

4.19 LODGING (LO)

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PARK-WIDE LODGING PLAN

LO-1. Define the Lodging Plan

Several commentors, including the San Francisco Planning and Urban Research Association, suggest a park-wide lodging plan that identifies specific planning districts where lodging would be located or precluded, describes the type of lodging on a building specific basis, and identifies whether or where new hotels or lodging would be constructed. Several commentors request that

the lodging plan specifically identify where the lodging would occur, how many square feet would be found in each building, the maximum square footage, limits on the number of rooms and or facilities, the anticipated demand, and the priorities for types of lodging in the Plan. One individual asks: “How many overnight guests does the Trust’s preferred plan accommodate? How many rooms will be provided for overnight use? What is the maximum conference capacity permitted under the Trust’s preferred plan?” Another individual states “The Draft Plan allows for a host of ‘lodging’ uses, but neither the Draft PTIP nor the EIS makes any mention of the number, size, or price range of these lodgings, nor of the number of overnight guests the Trust intends to accommodate. It is also unclear how the trust intends to use former dorm/barracks/SRO rooms – will they be housing, lodging, or something in between (and how many will be assigned to each category of use)?” Some commentors specifically recommend inclusion of an inn or hotel.

Response LO-1 – The Final Plan provides overall management policies for the Presidio, including principles governing the care and management of varied resources, preferred land uses, and programs and activities that are appropriate in this national park setting. An important component of the PTMP is the inclusion of visitor-serving uses, including cultural and educational uses, as well as lodging needed to support such activities at the Presidio.

In response to public comments, the Final Plan has been revised to provide more clarity about lodging and where it may occur. As indicated in Chapter Two of the Final Plan, lodging will occur primarily in historic buildings, and is a preferred use in the Main Post, Crissy Field, and Fort Scott planning districts. The Plan calls for a variety of accommodations, such as bed and breakfasts, dormitory style inns or hostels, as well as small hotels. Overall, the amount of lodging is estimated at approximately 200,000 to 290,000 square feet or 180 to 250 rooms of varying sizes. Preferred locations include Pershing Hall at the Main Post, Stilwell Hall at Crissy Field, and Scott Hall at Fort Scott. All three are historic buildings and would afford the visitor an opportunity to experience the Presidio in a way that lodging in other parts of San Francisco would not. New construction may be pursued in the form of building additions or annexes to make rehabilitation and reuse of the buildings

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functionally and financially feasible. The PTMP provides sufficient detail and serves as the lodging plan urged by commentors. The above specificity has been incorporated into the Final Plan's description of lodging. Also see Response TP-1.

Additional details regarding the specific locations, size and design of lodging facilities are beyond the scope of the current planning effort and will be determined as the feasibility of individual proposals is assessed. Any lodging that is undertaken will be consistent with the provisions of the PTMP including the planning guidelines provided in Chapter Three, which will ensure that uses and structures are compatible with the historic and natural resources of the Presidio.

LO-2. *Appropriateness of New Lodging*

Some commentors feel that there should be no lodging facilities at the Presidio. The Pacific Heights Residents Association states "PHRA strongly rejects the idea presented in the Draft alternative of building a new lodge anywhere in the Presidio." Other commentors state that unless the Presidio is to become an entertainment center for tourists, lodging is unnecessary. The NRDC writes, "We oppose construction of a hotel or other large scale tourist lodging at the Presidio. New lodging facilities are not needed (there is ample space outside the park), will increase traffic within and outside of the park (since tourists will visit other places as well) and will contribute only insignificantly to income. This new construction is inconsistent with the Trust's goals of reducing development at the Presidio and enhancing the natural environment, and will definitely have an impact on the Presidio's historic and cultural fabric." Some commentors state that there should be no hotels at Crissy Field or the Main Post. The Planning Association for the Richmond states, "We oppose the creation of hotels or other large-scale general tourist lodging on the Presidio." Many commentors express a preference for campgrounds instead of hotel-type lodging, and several commentors assert that lodging in national parks is inappropriate. The GGNRA Citizens' Advisory Commission states "Conference and associated lodging facilities should be encouraged where the mission fits the Presidio themes and maximum reuse of historic structures is included.

Response LO-2 – Lodging has historically been a feature of our national parks, including many parks that do not contain an extensive, historic built environment like the Presidio. As a military base, temporary lodging has been a component of the Presidio, along with residential development, as shown by the numerous barracks and homes. Lodging is an appropriate reuse for some of these historic structures, and has long been part of planning for the Presidio's reuse. The 1994 GMPA adopted by the NPS called for 96 dwellings to be used as "guest quarters," and also stated that "Barracks and dormitories would be reused as lodging for the conference facility" as well as other uses, with 554 beds "reserved for visitor or guest use" (Final EIS, page 172).

In proposing lodging, the PTMP does not depart from either the historic context, or the plan context established by the GMPA. Rather, the Final Plan proposes to provide an experience for visitors unlike any they are likely to get at nearby hotels and motels.

Lodging facilities that are destinations in themselves are not proposed. Instead, small-scale lodging is envisioned as a service for visitors involved in activities at the Presidio, and as a way for visitors to fully experience the historic ambience and natural beauty of the Presidio. Also see Response LO-5.

LO-3. *Type and Location of Lodging*

Many commentors express views pertaining to the type and amount of lodging and related facilities such as conference centers and dining areas. Some commentors believe that lodging should be constructed only in specific areas. Commentors request that lodging not be allowed in areas where there are natural resources or that the overall number of lodging facilities should be minimized. For example, the Neighborhood Association for Presidio Planning states that "NAPP strongly opposes building any new lodging in the Presidio, particularly in the Crissy Field or Main Post areas." Commentors request that the need for lodging be demonstrated and existing buildings suitable for lodging identified and set aside. One commentor requests that the Trust justify any lodging accommodations in Area B of Crissy Field. Other commentors recommend a variety of specific types of lodging facilities such as high income bed and breakfasts, lodging that is more affordable, lodging without any high-rises, youth hostels, elder hostels, bed and breakfasts, hotels,

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holiday cottages, and lodging that caters to corporate groups. Other commentors indicate that conference centers or places to hold business conferences would be a good use within the park. San Francisco Beautiful expresses concern that “Planning Principle 12 is too broad. Lodging may be an appropriate use to preserve historic buildings, or as part of a program (such as at Fort Scott). General lodging is usually discouraged in national parks, and is particularly questionable in a national park surrounded by an urban area with tens of thousands of rooms for rent. The type of lodging, and its scale, should be limited.” Urban Watershed states that “lodging should remain small-scale bed and breakfast operations supporting conference visitors. Large-scale hotel operations are not desirable, will increase traffic to and from the Presidio and intrude on the mission of the Presidio.”

Response LO-3 – As discussed in Chapter Two of the Final Plan, only a limited amount of lodging is proposed. Its principal purpose will be to support the visitor-oriented uses of the Presidio, including educational and cultural activities. As suggested by the commentors, the Plan envisions a variety of accommodations, from bed and breakfasts, to hostels, to small inns or hotels.

As described in Chapter Two of the Final Plan, the total number of rooms that would be provided is estimated at 180 to 250, and these would be located in historic buildings or in additions or annexes required to facilitate the reuse of historic buildings. All lodging will be located within existing developed areas, and not in natural areas. In response to public comments, the Final Plan identifies some buildings that are considered likely candidates for lodging, such as Pershing Hall at the Main Post, Scott Hall at Fort Scott and Stilwell Hall at Crissy Field (Area B). These buildings have been identified for lodging use because of their location in proximity to current and planned visitor-services uses, and because they are physically suited to reuse as lodging. The feasibility of lodging in these buildings or in other buildings will be determined through more detailed, site-specific analysis. Lodging is proposed in the Main Post, Area B of Crissy Field and Fort Scott planning districts because they are already built environments, will support cultural and educational activities, the existing buildings lend themselves to conversion to lodging facilities, and human occupation (primarily residential) was a historic use. Conference facilities are envisioned as accessory to lodging facilities and

as a continuation of current activities at the Golden Gate Club, Officers’ Club, Log Cabin, and other meeting spaces. No large-scale conference center along the lines proposed by the NPS at Fort Baker is currently proposed.

With regard to potential traffic generated from lodging facilities, to put this issue in perspective, the proposed lodging rooms in the Main Post/Crissy Field districts are expected to generate less than 600 daily vehicle trips. Furthermore, trips to and from lodging uses are not concentrated during a.m. and p.m. commute periods. Only six percent of these trips would occur in the a.m. peak hour and eight percent would occur in the p.m. peak hour.

LO-4. Lodging Should Have Themes

Commentors state that the Trust should adopt and implement design guidelines that incorporate both historic and environmental themes and that priority should be given to lodging providers who use the NPS Guiding Principles for Sustainable Design. One business suggests that while military themes are appropriate and attractive, the Trust should also incorporate both historic and environmental themes to truly achieve models of sustainable tourism. The GGNRA Advisory Commission states “Conference and associated lodging facilities should be encouraged where the mission fits the Presidio themes and maximum reuse of historic structures is included. Bed and breakfast, youth and elder hostel facilities that serve people utilizing and visiting Presidio facilities would be appropriate.”

Response LO-4 – As discussed in Response LO-3 above, lodging at the Presidio is intended to support visitor-serving uses, including cultural and educational uses, and to allow visitors to better understand the Presidio’s resources. All building uses and any physical changes proposed will be assessed for conformance with the PTMP and the planning principles and planning guidelines it contains. These planning principles include preservation, protection and enhancement of the natural, cultural and recreational resources of the Presidio and also encompass the principle of sustainability. Tenant selection criteria are included in Chapter Four of the Final Plan, and will be used to evaluate lodging proposals. The NPS Guiding Principles for Sustainable Design are not one of the selection criteria per se, but compliance therewith could demonstrate adherence to other criteria such as the user’s ability to rehabilitate and reuse historic buildings, or contribute to

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the visitor experience. Chapter Two of the Final Plan describes the Trust's commitment to sustainable building design and rehabilitation, including adoption of the Leadership in Energy Efficient Design Green Building standard developed by the U.S. Green Building Council.

Chapter Three of the Final Plan contains planning guidelines to ensure that all development is compatible with the historic, natural and recreational resources of the Presidio. Sensitivity to historic uses and context, and consistency with the Secretary of Interior Standards for Rehabilitation of Historic Properties will be paramount.

PROVIDE LODGING IN EXISTING BUILDINGS

LO-5. Use Existing Buildings

A number of commentors suggest that the Trust use the existing buildings on the Presidio to provide lodging so as to preserve the historic character and fit with the historic and/or environmental themes of the park. Some of the uses proposed for the existing buildings include bed and breakfasts, youth and elder hostels, or renting out the buildings as historic houses for vacations. One commentor specifically states "Lodging for visitors should be limited to historic buildings, with new construction permitted only for ancillary functions."

Response LO-5 – The Final Plan is in agreement with the commentors. Lodging facilities will be provided in existing buildings, primarily historic buildings. The only new construction for lodging would consist of additions or annexes necessary to enable an existing structure to function as a lodging facility.

CLARIFY LODGING RELATED ASPECTS OF THE PLAN

LO-6. Disclose More Information about Lodging

Several commentors ask that the Trust clarify the lodging related aspects of the Plan by indicating the number of buildings, size of the buildings, number of guests accommodated, rooms for overnight use, capacity of the buildings, and price range of the facilities.

Response LO-6 – The Final Plan estimates the number of rooms (180 to 250 rooms), extent (200,000 to 290,000 square feet), location (Main Post, Area B of Crissy Field, and Fort Scott) and type (e.g., bed and breakfasts, small inns, hostels) of lodging that would occur under the PTMP. The PTMP is a programmatic plan that provides overall direction regarding land uses and physical changes over time, and calls for diversity of overnight accommodations, serving a range of visitors. The feasibility of reusing specific buildings as lodging will not be determined until later site-specific studies, which will include analysis of size and pricing. Nonetheless, the Plan identifies Stilwell Hall at Crissy Field and Pershing Hall at the Main Post as preferred buildings for lodging.

LO-7. Hotel at Crissy Field

Several commentors ask the Trust whether the PTMP calls for a hotel to be built at Crissy Field and if so, what would be the size of the structure. Several commentors state that no hotel facilities should be developed at Crissy Field.

Response LO-7 – Stilwell Hall has been identified as the preferred location for a hotel at Crissy Field, either alone or in combination with adjacent buildings. Stilwell Hall would be appropriate for conversion to a hotel because of its former use as a barracks, although an addition or annex may be necessary to convert the building to lodging for visitors. The financial feasibility has not been determined, and the Plan's stated "preference" can not be viewed as a proposal. No hotel developer or operator has been selected, nor has one been solicited for the site. A site-specific assessment of Stilwell Hall's feasibility for use as lodging will follow the PTMP planning process. Any new construction proposed as part of the project will be governed by the planning guidelines in Chapter Three of the PTMP, which will ensure compatibility with the scale and design of the existing building, and will require further public input as described in Chapter Four of the Plan. An illustrative rendering of Stilwell Hall with a possible annex building is shown in Chapter Three of the Final Plan.

LO-8. Distinguish Between Lodging and Housing

An individual asks the Trust to distinguish between lodging and housing.

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Response LO-8 – The PTMP distinguishes lodging as short-term accommodations for visitors, while housing is for longer term residents of the Presidio. The Final EIS analysis assumes a specific amount of each type of land use, and the preferred locations of these uses are identified within the Final Plan. In some cases, the PTMP allows flexibility in the designation of lodging and housing uses, because the most appropriate uses for some buildings and areas have not been determined. For example, the barracks buildings surrounding the parade ground at Fort Scott are called out as housing in the PTMP. If needed to serve educational uses of Fort Scott, the barracks could be developed either as student housing or as lodging. (They were designated for lodging in the 1994 GMPA.) The ultimate use of the barracks will be determined in the future, as the other uses of Fort Scott are determined, and as a cost-effective means of ensuring their rehabilitation and reuse is identified.

VISITOR SERVICES

LO-9. Competition with Other Uses

The Evelyn and Walter Haas Jr. Fund states “We hope the Trust will work to ensure that its final plans for visitor services also enhance and not compete with existing and planned services at Crissy Field . . .”

Response LO-9 – Uses at Area B of Crissy Field are intended to complement those provided in Area A. Small-scale lodging and other land uses would support the educational, cultural and recreational offerings at Crissy Field. In

response to the commentator’s concerns about the level of visitor services within Crissy Field (Area B), the Final Plan reallocates planned uses by moving approximately 55,000 square feet of new construction to the Letterman Complex, and clarifies the qualitative and procedural constraints that would apply to any new construction.

LO-10. Future Retail Services

Telegraph Hill Dwellers want the Trust to restrict retail services to existing buildings and to serve the immediate needs of on-site visitors and residents only. Telegraph Hill Dwellers state “Any retail should be restricted to enhancing the visitors visit to the Presidio, like the Warming Hut on Crissy. Avoid trinket and tourist schlock and places that are a destination for local citizens.” The Richmond District Democratic Club notes that a “few necessary commercial services” should be available not only for convenience of tenants, but to reduce automobile traffic in the park and to generate rental revenue for the Trust.

Response LO-10 – The Trust agrees, the focus of proposed retail uses in the Final Plan is as a community and visitor service. The Trust expects a limited amount of service retail, like the Warming Hut (located at Crissy Field – Area A), targeted at park visitors, residents, and employees. These uses would primarily be located in existing buildings. The exact nature of products made available will be determined as the specific uses are identified, but “destination” retail centers are not proposed.