total of about 600 feet before merging left. Second, in the southbound direction, the three-lane configuration that currently begins about 200 feet before Lake Street would begin about 400 feet earlier, and before the new intersection. These changes in lane configuration would effectively extend existing non-standard highway conditions, wherein traffic uses the full width of the roadway without provision of standard shoulders. Sign and lighting changes on the highway and

⁸ See footnote 3 above.

⁹ While Wedemeyer Street and Battery Caulfield Road would still permit some traffic exiting the project site to travel north through the Presidio, changes to the configuration of these roads at the site are proposed to slow traffic and discourage their use by motorists heading to the Golden Gate Bridge.

within the Presidio would be required. In addition, some grading would be required within the Presidio, and the retaining wall on the west side of Park Presidio Boulevard could require modification.

Operationally, no pedestrian or bicycle use would be permitted at the new intersection. Pedestrian and bicyclists would continue to be accommodated via the exclusive multi-use trail that connects the PHS district to Mountain Lake Park under Highway 1, or at Lake Street (SF Bicycle Route No. 10). The new intersection would act as a transition point between the free-flow conditions of Highway 1 and the signalized Park Presidio Boulevard. In providing this transition point, the new intersection would improve pedestrian and bicycle safety at Lake Street because traffic would be slowed by the new traffic signal before it reached the bike lanes along Lake Street or the Park Presidio crosswalk.

The cost of the Park Presidio Access Variant has been estimated at around \$1 million, and could be shared by the Trust and its private development partner(s). Further discussion of operational issues associated with this variant is included in the Transportation discussion in Section 3.2 of this document.

2.8 OTHER ALTERNATIVES

A number of other alternatives have been suggested for the PHS district since the hospital closed in 1981, and a number of additional alternatives were requested during the scoping process for this EA. The following section briefly summarizes these other alternatives. In each case, the text indicates whether the alternative has been eliminated from detailed examination, and if so why. Where requested alternatives are being considered, the text explains how they fall within the range of alternatives that are being reviewed in this EA.

2.8.1 Alternatives Suggested Pre-1989

In 1988, a year before the decision was made to close the Presidio as an Army post but seven years after the Public Health Service vacated the site, the CCSF received a ten-year lease option on the PHS property from the U.S. Army. At that time, a study was prepared for the CCSF to determine the feasibility of converting the PHS into a long-term treatment facility for AIDS patients. The result of the study was the “Reactivation Plan” submitted in 1990 (Fong & Chan Architects).

Ultimately, the CCSF declined to exercise its lease opt for the PHS, presumably because the Reactivation Plan concluded that the costs of seismic upgrade of the facility for acute health care would be substantial. More recent suggestions that the PHS buildings be used for medical purposes have been rejected for similar reasons. In addition, medical use is inconsistent with both the 1994 NPS management plan for the Presidio and the subsequent PTMP adopted in 2002.

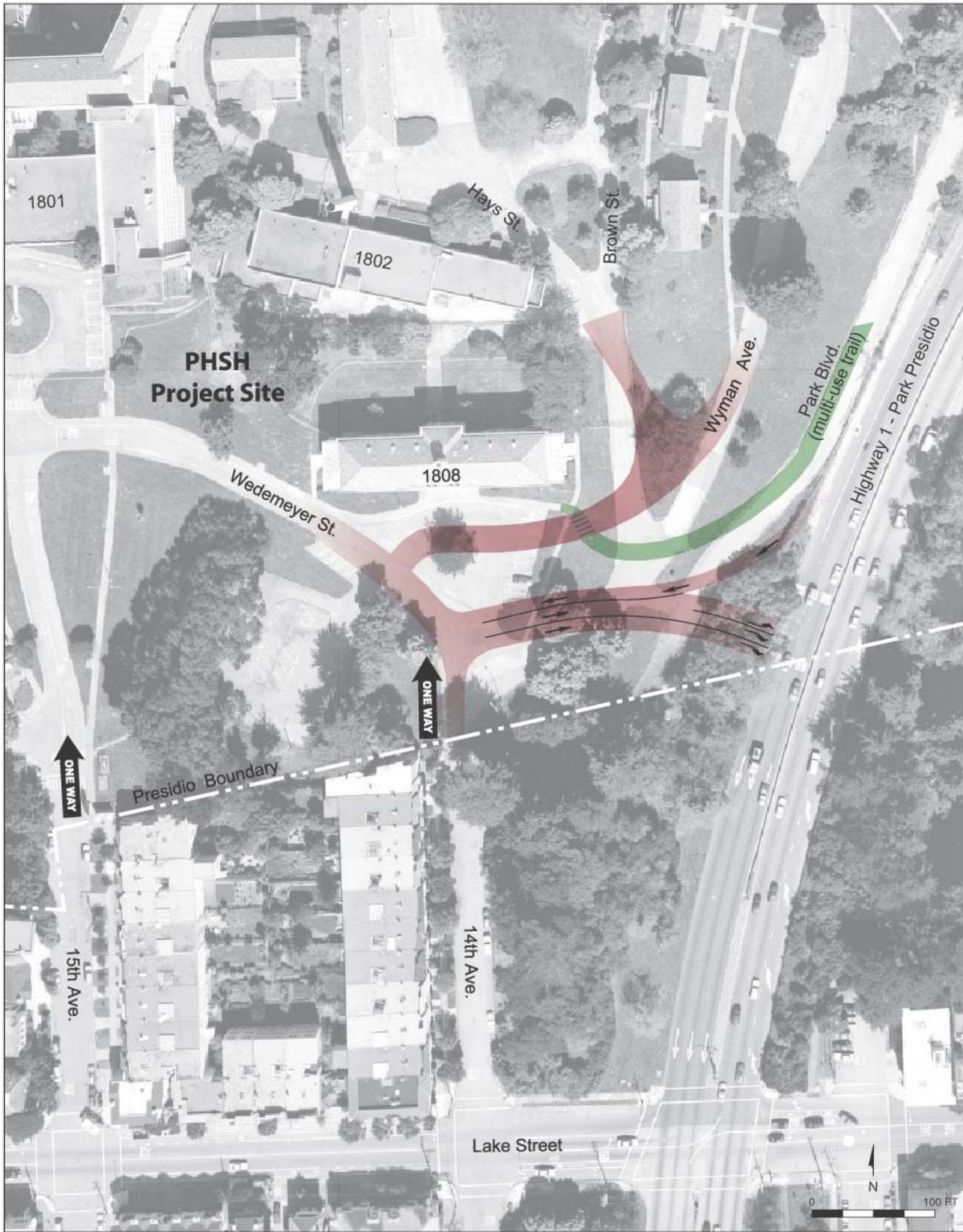


FIGURE 8. PARK PRESIDIO ACCESS VARIANT

Source: Presidio Trust, 2003

2.8.2 1994 GMPA FEIS Alternatives

Following the base closure announcement in 1989, the NPS considered four alternatives for the Presidio, including a number of options for the PHSB district. Under two GMPA EIS alternatives (Alternatives B and C), the PHSB would have been turned over to the federal GSA for disposal as surplus property. No site improvements would have been made prior to disposal, but new private development would have been allowed if compatible with the historic setting and structures.

These proposals to sever the PHSB site and sell off the land were rejected by the NPS in 1994. The same proposals today would be inconsistent with the Presidio Trust Act because the Trust cannot sell property transferred to it and is obligated to protect the integrity of the NHLD.

Under the adopted NPS plan (Alternative A) and one other alternative (Alternative D), the PHSB district was to be rehabilitated as an education and conference center and might have served as an international school or a youth job training center. Under the GMPA, the 1950s wings of the main hospital building were to be removed, and under Alternative D they would have been retained. Non-historic buildings totaling 4,500 square feet would have been removed, and new construction of up to 20,000 square feet would have been permitted. Under the adopted plan, “if a suitable tenant could not be found for the hospital, the building would be removed and the site returned to open space.” Residences on Wyman Avenue and dormitories such as Buildings 1808 would have been used to support educational and conferencing activities. Natural areas and water resources would have been protected. The planning approach in the GMPA was later modified in the PTMP to allow more leasing flexibility and because public comment favored a residential or mixed use approach to the site.

2.8.3 PTMP EIS Alternatives

The PTMP EIS included seven alternatives for Area B of the Presidio, including the adopted GMPA and the adopted PTMP. In these alternatives, various treatments of the PHSB district were considered. As described above, the GMPA Alternative considered removing the non-historic wings and reusing the remainder of the site for educational and/or conferencing activities with limited, supporting residential use, and up to 20,000 square feet of new construction. Under this alternative, the district would have included about 290,000 square feet of built space. Another alternative (Final Plan Variant) considered the same scenario without the possibility of new construction, for a total of 270,000 square feet in the district. The Resource Consolidation Alternative considered removing all buildings within the district and returning the entire area to open space. A third and fourth alternative (Sustainable Community and Cultural Destination) envisioned mostly residential use and possibly a small increment of additional building area (400,000 to 410,000 square feet). The last alternative (Minimum Management) considered a mix of office, institutional, and residential uses in the existing buildings (400,000 square feet).

The Final Plan Alternative in the PTMP EIS assumed 400,000 square feet of developed space in the PHSB district, consisting of 190,000 square feet of educational space, 200,000 square feet of residential space, and 10,000 square feet of lodging/conference space. The adopted Plan provided the flexibility to

consider up to a maximum of 400,000 square feet in residential and educational use at unspecified intensities, as long as the mix resulted in no environmental consequences beyond those identified in the PTMP EIS. The PTMP Record of Decision (ROD) notably rejected the Resource Consolidation Alternative in part because it proposed demolition of all buildings in the PHS district, thus impairing the integrity of the NHLD (Presidio Trust 2002c). Instead, the ROD selected an alternative with a mix of residential and educational uses and called for residential use of Building 1801. In doing so, the adopted PTMP implicitly rejected other planning approaches that envisioned intensive use of the site for office, conferencing, or primarily educational uses.

2.8.4 Reuse as a Hospital

Under state law, San Francisco's hospitals have limited time to upgrade their facilities to meet stringent seismic safety standards. As a result, those who operate the hospitals, including the California Pacific Medical Center, UCSF, and San Francisco General Hospital, have been charged with identifying potential replacement sites for some or all of their facilities. The PHS site is occasionally mentioned or considered as one such potential site. The Trust has eliminated this option from consideration because of the potential size of this land use and its likely traffic impacts, and because it is inconsistent with the PTMP, the adopted management plan for the area.

2.8.5 Demolition of Building 1801

Although the PTMP allows the Trust to consider removal of the PHS if a suitable tenant cannot be found to undertake its rehabilitation, this suggestion is not currently being considered. In fact, within the RFQ and RFP prepared for the PHS in early 2003, the Trust *required* preservation of historic portions of Building 1801. The Trust took this approach despite the fact that demolition and replacement construction would have resulted in a greater financial return, and despite the fact that some potential developers declined to submit qualifications due to their difficulty in meeting this requirement.

By requiring building rehabilitation and reuse, the Trust believes it is fulfilling its obligation to preserve the cultural and historic integrity of the NHLD. Offering the property for lease is a reasonable way to determine whether retention and rehabilitation of the hospital building is feasible.

2.8.6 Alternatives Requested During Scoping

No Development at Battery Caulfield – A number of commenters advocated removing the Battery Caulfield site from consideration for development and restoring the site as a natural area. They stated their belief that the environmental impact of construction at Battery Caulfield would be so significant that additional analysis and review would need to be undertaken.

Battery Caulfield is identified in the PTMP as a previously disturbed site (developed by the U.S. Army as the site of underground missile silos), and the possibility of future development at Battery Caulfield was left open in the PTMP subject to later, more detailed analysis. The option of no development at Battery

Caulfield continues to be considered as part of Alternatives 1, 2, and 3 within this EA. Under each of these alternatives, the site would remain in its current use as a maintenance or corporation yard for the present but could be converted to open space (natural area or recreational area) under a separate project sometime in the future. Construction at Battery Caulfield is assessed as part of Alternative 4 within this EA, and has not been shown to result in new significant impacts warranting additional environmental analysis, although conformance with PTMP mitigation measures would be required.

Minimal Development on Lower Plateau – A number of commenters requested a “variant” of Alternative 3 allowing a limited amount of new construction on the lower plateau (e.g., up to 25,000 square feet). They suggested that this variant should be considered in the event that a development team can show that a particular construction project, such as an addition to the back of Building 1801 or a low building east of the building, would enhance the revitalization of the district. The variant would consist of removal of the non-historic wings, no construction at Battery Caulfield, and up to 25,000 square feet of new construction, for a total of up to 300,000 square feet of development overall within the district.

The proposed Alternative 3 “variant” with demolition of the non-historic wings and limited replacement construction on the lower plateau is encompassed within and being analyzed as part of the existing range of alternatives included in the EA. Thus, the variant requested can be fully considered as among the alternatives available for selection on the basis of the current EA, and its impacts would fall between those associated with Alternative 2 and Alternative 3.

Professional Office Complex or Commercial Retail Center – As requested by one individual during scoping, these alternatives would provide for the rehabilitation of some or all of the buildings for development as a complex for small businesses or a “shopping mall.” These suggested alternatives are inconsistent with PTMP, the adopted management plan for the district, and would generate substantially more traffic and parking demand than other alternatives being considered. For both reasons, the proposed alternative has not been analyzed in detail.

Supportive Housing or 100-Percent Affordable Housing – During scoping, one individual suggested that the PSHS should be rented to the CCSF or other public or private entity for use as “supportive housing for homeless singles, single-parent and other homeless families, etc. whose lives can be expected to benefit curatively from onsite medical, psychiatric and social services.” The commenter’s suggestion is similar to a reuse alternative considered and rejected more than a decade ago because of financial infeasibility. As a result, the alternative has not been carried forward for detailed analysis in this EA.

Trust as Developer Alternative – Two individuals during scoping suggested that the Trust itself undertake rehabilitation of buildings in the PSHS district, and then lease the buildings directly without involvement by a private development partner. This strategy would mean the Trust could create a greater revenue stream from leasing within the district, but would require the Trust to invest between \$57 and \$82 million up front before any revenue stream could be realized. Because the Trust does not have the required capital dollars available for present or near-term investment, this alternative has been eliminated from detailed analysis. The Trust will, however, consider investing some capital in the project during negotiations with a private development partner(s) in order to enhance revenues generated for the

Presidio. As explained in the PTMP (page 121), the Trust will combine and balance the strategies of Trust and third-party investment over time.

100-Percent Senior Housing Alternative – A number of scoping commenters suggested that the Trust pursue a project consisting entirely of senior housing, with the assumption that senior housing would result in the fewest transportation impacts. Senior housing (age-restricted independent living and assisted living) has been incorporated within the range of alternatives and is being evaluated as part of Alternative 4. In addition, the Transportation analysis in Section 3.2 of this EA describes the difference between senior housing and other housing in terms of traffic and parking demand.

Offices for USPP, FBI, IRS, or Secret Service / Department of Labor Job Training Center – The suggestions to rehabilitate the PSHH for government office and training space were made by separate individuals. The proposed reuse alternatives have been eliminated from further analysis because of inconsistencies with the PTMP, and because it is highly unlikely that the federal government would have the large sums required for the needed capital improvements to the district's historic buildings. Without tenant financing of the needed improvements, the Trust would need to act as the developer, an option that is not being pursued for the reasons stated above.

2.9 PREFERRED ALTERNATIVE

Alternative 2 has been identified as the Trust's proposed action or Preferred Alternative because information and analysis presented in this EA demonstrate that it would represent a moderate approach, falling between Alternative 1 and Alternatives 3 and 4 in terms of (a) potential transportation impacts, (b) potential visual improvements to the site, and (c) income generation potential. Also, Alternative 2 would be more sustainable in the sense that it would result in less demolition and reuse more existing building space than Alternatives 3 and 4. Finally, Alternative 2 has the potential to generate more revenue than Alternatives 3 and 4 without substantially greater impacts.

Selection of a preferred alternative does not indicate a final decision or commitment to approve or execute a project identical to that alternative. Rather, following developer selection and release of the EA, the Trust will solicit public input and also will begin developer negotiations, using both the EA and the comments received to inform the specifics of the final project. The NEPA requires that no approvals may be granted and no lease or development agreement may be signed until the public comment period is over and the environmental review process is complete. The project ultimately selected for implementation may combine various elements of the alternatives or may fall within the range they represent.