

# ALTERNATIVES

and related expenses beyond this would be provided only if funded by outside sources. Buildings would be leased to GMPA mission-related tenants only. No tenants would be accepted that would require a continuing operating subsidy. Based on proposed land use intensities, the Variant would attract up to about 16,100 daily visitors and about 5.9 million visitors annually.

## 2.6.7 RECREATION

Under this alternative, existing recreational opportunities would be retained and utilized by a wide range of visitors. The Presidio's existing built recreational facilities would continue to be open to the public, including the swimming pool, bowling center, ball fields, golf course, tennis courts, and gymnasiums. The ballfields at Fort Scott would be converted to an expanded parade ground, available for informal play and as an assembly area. The Morton Street and Pop Hicks ballfields would be removed for the restoration of Tennessee Hollow. Many landscaped areas and small open spaces would be maintained for passive recreation. Larger open spaces would be improved for visitor use and enjoyment. The Rob Hill group camping area would be redesigned and upgraded to improve camping and interpretive experiences. Visitors would be introduced to ways to enjoy the outdoors in a safe, low-impact manner to protect natural and cultural resources. Recreation programs would be offered by park rangers or park partners. Recreational activities would vary so that people could share their experiences with others, by receiving instruction or by assisting people less knowledgeable than themselves.

## 2.6.8 COMMUNITY/HOUSING

The Final Plan Variant would not include any new construction. Demand for housing by Presidio-based employees would be periodically assessed and would be met solely through subdivision of existing residential space and conversion of non-residential buildings, resulting in a maximum of about 1,110 units. Similar to the Final Plan Alternative, Wherry Housing would be removed in phases to support the recovery of the San Francisco lessingia, restore native dune scrub habitat, and increase open space. Housing at East and West Washington could be removed in the future if deemed appropriate by further study. The same units proposed for removal in these neighborhoods under the Final Plan would be removed under the Variant. Lodging would be provided at the Main Post and Fort Scott with no lodging at

Crissy Field. Under the Final Plan Variant, the residential population by 2020 would number approximately 2,630. Based upon standard employment densities, the number of employees would reach an estimated 6,630 in 2020.

## 2.6.9 TRANSPORTATION

The Final Plan Variant would reduce the number of parking spaces to an initial parking supply of 7,830 parking spaces, 1,340 fewer spaces than the Final Plan Alternative, and approximately the same number of spaces as the No Action Alternative (GMPA 2000). The Variant would attempt to reduce parking demand to equal the reduced parking supply and would implement an aggressive transportation demand management program, similar to the Final Plan Alternative, including market rate parking fees.

## 2.6.10 INFRASTRUCTURE

Conservation measures would be implemented as described under the No Action Alternative (GMPA 2000).

## 2.6.11 FINANCE<sup>4</sup>

Financial modeling assumptions of the Final Plan Variant are the same as those for the Final Plan Alternative, except Park program expenditures would be \$2 million annually, and 36 percent of all non-residential space is scheduled for use by mission-based tenants and partners providing programs to park visitors.

Revenues associated with this Variant would cover expenses in 2013 without further need for Congressional appropriations, with estimated completion of the capital program (estimated at \$614 million) for building rehabilitation and park improvements in approximately 2035. The capital program under the Final Plan Variant is estimated to be completed in approximately 2045.

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<sup>4</sup> Key terms (revenues, program costs, financing costs, capital costs, capital replacement fund (reserves), and self-sufficiency) are defined in the glossary to aid in the understanding of financial concepts. The financial planning model uses common assumptions to determine the relative financial performance of each alternative in terms of revenue generation and resulting time required to complete the capital program and fund reserves.

The Final Plan Variant would be negatively impacted by decreases in market rent or increases in capital costs, but not to the same extent as the No Action Alternative (GMPA 2000). If non-residential rental revenues decline by 10 percent and residential revenues decline by 5 percent, and if all other modeling assumptions remain constant, this alternative would remain self-sufficient and sustainable, although reduced revenues would result in slim operating margins after 2013 and the implementation phase would be extended about 15 years.

## **2.7 RESOURCE CONSOLIDATION ALTERNATIVE**

### **2.7.1 CONCEPT**

Under the Resource Consolidation alternative, the Presidio would become an enhanced open space haven in an urban setting by maximizing the increase in open space in the southern part of the park and concentrating development in the north. Overall, building square footage in Area B would be reduced from what currently exists due to loss of residential units and building space. A substantial number of buildings would be demolished, including the entirety of the historic PHSH complex, which would affect the integrity of the NHLD.

Open space and natural resource enhancements (endangered species recovery and Tennessee Hollow riparian restoration) would be maximized, and recreational opportunities expanded. Tenets of sustainability, biodiversity, smart growth, and preservation would be promoted by preserving and enhancing the Presidio's natural and cultural resources and concentrating building area, including in-fill mixed-use and housing construction in the northern part of the park. Buildings would be rehabilitated for new uses. The primary goal would be reuse of existing structures along with compatible new construction that would generate sufficient funds for open space improvements and park enhancements. Park programs would be delivered in a manner similar to the Final Plan Alternative, but at a somewhat reduced level. Programs would focus on the park's biodiversity, including native species and ecosystems, and the history of the Presidio. Land uses and description of land use preferences are shown in Figures 7 and 8.

### **2.7.2 LAND AND BUILDING USES**

The Resource Consolidation Alternative proposes overall building square footage of 5.30 million sf, or 660,000 less than currently exists in Area B and 290,000 square feet more than the No Action Alternative (GMPA 2000). The Resource Consolidation Alternative would include approximately 4.0 million sf of mixed-use non-residential building space (community, office, cultural) and 1.3 million sf of residential space (houses, apartments, dorms/single room occupancy units). A description of building use preferences is shown in Figure 8.

The Resource Consolidation Alternative would maximize the removal of square footage in the southwest portions of Area B with the removal of Wherry housing, all of East and West Washington housing, all of PHSH, and some units within the East Housing Planning District, and redistribute about half into already built up areas in the northern portion of Area B. The emphasis within Crissy Field (Area B), Main Post and Letterman Planning Districts would be on mixed-use office districts with some cultural/educational, lodging, community, residential and other uses. To maximize natural resource values, proposals to decrease built square footage at Crissy Field (Area B) and to increase built space within the Main Post and Letterman Planning Districts would be considered up to the square footages proposed in Figure 8. Preferred uses within the Fort Scott Planning District would be for mixed-use institutional/residential. Proposals to increase square footage at Fort Scott would be considered up to proposed square footage levels.

### **2.7.3 BUILT ENVIRONMENT**

To maximize open space and recreational use and allow for enhancement of native plant habitat and natural resource values, up to 1.91 million sf of both historic and non-historic building demolition would occur. The majority of building demolition would occur in the southwest part of Area B. The number of residential dwelling units under this alternative would likely decrease from 1,650 to about 910, and the residential square footage would be the lowest of any alternative.

Compatible new replacement construction of up to 1.25 million sf would provide new opportunities for residential and mixed uses. New construction

# ALTERNATIVES

would be designed and sited to be compatible with the historic setting. The majority of replacement construction would occur in the activity centers in the north to consolidate open space and move density closer to previously developed and disturbed areas and transportation services.

Implementation to the proposed square footage levels would be dependent upon a variety of factors including historic and cultural resource constraints and future NEPA and NHPA evaluations of plans or proposals.

## **2.7.4 OPEN SPACE AND NATURAL RESOURCES**

Under the Resource Consolidation Alternative, open space within Area B would increase from about 695 acres currently to about 838 acres, 44 acres more than the No Action Alternative (GMPA 2000). The acreage of native plant habitat would be expanded from 70 acres currently to about 213 acres, 3 acres more than the No Action Alternative (GMPA 2000). Management actions would be similar to those described in the No Action Alternative (GMPA 2000), including removal of the Post Exchange (PX) and Commissary to allow for expanding the tidal marsh. Unlike the No Action Alternative (GMPA 2000), this alternative would remove structures on about 10 acres at the PSHS complex, which would increase open space and landscape vegetation and native plant communities within the complex.

## **2.7.5 CULTURAL RESOURCES**

Cultural landscape preservation under the Resource Consolidation Alternative would be similar to that described for the Final Plan Alternative. Additional environmental analysis and compliance with federal historic preservation laws during future planning would be pursued prior to removal of the historic buildings at the PSHS complex, which would adversely affect the integrity of the NHLD.

## **2.7.6 VISITOR EXPERIENCE**

Under the Resource Consolidation Alternative, park programs for visitors would be similar to those under the Final Plan Alternative, but would focus on instilling greater understanding and protecting resource values of the park. More emphasis would be placed on stewardship projects and programs related to sustainable practices and other issues of global importance that would also

demonstrate the Presidio's environmental leadership. The Trust would build upon NPS interpretive programs to cover natural and cultural resources preservation and to create new programs in the restored open space areas of the South Hills.

A key facility under this alternative would be a new Sustainability Center to demonstrate sustainable practices to residents, visitors, interested organizations, and agency partners. This Center would encompass the existing recycling and composting centers, a native plant nursery and a new cultural plant nursery, and a new exhibit space to tell the story of sustainability.

Visitor programs would also focus on learning about park practices and policies related to environmental stewardship and cultural preservation. The Presidio's resources would become a laboratory for studying issues of conservation and preservation. Natural resource restoration education and stewardship programs would be key elements to provide educational opportunities to students. Stewardship opportunities would be created to assist in the construction, maintenance, and management of trails. Cultural resource stewardship programs would be offered to provide volunteer opportunities and promote greater awareness of methods of preserving the history and pre-history of the Presidio.

Special events would be held periodically at suitable locales. Special events would emphasize the park's natural and cultural resources and smaller, appropriate events would be held in restored open space areas.

Guest facilities would be made available to accommodate overnight visitors.

Based on proposed land use intensities, this alternative could attract up to about 19,100 daily visitors and about 7.0 million visitors annually.

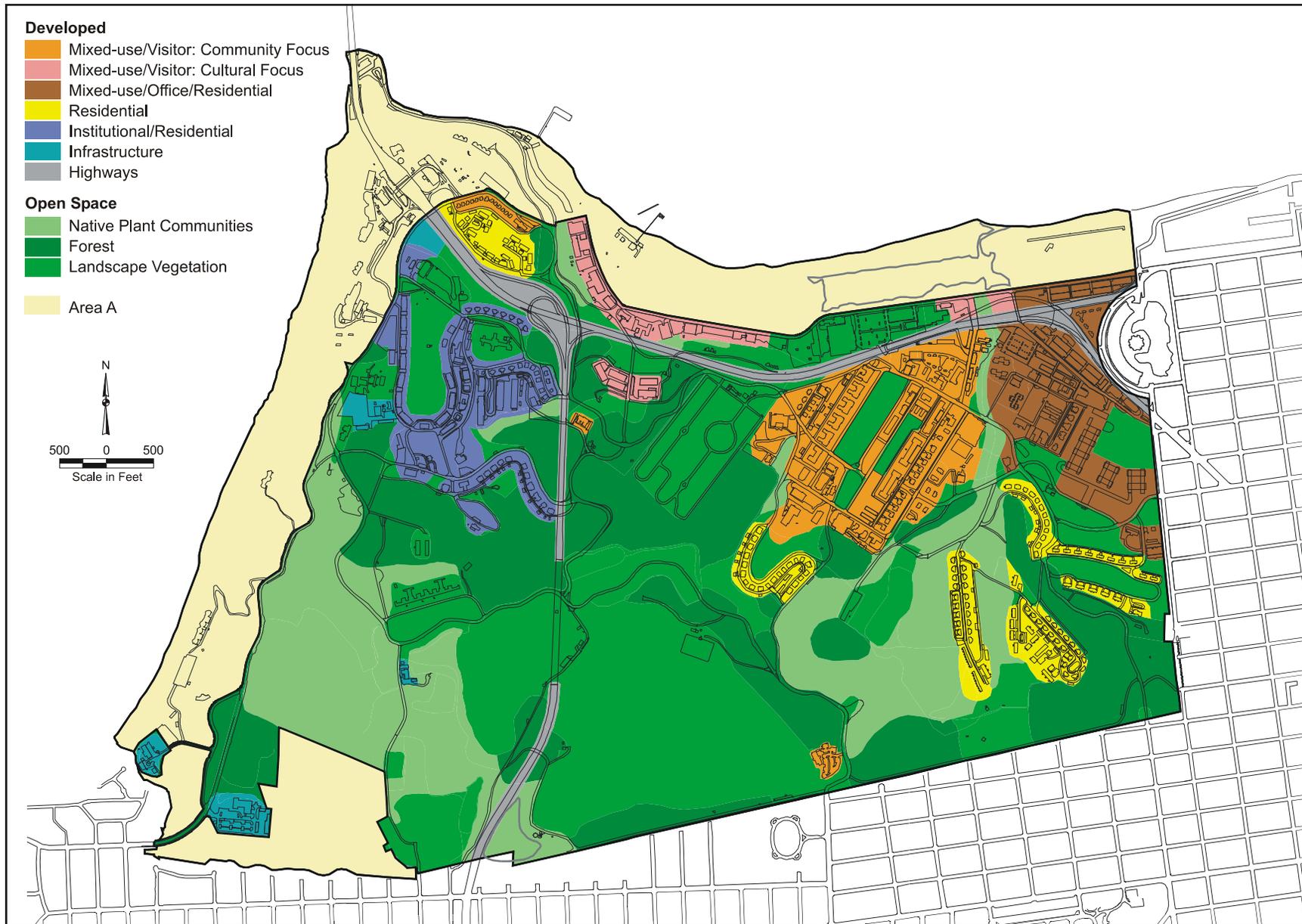


Figure 7: Resource Consolidation Alternative

# ALTERNATIVES

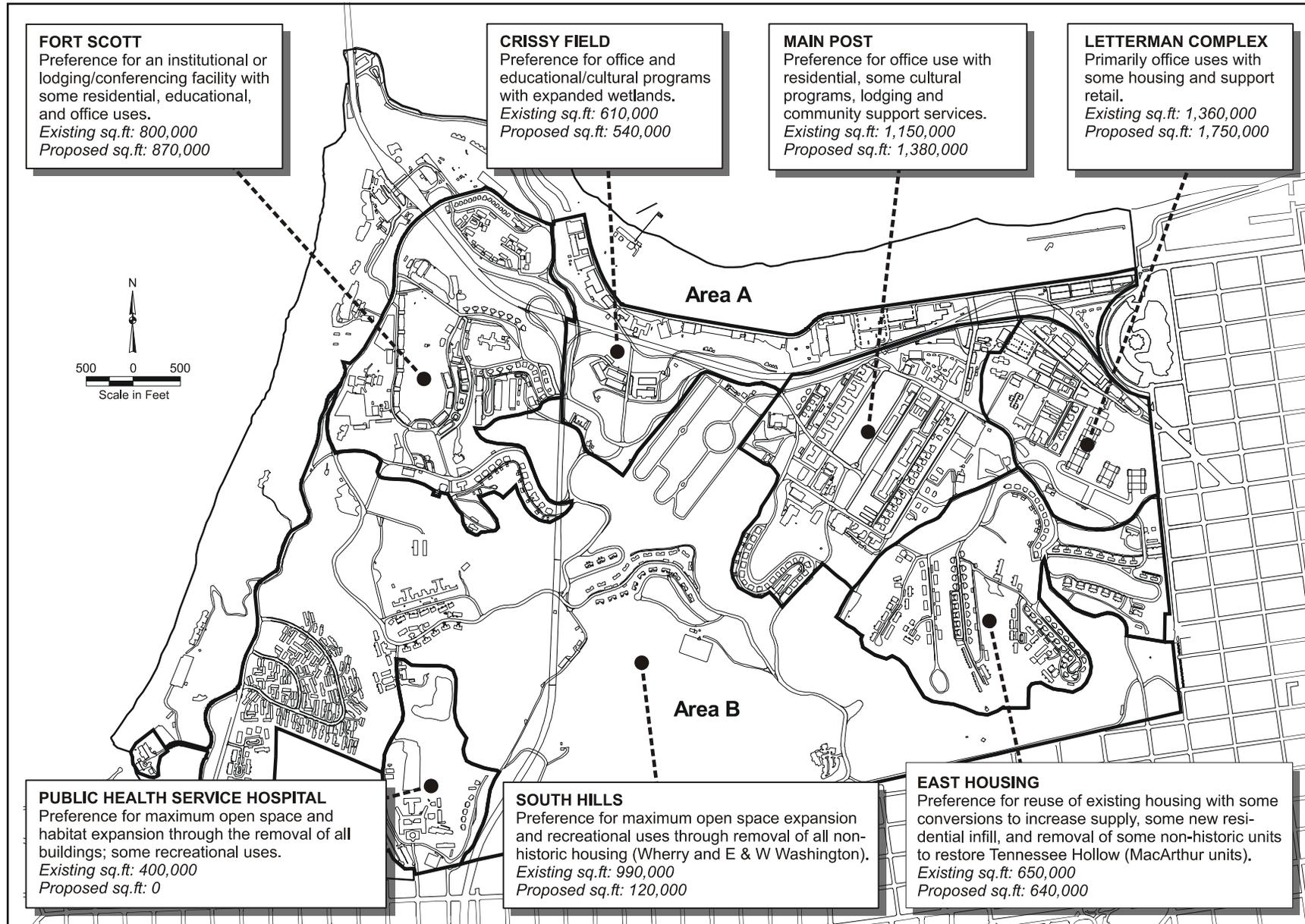


Figure 8: Building Use Preferences – Resource Consolidation Alternative

# ALTERNATIVES

## 2.7.7 RECREATION

Recreation opportunities, facilities, and management under the Resource Consolidation Alternative would be similar to the Final Plan. Passive recreational and educational experiences would be increased and diversified through the creation of new open space areas in the South Hills, though some areas might be made less accessible for recreation to promote the area's restoration. The natural areas stewardship program would be continued and would serve as a primary source for recreational and educational programming.

## 2.7.8 COMMUNITY/HOUSING

The Resource Consolidation Alternative would provide slightly more housing, (about 140 units more) than the No Action Alternative (GMPA 2000), but would decrease the number of existing units by about 740 units. In the long-term, about 910 housing units would be available. Following removal of existing housing to allow natural resource enhancements, replacement housing would be achieved through a mix of rehabilitation of historic units, some conversions of non-historic space, and replacement construction. New housing construction would provide an opportunity to locate more housing within walking distance of jobs, transit, and community services.

The removal of Wherry housing (one-third by 2010, two-thirds by 2020) and East and West Washington housing would concentrate much of the residences within the built-up areas in the north. Limited community and visitor support service would be provided for residents and employees. Services would be located near work places and residential clusters to reduce the need for daily trips outside the Presidio. The reduction of housing would result in a smaller Presidio community and therefore a reduced need for support services.

Under this alternative, the residential community at the Presidio is projected to number 2,230 by 2020. The employee population would reach an estimated 8,480 by 2020.

## 2.7.9 TRANSPORTATION

Under the Resource Consolidation Alternative, the circulation network would be simplified. Any roads that would be considered secondary due to the removal of buildings that they service (such as Washington Boulevard) would be removed or converted to trails and pathways. Because the amount of occupied building space would be reduced, the demand for parking and access to facilities would decrease. Existing parking areas would be reduced in size and number, and a total of 8,980 parking spaces would be provided. Large paved areas, such as on the Main Post parade ground and along the Public Health Service Hospital borders, would be removed. Remaining parking would be clustered around the main activity areas. Proposals for alternative transportation strategies and TDM would be the same as described in the Final Plan Alternative.

## 2.7.10 INFRASTRUCTURE AND UTILITIES

Conservation measures would be implemented as described for the No Action Alternative (GMPA 2000). Due to the consolidated building stock, infrastructure requirements would be somewhat reduced under this alternative.

## 2.7.11 FINANCE<sup>5</sup>

Financial modeling assumptions specific to this alternative include: (a) Wherry housing would be removed in phases over a 20-year period, one-third by 2013 and the remaining two-thirds by 2020; (b) park program expenditures would increase incrementally from \$2 million in 2006 to a stabilized level in 2020 of \$8 million annually; and (c) approximately 17 percent of the non-residential space would be scheduled for use by cultural/educational tenants and partners to providing programs to park visitors.

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<sup>5</sup> Key terms (revenues, program costs, financing costs, capital costs, capital replacement fund (reserves), and self-sufficiency) are defined in the glossary to aid in the understanding of financial concepts. The financial planning model uses common assumptions to determine the relative financial performance of each alternative in terms of revenue generation and resulting time required to complete the capital program and fund reserves.

Revenues associated with this alternative would cover expenses in 2013 without further need for Congressional appropriations, with estimated completion of initial capital improvements (estimated at \$494 million) for building rehabilitation and park improvements by approximately 2030. The implementation phase at the Presidio is estimated to be completed in approximately 2040.

Reduced revenue assumptions and increased capital costs would have a negative impact on the financial performance of this alternative, but not to the same extent as with the No Action Alternative (GMPA 2000). If non-residential revenues decline by 10 percent and residential revenues decline by 5 percent, and if all other modeling assumptions remain constant, this alternative would remain self-sufficient and sustainable, although rehabilitation of non-residential buildings would be delayed and the implementation phase would be extended by about 20 years.

## **2.8 SUSTAINABLE COMMUNITY ALTERNATIVE**

### **2.8.1 CONCEPT**

Under the Sustainable Community Alternative, the Presidio would become a sustainable live/work community in a park setting and a model of environmental sustainability. There would be an emphasis on creating a Presidio-based community of users offering innovative, state-of-the-art ideas and approaches on environmental sustainability and related subjects.

Open space and recreational opportunities would be expanded, and historic forest and native plant communities improved. Riparian corridors would be restored and the historic forest rehabilitated and preserved as part of the cultural landscape. The historic character and integrity of the NHLD would be protected. A moderately low level of non-historic building demolition would occur to enhance open space and improve native plant communities.

The footprint of the built environment would largely remain in its present dispersed pattern and an emphasis would be placed on building rehabilitation and reuse. While the existing number of housing units would decrease, the total number of units would be more than under the No Action Alternative (GMPA 2000). Residents would also work in the park, supporting a sustainable park community. Park programs would be delivered in a manner

similar to that proposed by the Final Plan Alternative, but at a somewhat reduced level. Land uses and description of land use preferences are shown in Figures 9 and 10.

### **2.8.2 LAND AND BUILDING USES**

The Sustainable Community Alternative proposes overall building square footage of 5.69 million sf, or 270,000 sf less than currently exists in Area B, and 650,000 sf more than under the No Action Alternative (GMPA 2000). This would include approximately 3.8 million sf of mixed-use non-residential building space (community, office, cultural) and 1.9 million sf of residential space (houses, apartments, dorms/single room occupancy units). A description of building use preferences is shown in Figure 10.

This alternative would retain a fairly dispersed pattern of development within Area B, and focus on enhancing the residential opportunities within the mix of uses by removing a moderate amount of square footage in the southwest portions of Area B with the removal of Wherry housing, and redistributing it into already built up areas in the north and east portion of the park. With the retention of all of East and West Washington housing and the PSHH, the land use pattern of this alternative would be similar to the No Action Alternative (GMPA 2000) in the South Hills Planning District.

The Crissy Field (Area B) and Main Post Districts, where built space could increase up to levels proposed in Figure 10, would have a preference for mixed-use office with a mix of visitor-oriented cultural and community uses. The Letterman Planning District would have a mixed-use office/residential preference, and square footage would decrease modestly. The focus in the southern portion of Area B would be on residential use, with this being the preferred use within the PSHH District, South Hills (with the retention of all of the East and West Washington housing units), and East Housing. Proposals to increase built space in the East Housing District would be considered, while there would be a modest increase in the PSHH District and a decrease in South Hills. Fort Scott would become an institutional campus with a modest decrease in built space.

# ALTERNATIVES

## 2.8.3 BUILT ENVIRONMENT

To help create a stable live/work community within the park, the Sustainable Community Alternative assumes a moderate level of building demolition at 890,000 sf, mostly in the southwest part of Area B. The number of residential dwelling units under this alternative would decrease from about 1,650 to about 1,430, with a mix of conversions and a moderate level of new replacement construction. Residential square footage would also decrease modestly.

Compatible new replacement construction of up to 620,000 sf would provide new opportunities for residential and mixed uses. New construction would be designed and sited to be compatible with the historic setting. The majority of replacement construction would occur in the activity centers in the north to consolidate open space and move density closer to previously developed and disturbed areas, and transportation services.

Implementation to the proposed square footage levels in Figure 10 would be dependent upon a number of factors including historic and cultural resource constraints and future NEPA and NHPA evaluations of plans or proposals.

## 2.8.4 OPEN SPACE AND NATURAL RESOURCES

Under the Sustainable Community Alternative, open space within Area B would increase from about 695 acres currently to about 772 acres, 22 acres less than the No Action Alternative (GMPA 2000). The acreage of native plant habitat would be expanded from 70 acres currently to about 209 acres, 1 acre less than the No Action Alternative (GMPA 2000). Management actions would be similar to those described in the No Action Alternative (GMPA 2000) with one exception: the feasibility and scope of Crissy Field tidal marsh expansion into Area B in part or in whole would be evaluated through future site planning studies and environmental analysis. Identification of the appropriate expansion area would be based on such factors as cost, source of funding, land use options, building reuse feasibility and cultural resource constraints, including the location of historic buildings, potential archaeological sensitivity, hazardous substance cleanup, utility corridors and the future Doyle Drive configuration.

## 2.8.5 CULTURAL RESOURCES

Cultural resource preservation actions would under the Sustainable Community Alternative be similar to those described in the Final Plan. Future planning would identify how the park's character-defining features would be preserved and protected. Building demolition and new construction would be subject to additional environmental review and historic compliance.

## 2.8.6 VISITOR EXPERIENCE

Under the Sustainable Community Alternative the interpretive services provided by the NPS, in cooperation with the Trust, would be expanded to provide Presidio tenants and residents and local, national and international park visitors with lively, mixed-use activity areas. Programs and facilities would focus on community-based users, while still being open to traditional park visitors.

The Presidio Trust, working with community partners, would create new events to promote a greater sense of community within the Presidio. As a possibility, the "At the Presidio" pilot program would continue to bring traveling exhibits and events to the Presidio and would place greater emphasis on providing free or reduced-cost "community nights" for residents and tenants to enjoy the productions. Tenants would develop and implement collaborative interpretive and stewardship programs derived from, and in some cases enhancing, the Presidio's significant resources and values. Visitors could participate in activities offered by the Trust such as seminars, lectures, festivals, exhibits, demonstrations, and hands-on participation. Trust-sponsored special events would be held periodically at suitable locales.

A new Sustainability Center would demonstrate sustainable practices to residents, tenants, and community members on topics from recycling, composting, and energy efficiency, for example. Residents and employees of tenant organizations would be encouraged to participate in the stewardship of park resources.

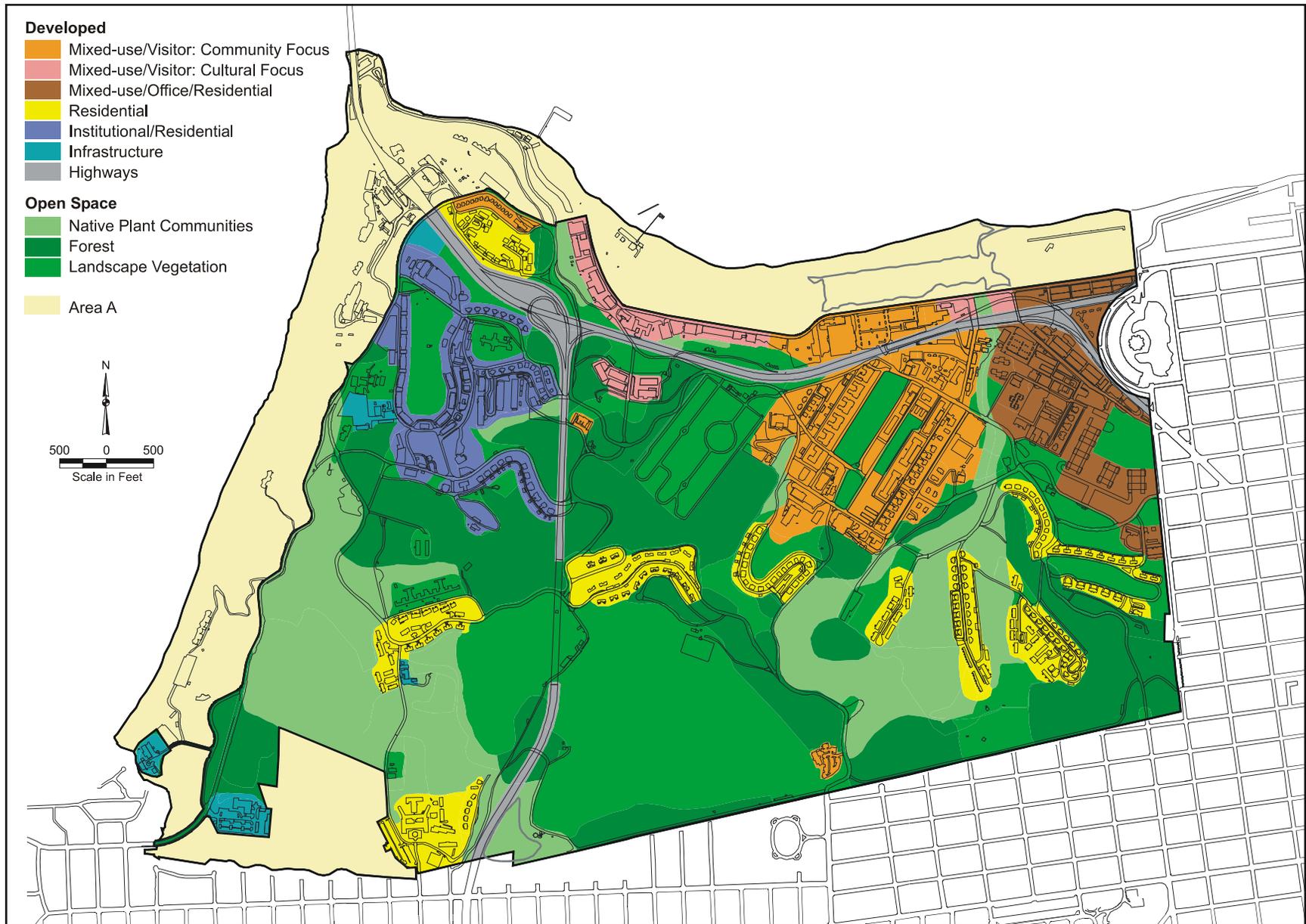


Figure 9: Sustainable Community Alternative

# ALTERNATIVES

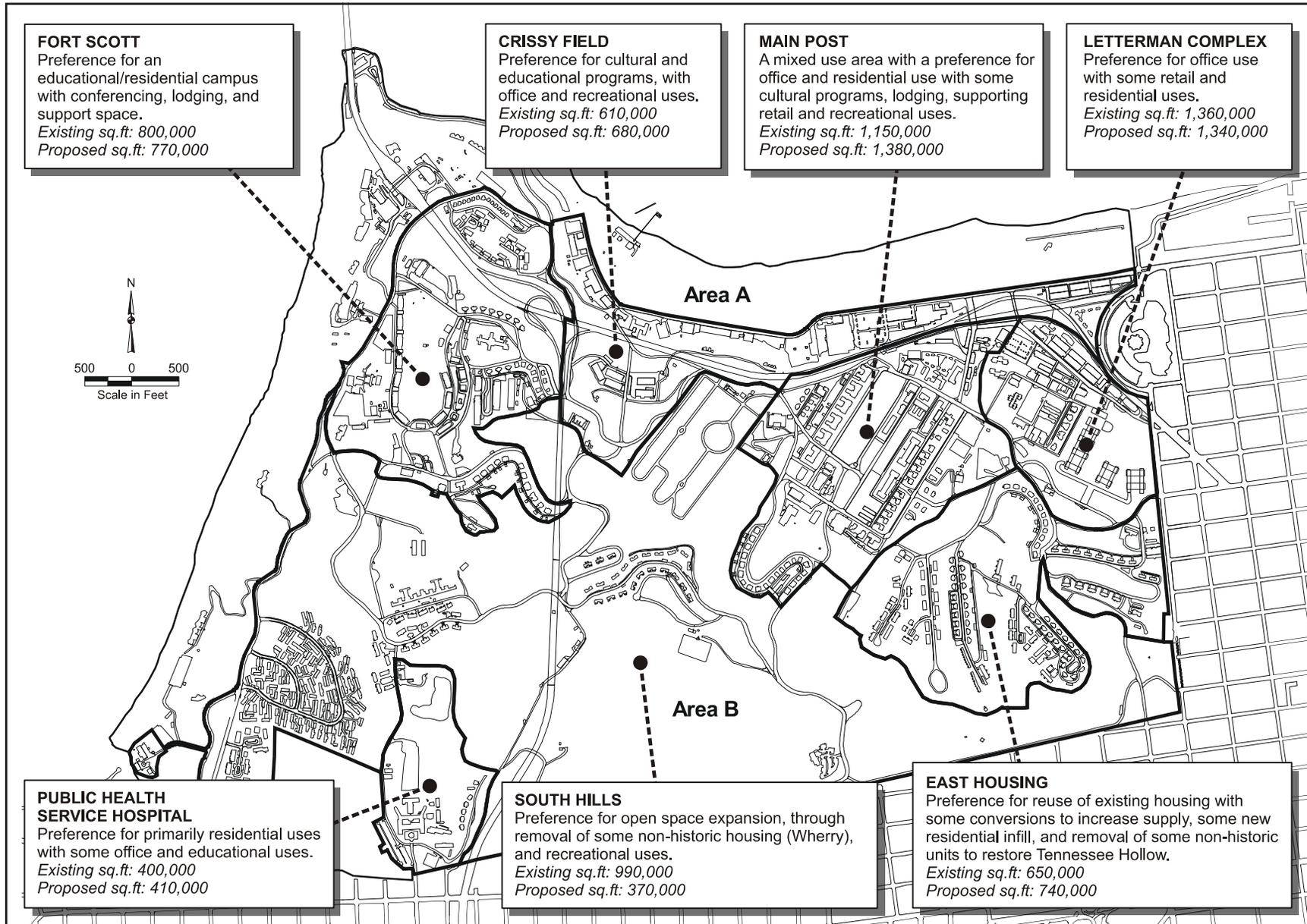


Figure 10: Building Use Preferences – Sustainable Community Alternative

# ALTERNATIVES

Small public gathering spaces, community centers, neighborhood community gardens, additional recreational facilities, food and retail spaces would likely all be part of the mix of a sustainable community. Fort Scott could be used as an institutional campus. Some lodging for park visitors and community needs would be provided.

Based on proposed land use intensities, this alternative could attract up to about 22,400 visitors daily and about 8.2 million visitors annually.

## **2.8.7 RECREATION**

Under the Sustainable Community Alternative, high quality, appropriate recreation opportunities would be provided for a wide range of visitors. All existing recreational facilities would be retained, except those that would be relocated due to other planning objectives. Active recreation facilities would be made available and promoted to residents and community members, helping to serve the recreational needs of the surrounding urban area as well as Presidio residents. Existing picnic areas, smaller fields, and the Rob Hill group camping area would likely be improved. Many landscaped areas as well as small open spaces would be maintained for passive or informal recreation uses. Open spaces would be made available for community and public events.

Trails would be improved and expanded as identified in the Presidio Trails and Bikeways Master Plan. A Trails Stewardship program would be initiated to garner public support and interest in trail construction, maintenance and management.

A range of recreation experiences would be created, from the most peaceful and private to the most interactive. Passive recreational and educational experiences would be increased and diversified through the creation of new open space areas.

## **2.8.8 COMMUNITY/HOUSING**

Under the Sustainable Community Alternative, a sustainable park community would be developed. There would be significantly more housing, about 660 units more than the No Action Alternative (GMPA 2000), but a decrease in the number of existing units by about 220 units. In the long-term, a total of

about 1,430 housing units would be available. Housing unit totals would be achieved through a mix of rehabilitation of historic units, conversions of non-historic space, and replacement construction. New housing construction would provide an opportunity to locate more housing within walking distance of jobs, transit, and community services.

To provide for the recovery of the endangered San Francisco *Lessingia germanorum*, removal of Wherry housing would be phased, with one-third of the units demolished by 2010 and the remainder by 2020.

Small-scale retail uses intended for park residents who work in the park and neighborhood would promote a stable live/work community. Basic community services would be provided for residents and employees. Some housing would be provided for long-term residential staff and program participants. To support a sense of community, the park setting would be enhanced by the creation of inviting community and public activity centers and gathering spaces.

Under this alternative, the residential population at the Presidio would reach 3,330 by 2020. Presidio employees would number about 7,520 in 2020.

## **2.8.9 TRANSPORTATION**

Access and circulation improvements would be similar to those of the Final Plan Alternative, with one exception. In this alternative, an alternate access route to the PHSH would be provided from the northwest. Specifically a road would link Pershing Drive to Battery Caulfield Road, providing an alternative to 14<sup>th</sup> and 15<sup>th</sup> access routes. Existing parking areas would be reduced in size and number, and a total of 9,790 spaces would be provided. A transportation demand management program would be implemented, similar to the Final Plan Alternative.

## **2.8.10 INFRASTRUCTURE AND UTILITIES**

Conservation measures would be implemented as described in the No Action Alternative (GMPA 2000).

## 2.8.11 FINANCE<sup>6</sup>

Financial modeling assumptions specific to the Sustainable Community Alternative include: (a) Wherry housing would be removed in phases over a 20-year period, one-third by 2013 and the remaining two-thirds by 2020; (b) park program expenditures would increase incrementally from \$2 million in 2006 to a stabilized level in 2020 of \$8 million annually; and (c) approximately 22 percent of the non-residential space would be scheduled for use by cultural/educational tenants and partners to providing programs to park visitors.

Revenues associated with this alternative are projected to cover expenses in 2013 without further need for Congressional appropriations, with estimated completion of initial capital improvements (estimated at \$525 million) for building rehabilitation and park improvements by approximately 2023. The implementation phase at the Presidio is estimated to be completed by 2029.

Reduced revenue assumptions and increased capital costs would have a negative impact on the financial performance of the alternative, but not to the same extent as the No Action Alternative (GMPA 2000). If non-residential revenues decline by 10%, and residential revenues decline by 5%, and all other modeling assumptions remain constant, this alternative would remain self sufficient and sustainable, although the implementation phase would be extended about 5 years.

## 2.9 CULTURAL DESTINATION ALTERNATIVE

### 2.9.1 CONCEPT

In the Cultural Destination Alternative, the Presidio would be a national and international cultural destination park, a portal for visitors to the American West and Pacific, and a place of international distinction for its programs in

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<sup>6</sup> Key terms (revenues, program costs, financing costs, capital costs, capital replacement fund (reserves), and self-sufficiency) are defined in the glossary to aid in the understanding of financial concepts. The financial planning model uses common assumptions to determine the relative financial performance of each alternative in terms of revenue generation and resulting time required to complete the capital program and fund reserves.

research, education, and communication. Historic and natural resources would be protected to preserve the Presidio as a sustainable national park. Open space would be expanded. Native plant communities and riparian corridors would be restored; the historic forest would be rehabilitated and preserved as part of the cultural landscape, and recreational opportunities would be increased. A substantial level of non-historic building demolition in the southern portion of the park would occur to enhance open space and restore critical habitat. Replacement construction would occur in the northern portion of the park to provide an improved mix of housing units and cluster housing near work and transit.

The Trust would be primarily responsible for delivery of a wide variety of high quality programs in cooperation with NPS, tenants, philanthropic organizations, cultural institutions, and community volunteers. Tenants would support park programming in a number of ways, including directly providing a public program for park visitors, contributing financially, or offering in-kind services to a park program. Tenants would be selected in part for their financial contribution (as required by the Trust Act) and willingness and ability to support park program goals. Land uses and description of land use preferences are shown in Figures 11 and 12.

### 2.9.2 LAND AND BUILDING USES

The Cultural Destination Alternative proposes to maintain the existing overall building square footage of 5.96 million sf with new construction balanced by building removal. At completion, this alternative would include approximately 4.1 million sf of mixed-use non-residential building space (community, office, cultural) and 1.9 million sf of residential space (houses, apartments, single room occupancy/dorm rooms). A description of building use preferences is shown in Figure 12.

While there would be no net increase in built space beyond what exists today, the distribution of built space would shift and be consolidated into already built up areas in the northern portion of the park. Crissy Field (Area B) and the Main Post Planning Districts would become mixed-use areas with a focus on visitor-centered community and cultural activity through a mix of museums, cultural/educational programs, lodging and other supporting uses. The use preference in the Letterman Planning District would be for mixed use office/residential. Substantial offsetting building removal would occur in the

# ALTERNATIVES

South Hills and East Housing Districts with the removal of Wherry housing, East and West Washington housing, and other non-historic units near Tennessee Hollow. Preferred uses within Fort Scott and PHSH Districts would be for mixed-use institutional/residential. In these planning districts, potential improvements could be considered up to the proposed square footage shown in Figure 12. There would likely be no net change in built space within the PHSH Planning District.

## **2.9.3 BUILT ENVIRONMENT**

As with all alternatives, the NHLD status would guide what building changes would be made under the Cultural Destination Alternative. Most of the park's historic buildings would be rehabilitated for new uses in accordance with the Secretary of Interior's Standards for Rehabilitation. To enhance cultural and natural settings and provide additional opportunities for outdoor recreation, up to 1.37 million sf including up to about 810 housing units, would be removed. The majority of building demolition would occur in the southwest part of Area B. The number of residential dwelling units under this alternative would likely increase from the current 1,650 to about 1,700 units, while the residential square footage would decrease.

New replacement construction of up to 1.37 million sf, including up to about 900 replacement housing units, would provide new opportunities for visitor programs, residential uses, and lodging and community services. New construction would be designed and sited to be compatible with the historic setting. The majority of replacement construction would occur in the activity centers in the north to consolidate open space and move density closer to previously developed and disturbed areas, and transportation services.

Full implementation to the proposed square footage levels would depend on a variety of factors including historic and cultural resource constraints and future NEPA and NHPA evaluations of plans or proposals.

## **2.9.4 OPEN SPACE AND NATURAL RESOURCES**

Under the Cultural Destination Alternative, open space within Area B would increase from the current 695 acres to about 807 acres, 13 acres more than the No Action Alternative (GMPA 2000). The acreage of native plant habitat would be expanded from 70 acres currently to about 207 acres. Management

actions would be similar to those described in the No Action Alternative (GMPA 2000).

In addition, the feasibility and scope of Crissy Field tidal marsh expansion into Area B in part or in whole as discussed in the No Action Alternative (GMPA 2000) would be evaluated through future site planning studies and environmental analysis. Identification of the appropriate expansion area would be based on such factors as cost, source of funding, land use options, building reuse feasibility, and cultural resource constraints including the location of historic buildings, potential archaeological sensitivity, hazardous substance cleanup, utility corridors, and the future Doyle Drive configuration.

## **2.9.5 CULTURAL RESOURCES**

Under the Cultural Destination Alternative, protection and management of cultural resources would be similar to the Final Plan Alternative. Higher potential levels of demolition and new construction would place less emphasis on adaptive reuse or conversion of existing structures and relatively more emphasis on demolition and new replacement infill construction.

## **2.9.6 VISITOR EXPERIENCE**

Under the Cultural Destination Alternative, site interpretation, resource education, and the provision of visitor programs would be similar to the Final Plan Alternative. Programs would be developed on the theme of Journeys – An American Experience from a Western Perspective. Selection of programmatic tenants and partners would emphasize ideas that uniquely define the Presidio including exploration/opportunity, mobility/innovation, and heritage/the arts. Through collaborations with arts and education partners, the Trust would provide flexible, short-term special exhibits and programs (such as traveling exhibits, festivals, lectures and music and arts events) as well as long-term resident programs such as (museums and educational/research institutes). Programs would be targeted at themes of interest to a national and international audience.

Based on proposed land use intensities, this alternative could attract up to approximately 19,800 daily visitors and about 7.2 million visitors annually.

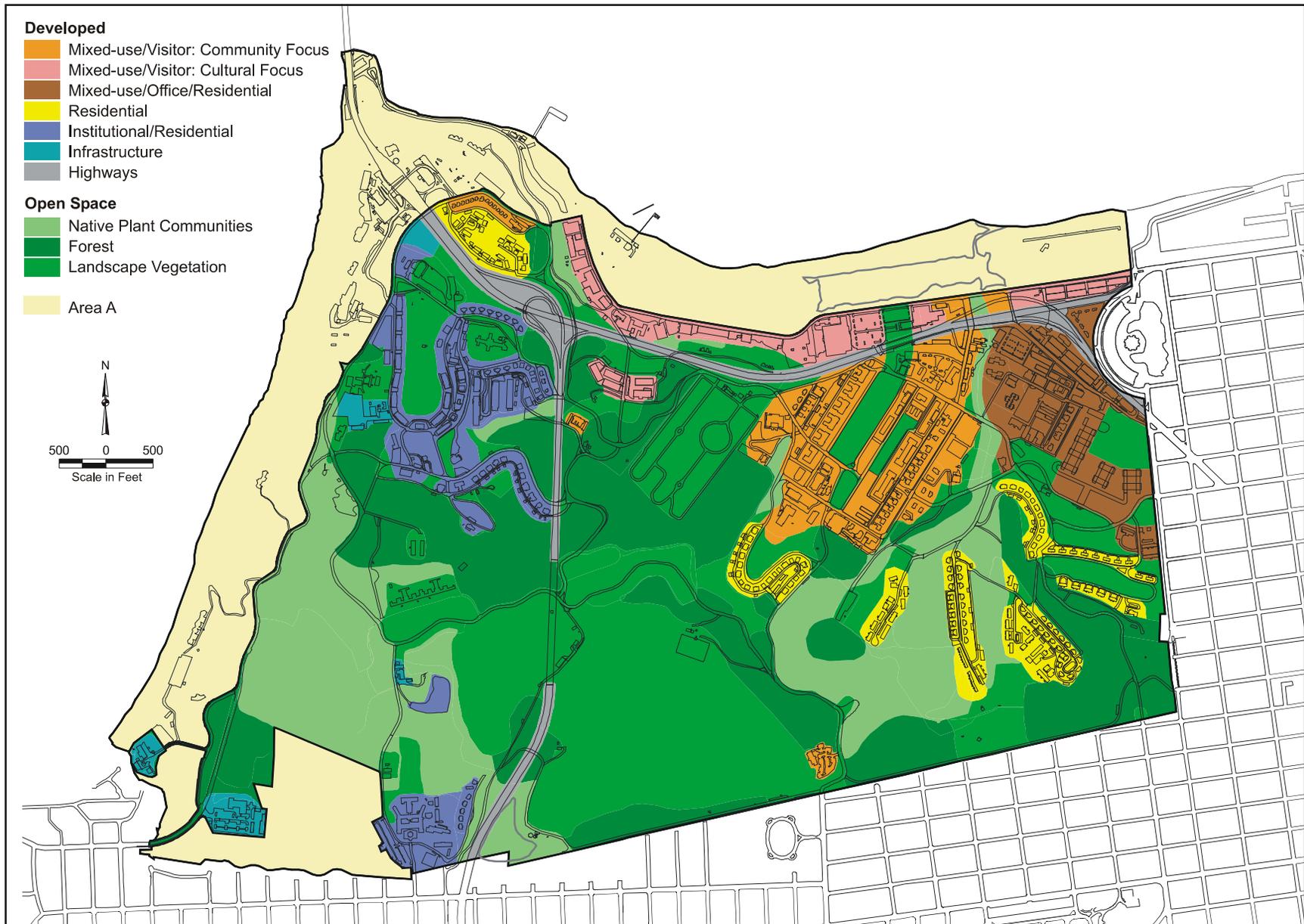


Figure 11: Cultural Destination Alternative

# ALTERNATIVES

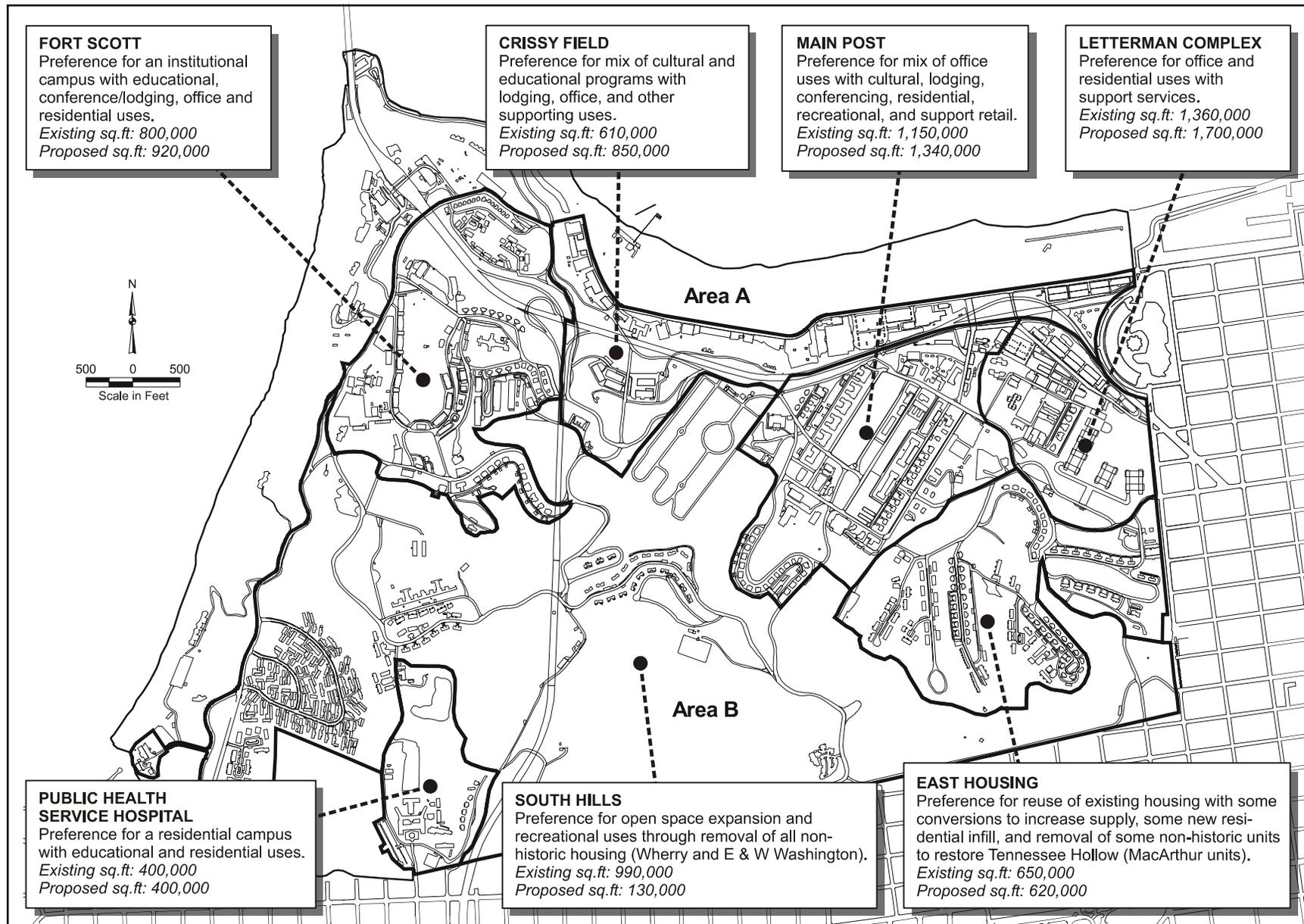


Figure 12: Building Use Preferences – Cultural Destination Alternative

# ALTERNATIVES

## 2.9.7 RECREATION

Under this alternative, recreation opportunities and management would be similar to the Final Plan Alternative.

## 2.9.8 COMMUNITY/HOUSING

The Cultural Destination Alternative would add about 50 housing units to the existing housing stock and provide a full range of housing for people who work at the Presidio to improve the jobs/housing balance. Housing would be clustered close to work and major activity areas. The housing supply would be diversified to provide a full range of unit types and would provide substantially more units than the No Action Alternative (GMPA 2000) (about 930 more units). Existing historic housing would be retained and rehabilitated. Non-historic units would be largely removed and replaced. In the long term, about 1,700 housing units would be available. Housing unit totals would be achieved through a mix of rehabilitation of existing historic units, conversions of non-historic space, and replacement construction.

New housing construction would provide an opportunity to locate more housing within walking distance of jobs, transit, and community services. Approximately 860,000 sf of non-historic housing dispersed throughout the Presidio (Wherry housing and East and West Washington housing) would be removed in phases and the square footage replaced in northern planning districts. To allow recovery of the endangered San Francisco *Lessingia germanorum*, removal of Wherry housing would be phased. Approximately one-third of the units (beginning with those above Pershing Drive) would be demolished by 2010, and the balance would be removed 2020.

Basic community services would be provided for residents and employees; most of these services would be available to visitors and park neighbors. Services would be located near work places and residential clusters to reduce the need for daily trips outside of the Presidio.

Under this alternative, the residential population by 2020 at the Presidio would number approximately 3,990. The number of employees would reach an estimated 7,840 in 2020.

## 2.9.9 TRANSPORTATION

Access, parking and circulation improvements under the Cultural Destination Alternative would be similar to the Final Plan Alternative. The parking supply would be reduced to 9,580 spaces and be reconfigured to serve Presidio activity centers. Parking and automobile use would be managed to reduce impacts on the park's natural, historic and recreational features and protect its open space qualities, and to avoid parking problems in adjacent city neighborhoods and along Crissy Field. A park-wide TDM program would be provided by the Trust and be supplemented by park tenants. Parking management, including permits and fee parking, would be actively used to manage parking demand and automobile use similar to the Final Plan Alternative.

## 2.9.10 INFRASTRUCTURE AND UTILITIES

Infrastructure and Utilities measures would be implemented as provided under the Final Plan Alternative.

## 2.9.11 FINANCE<sup>7</sup>

Financial modeling assumptions specific to the Cultural Destination Alternative include: a) Wherry housing would be removed in phases over a 20-year period, one-third by 2013 and the remaining two-thirds by 2020; b) park program expenditures would increase incrementally from \$2 million in 2006 to a stabilized level in 2020 of \$10 million annually; and c) approximately 23 percent of the non-residential space would be scheduled for use by cultural/educational tenants providing programs to park visitors.

This alternative would achieve self-sufficiency by the year 2013 - revenues would cover expenses by 2013 without further need of Congressional appropriations. The alternative has an anticipated capital requirement of \$562

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<sup>7</sup> Key terms (revenues, program costs, financing costs, capital costs, capital replacement fund (reserves), and self-sufficiency) are defined in the glossary to aid in the understanding of financial concepts. The financial planning model uses common assumptions to determine the relative financial performance of each alternative in terms of revenue generation and resulting time required to complete the capital program and fund reserves.

million. All capital investment for building rehabilitation and park improvements is estimated to be completed between approximately 2030 and 2035. The implementation phase at the Presidio fund is estimated to be completed in approximately 2040.

Reduced revenue assumptions and increased capital costs would have a negative impact on the financial performance of this alternative, but not to the same extent as with the No Action Alternative (GMPA 2000). If non-residential rental revenues decline by 10 percent and residential revenues decline by 5 percent, and all other modeling assumptions remain constant, this alternative would remain self-sufficient and sustainable, although rehabilitation of non-residential buildings would be delayed, and the implementation phase would be extended by about 20 years.

## **2.10 MINIMUM MANAGEMENT ALTERNATIVE**

Under the Minimum Management Alternative, the Presidio would be managed to the minimum extent needed to meet basic legal requirements, including protection of the visiting public and the park's resources. There would be no significant physical change beyond that already underway; no significant park enhancements, no new building construction or building removal would occur. The 1994 GMPA would not be implemented in Area B. Buildings would simply be rehabilitated to meet essential code requirements, consistent with the Secretary of the Interior's Standards for historic buildings and then leased out for the highest and best use. Tenants would have discretion in offering publicly available programs, and preference would be given to those tenants proposing to offer programs or services consistent with the General Objectives of the GMPA. There would be no educational, visitor, or cultural programming beyond what already exists. The Wherry housing complex would remain in use indefinitely as housing. Housing would be improved to meet code and historic preservation requirements and made available for rent by Presidio-based employees and others according to a prioritization system. Natural resource systems would not be significantly enhanced. Anticipated land uses and description of land use preferences are shown in Figures 13 and 14.

### ***2.10.1 LAND AND BUILDING USES***

The Minimum Management Alternative would maintain the existing overall building square footage of 5.96 million sf, which is the maximum square footage allowable under the Trust Act. This would include approximately 3.5 million sf of mixed-use non-residential building space (office, visitor, institutional) and 2.4 million sf of residential space (houses, apartments, single room occupancy/ dorm rooms). A description of building use preferences is shown in Figure 14.

Under this alternative, the existing land use pattern would be retained without change. Buildings would be leased out for the highest and best use. For the purposes of the EIS analysis it is assumed that, consistent with existing/past uses, the preferred use in all northern planning districts and the PSHH Planning District would include mixed-use office, with an emphasis in the Main Post Planning District on community support and visitor programs in existing buildings and a preference at the PSHH for institutional use of existing buildings. Current residential clusters would be retained and reused and remain dispersed throughout Area B, with the exception of the Crissy Field (Area B) Planning District where no residential units currently exist. There would be no expansion of open space in the South Hills Planning District or elsewhere.

### ***2.10.2 BUILT ENVIRONMENT***

Aside from the LDAC project, there would be no demolition or new construction under this alternative, and existing structures would remain in their present configuration. Rehabilitation of all historic structures would comply with the Secretary of Interior Standards for the Treatment of Historic Properties. Historic buildings not suitable for rehabilitation would be stabilized, mothballed, and preserved. As part of rehabilitation, buildings would be modified to meet applicable codes, in accordance with the Presidio Trust Act. The Trust would ensure compliance with building codes as well as historic preservation regulations and would be responsible for enforcement.

### ***2.10.3 OPEN SPACE AND NATURAL RESOURCES***

Under the Minimum Management Alternative, open space would increase from 695 acres to 702 acres. Only those actions necessary to meet legislative

# ALTERNATIVES

requirements, such as the monitoring and protection of rare and endangered plant species and management of the historic forest, would be carried out. Management programs would be restricted to those that are already being conducted or are required for the protection of significant resources. Many of the features identified in the GMPA that are common to other alternatives, including restoration of the Main Post parade ground, would not be implemented. Existing native plant habitat and endangered species would be protected by averting direct threats. Ecological restoration efforts that are currently underway would continue, but would not expand into new areas as identified in the VMP. The Wherry housing complex would not be removed to allow native plant habitat enhancement. Approximately 400 acres of historic and non-historic forest would be minimally managed in its present configuration. The forest would not be replaced at the end of its biological life, and replacement vegetation would not be managed or controlled. Hazard trees would be addressed. Major projects to expand or improve open space would be limited to those called for in the Mountain Lake Enhancement Plan, and landscape improvements at the LDAC site. Native plant communities would continue to occupy 70 acres. An inventory and monitoring program of rare and endangered plant and animal species would continue. No stream restoration projects would occur.

## ***2.10.4 CULTURAL RESOURCES***

The primary activities affecting cultural resources under the Minimum Management Alternative would be the rehabilitation of historic buildings and adjacent landscapes for new uses. Historic and non-historic buildings would be rehabilitated to meet essential code requirements. Historic buildings and landscapes would be rehabilitated to meet the Secretary of Interior's Standards for Rehabilitation. The historic forest would be minimally managed as a contributing feature of the NHL, and would not be replaced. Other contributing structures and features to the NHL would be protected and preserved. Visitor impacts on sensitive cultural resources would be monitored and measures would be implemented to reduce impacts.

## ***2.10.5 VISITOR EXPERIENCE***

Under the Minimum Management Alternative, few actions would be taken to expand visitor opportunities beyond existing programs and services. Some existing programs would be discontinued. In accordance with the Presidio

Trust Act, the NPS would carry out interpretation and education activities at the Presidio. The William Penn Mott, Jr. NPS Visitor Center would continue to house a variety of interpretative services and media for park visitors. Other existing facilities that provide visitor information would continue to be used for this purpose, such as the Presidio Officers' Club or the Crissy Field Center. Additional way-finding kiosks and wayside interpretation signs would be installed only as needed for visitor orientation or resource protection concerns.

Park-based programs would continue to support natural areas' stewardship and education for residents, tenants and community members, but would be reduced in size and number as fewer native plant restoration projects would take place. Other programs, such as the pilot "At the Presidio" program, would be discontinued. Tenants would be encouraged, but not required, to provide public programs related to the park's purpose. Special events would be held periodically, but would not increase above current levels. No visitor accommodations or lodging would be provided.

Based on expected land use intensities, this alternative could attract up to approximately 17,900 visitors per day and about 6.5 million visitors annually.

## ***2.10.6 RECREATION***

Most existing recreational facilities, including athletic fields, playgrounds, tennis courts, hiking and biking trails, picnic areas, golf course, bowling alley, and gymnasiums would be retained for public use under the Minimum Management Alternative. Some existing recreation facilities could be removed in conjunction with other planning objectives or assumptions, such as the reconfiguration of Doyle Drive. There would be no new trails and bikeways. Trail rehabilitation and repair would only occur as needed to protect resources. Landscaped areas and small open spaces could be used for passive or informal recreation. No new recreational or educational experiences would be created.



Figure 13: Minimum Management Alternative

## **ALTERNATIVES**

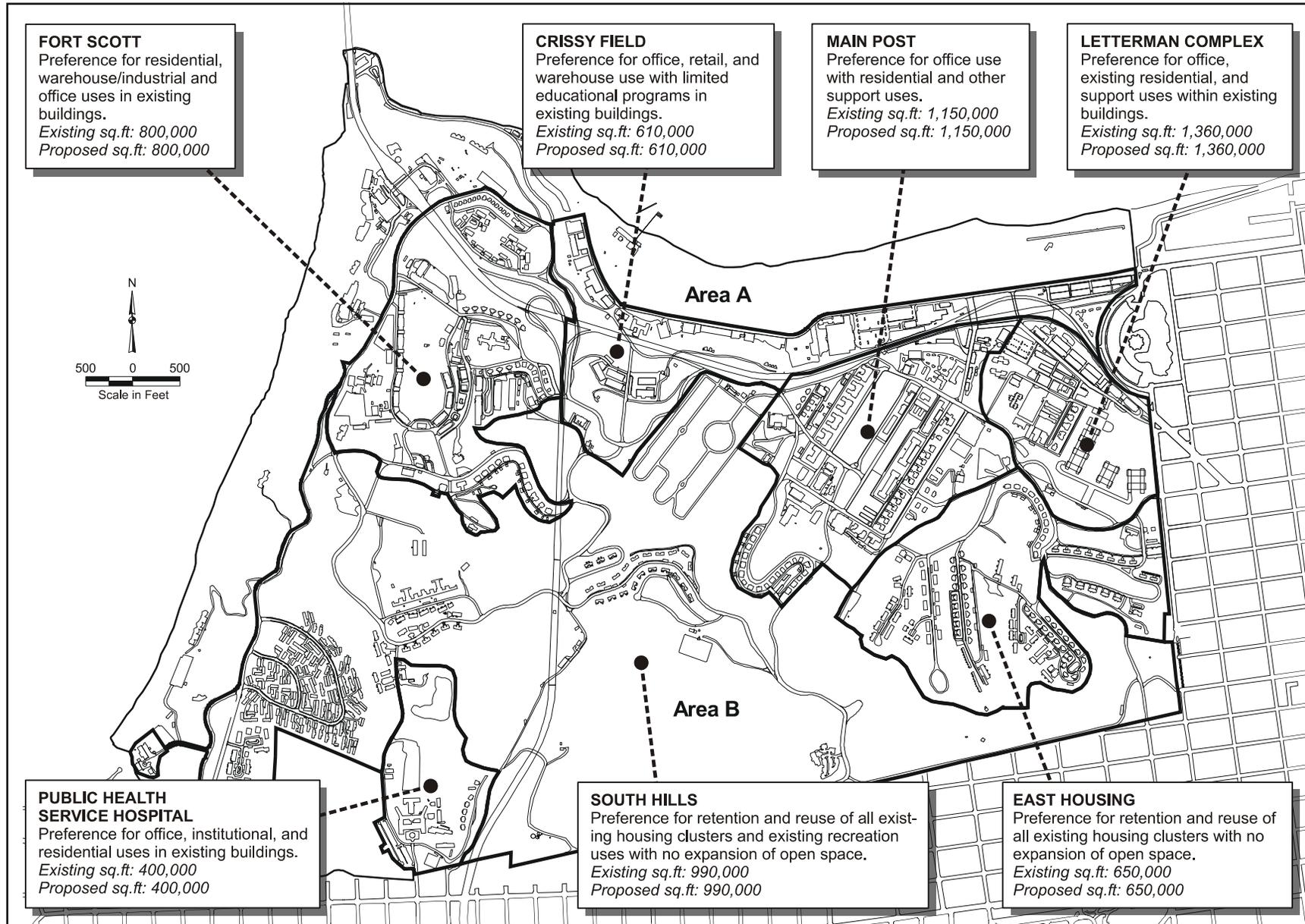


Figure 14: Building Use Preferences – Minimum Management Alternative

# ALTERNATIVES

## ***2.10.7 COMMUNITY/HOUSING***

Under the Minimum Management Alternative, existing residential units would remain in use, for a total of about 1,650 housing units, including Wherry housing. There would be no new residential construction and no housing would be removed. Conversion of existing buildings to residential use would be limited to the creation of dorm rooms. Housing would continue to be provided to the general public at market rates. If demand exists, housing could be converted to and leased for office space or other uses. Support services, including food service and other essential facilities, would be limited.

Under this alternative, the residential population at 2020 in the Presidio would be about 3,600. Employment would reach about 7,820 employees by 2020.

## ***2.10.8 TRANSPORTATION***

With the exception of Doyle Drive reconstruction and improvements associated with the 23-acre LDAC site, no other major road improvements would be undertaken under the Minimum Management Alternative. Minor improvements to address safety hazards and to promote pedestrian and bicycle use would be completed. Parking (11,210 spaces) would continue to be provided in currently designated areas and would not be actively managed. Existing public transit service would continue with no additional transit services or internal shuttle. Minimum TDM programs would be provided by park tenants.

## ***2.10.9 INFRASTRUCTURE AND UTILITIES***

Utilities in need of repair and beyond their useful life would be repaired and upgraded. Energy conservation measures to meet federal mandates would be pursued through the course of building rehabilitation.

## ***2.10.10 FINANCE***<sup>8</sup>

Financial modeling assumptions specific to this alternative are the same as those for the No Action Alternative (GMPA 2000) except: (a) Wherry housing would be retained indefinitely and not removed; and (b) approximately 2 percent of non-residential space would be scheduled for use by cultural/educational tenants providing programs to park visitors.

Under this alternative, revenues would cover expenses in 2013 without further need for Congressional appropriations. The total estimated capital costs under this alternative would be \$479 million. Because this alternative would generate substantial revenue from the indefinite retention of Wherry housing, emphasize leasing to the highest-paying tenants for the highest-and-best use, and involve little physical change within Area B, capital projects are estimated to be completed by 2016. The implementation phase at the Presidio is estimated to be completed in 2018.

Reduced revenue assumptions and increased capital costs would have the least effect on the financial performance of this alternative. If non-residential rental revenues decline by 10 percent and residential revenues decline by 5 percent, and if all other model assumptions remain constant, this alternative would remain self-sufficient and sustainable, and the time required to complete the implementation phase would be extended by a couple of years.

## **2.11 ALTERNATIVES CONSIDERED BUT REMOVED FROM FURTHER EVALUATION**

The Trust's approach to developing a reasonable range of alternatives included consideration of three primary elements: 1) required elements of all alternatives (i.e., screening criteria); 2) common planning assumptions for all alternatives; and 3) key variables of the alternatives. For any alternative to be considered minimally viable, it had to meet the following minimum

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<sup>8</sup> Key terms (revenues, program costs, financing costs, capital costs, capital replacement fund (reserves), and self-sufficiency) are defined in the glossary to aid in the understanding of financial concepts. The financial planning model uses common assumptions to determine the relative financial performance of each alternative in terms of revenue generation and resulting time required to complete the capital program and fund reserves.

“screening criteria”: a) be consistent with the Presidio Trust Act and meet the Act’s financial mandate, i.e., be capable of achieving financial self-sufficiency no later than 2013 and be financially sustainable over the long-term; b) encompass Area B only, but be consistent with the GMPA for Area A; c) meet the General Objectives of the GMPA as required by Congress and adopted by the Trust Board in Resolution 99-11; d) preserve the Presidio as a national park; and e) meet the proposed planning principles.

Early in the scoping process, the Trust considered but rejected certain alternatives because they failed to meet one or more of the screening criteria. For example, the Trust considered developing an alternative with more square footage than currently exists within Area B. This alternative was screened out as unreasonable because the proposed square footage falls outside the Trust Act’s limits on the maximum amount of allowable square footage within Area B. The Trust also developed an alternative with minimal new construction, measures to enhance and increase open space, lower capital costs, and programs provided and paid for primarily by mission-related tenants, as was envisioned in the GMPA. This alternative was ultimately eliminated from consideration as being duplicative in some aspects with other alternatives and not as responsive to scoping commentors’ requests as the modified No Action Alternative (GMPA 2000).

# ALTERNATIVES