# **Recommended Categorical Exclusion Approval - DRAFT**

Project Name:	Vista Point Multi-Use Trail, Fort Baker
<b>PEPC Project Number:</b>	41351
Project Record Location:	GGNRA Environmental Compliance Office, Fort Mason, Bldg 101 S.F. 94123
<b>Proposal Description</b> :	See Attachment A

### **Introduction:**

This memorandum with attachments, and the information in the project record, documents and completes the National Environmental Policy Act (NEPA) review and requirements for implementing the Vista Point Multi-Use Trail, Fort Baker.

#### **Categorical Exclusion:**

On the basis of the impact assessment in Attachment A, park interdisciplinary review, public review and comment, and the information in the project record, this project is recommended to be Categorically Excluded (CE) from further NEPA analysis in accordance with NPS Director's Order #12 (D0-12), Sections 3.3:

C.18. Construction of minor structures, including small improved parking lots, in previously disturbed or developed areas.

Additional supporting information for this determination is in the following attachments and administrative record:

- Attachment A: (Project Information, Background, Purpose and Need, Development of Proposal, NPS Preferred Proposal, Options Under Consideration, Pre-Proposal Public Feedback, Applicable Law and Policy, Impact Assessment, Summary of Public Comment, Decision/Implementation Process)
- Attachment B: Project Construction and Best Management Practices
- Attachment C: Preliminary Design Drawings

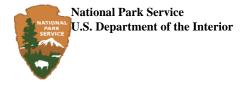
## **Final Agency Decision:**

TBD after public review and comment

## **CE** Approval and Decision to Implement:

(*To be completed after public review and comment*) On the basis of my review of the environmental impact analysis, public comment, and all information in this compliance file, I am categorically excluding the Project from further NEPA analysis. No exceptional circumstances or conditions in Section 3-5 of Director's Order 12 apply. I approve this action to be implemented.

Christine Lehnertz, General Superintendent Golden Gate National Recreation Area Date



Golden Gate National Recreation Area Date: May 5, 2016

# DRAFT

**ATTACHMENT A** 

# Vista Point Trail, Fort Baker, GGNRA

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#### **PROJECT INFORMATION**

Park Name:	Golden Gate National Recreation Area		
Project Title:	Vista Point Trail		
PEPC Project Number:	41351		
PMIS Numbers:	167755,186589		
Project Type:	Service Road and prior Trail to Trail Conversion		
Project Location:	Fort Baker, Marin County, California		
Project Leader:	Andrea Lucas		
Administrative Record Location:	Compliance Files, Fort Mason, Bldg. 101; San Francisco, CA 94123		
Administrative Record Contact:	Liz Gill		

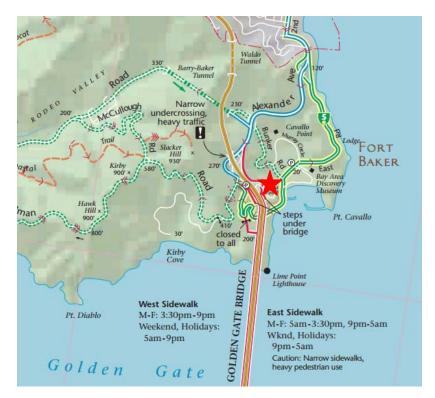
## A. PROJECT SUMMARY

The project will occur on National Park Service (NPS) Golden Gate National Recreation Area (GGNRA) lands in Fort Baker (Figure 1). This document provides an environmental impact assessment of the modification of the prior trail and existing service road, "Vista Point Road," from a partially paved service road to a paved multi-use trail.

## B. BACKGROUND and HISTORY

Vista Point Road is the oldest road in Fort Baker that exists today. It is a contributing resource to the National Historic Landmark District. It has been closed to public vehicles for many decades. In the 1930's and around 2002 the upper end of this 1700 foot long road was regraded to a 15% slope. In the early 2000's, the lower end of the segment was redesigned from a curved intersection to a "T" intersection with Lower Conzelman Road and graded to a 15% slope. The trail has been closed to the public since 1999 with the advent of the Golden Gate Bridge Seismic project.

The service road, "Vista Point Road", connects Dana Bowers Vista Point to Fort Baker's Lower Conzelman Road (Figure 2), and is in a heavily used pedestrian and bicycle corridor. The road provided public access until its closure in 1999 with the start of the Golden Gate Bridge Highway and Transit District (GGBHTD) Seismic Upgrade project. With the road's closure, the non-motorized public use was diverted alongside a freeway off-ramp, State Route 101, north-bound, and onto a busy road, Alexander Avenue. This added to bicycle and pedestrian and vehicle conflicts, and the closure eliminated an important alternative transportation route to and through Fort Baker. The work needed for the Seismic Upgrade project in the Vista Point area has been completed, allowing NPS the opportunity to re-open the road as a multi-use path.



#### Figure 1: Project Area

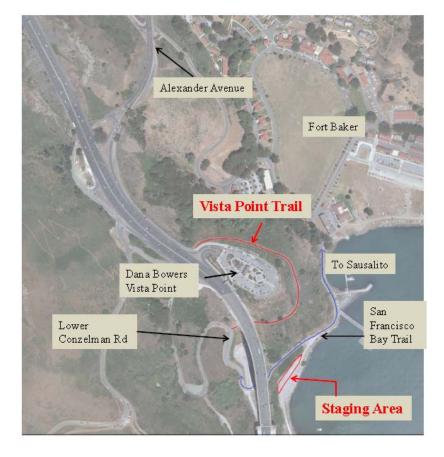
## C. PROJECT PURPOSE AND NEED

<u>Purpose</u>: The purpose of the project is to re-open the Vista Point Road as a multi-use trail in order to provide a safer, more visitor friendly, alternate bicycle and pedestrian route to GGNRA's Fort Baker while protecting the visual integrity and cultural resources of the area. Fort Baker, a historic army post

located in the Marin Headlands, provides a variety of recreational, educational, and visitor amenities in a coastal environment. Fort Baker is uniquely situated, connecting car, bicycle, and pedestrian access to Sausalito and beyond. The trail will provide a bicycle commuter route between San Francisco and Marin County.

<u>Need</u>: Alexander Avenue is a narrow, two-lane feeder route between State Route 101, the Golden Gate Bridge and Sausalito that carries large volumes of vehicle traffic (Figure 2). It also experiences high volumes of bicycle and pedestrian traffic traveling between the Golden Gate Bridge and Sausalito. Alexander Avenue is the designated bike route for bike rental companies and Marin County bike routes, despite a lack of adequate facilities, creating dangerous, crowded conditions and potential safety problems. Vista Point Road, the proposed trail route, connects to the Dana Bowers Vista Point at the north end of the Golden Gate Bridge. The road curves to Lower Conzelman Road in Fort Baker, passes under the bridge, and offers dramatic views of San Francisco, the Bay, and the Golden Gate Bridge.

<u>Objectives</u>: Opening this as a trail for cyclists and pedestrians will improve safety and visitor experience by providing a car-free alternative route to and through GGNRA parklands. It will eliminate the need for cyclists and pedestrians to travel on Alexander Avenue as the main route between the Golden Gate Bridge and Sausalito. Specific improvements on the existing Vista Point Road include construction of a multiuse trail and directional signage.



## Figure 2: Project Site

## D. PROPOSED ACTION - PROJECT DESCRIPTION

The construction will include a paved multi-use trail 15 feet wide and 1700 linear feet long, with rest areas, wayfinding and interpretive signs, drainage, railings and retaining walls where needed to maintain road width. These elements will remove many cyclists and pedestrians from riding and walking on the Highway 101 northbound off-ramp trail and in the roadway along Alexander Avenue. The proposed trail will improve user safety, provide park visitors new access to GGNRA's Fort Baker, and will provide a positive visitor experience by providing spectacular views of the Golden Gate Bridge, the Bay and the city of San Francisco that are not currently available.

Specific improvements include: soil remediation, a 15 foot wide paved trail separated into one downhill bicycle lane and one shared uphill bicycle and pedestrian lane. Retaining walls a maximum of 5 feet high will be placed on the outer side of the trail where needed. Guardrails will be installed on curved segments of the road or where retaining walls line the trail. A small trailhead (Figure 3) at the top of the trail will provide directional and information signs. To maintain bridge security the project includes bollards and a signal light to prevent unauthorized vehicles from accessing the trail. The project also proposes to modify the intersection at Lower Conzelman Road from a "T" intersection to a broad curve. This design more closely mimics the historic roadway and provides a smoother connection between the Vista Point Trail and Lower Conzelman Road.

The chosen alternative reduces the trail slope at the top and bottom sections of the trail from 15% to 10%. The remainder of the trail would average between 7% and 9%. With 10% slopes, retaining walls are needed only on the outside of the trail, and would have a reduced maximum height of 5 feet. Vegetation will be planted to screen the retaining walls, reducing the impacts to visual and cultural resources. The trail will be paved with asphalt, tinted to a warm reddish color. Asphalt was chosen for durability and traction due to the slopes and heavy bicycle use.

The affected area of the trail is 0.8 acre of existing road and 0.4 acres of rock or vegetated land. The staging area is 0.7 acre in a previously disturbed area along Lower Conzelman Road. Construction will take 4 to 6 months to complete. All construction activities is planned to occur between Monday and Friday for up to 10 hours per day, and within construction hours permitted by the National Park Service (NPS).

#### E. PROJECT IMPLEMENTATION

The road-to-trail conversion will be constructed in two stages as follows:

#### Stage 1: Lead Soils Management

Approximately 900 cubic yards of soil is planned to be excavated to prepare the trail bed. Soils will be tested during excavation. The Soils Management Plan is a state-required document to be developed for this project. The Plan determines the testing needed and lead levels required for various types of disposal. Per the Soils Management Plan, soils that contain lead will be disposed of legally off site. This plan will be reviewed and accepted by the state Department of Toxic Substances Control prior to start of construction.

#### Stage 2: Trail Construction

Staging and storage will occur in Fort Baker described below under "Staging".

Construction vehicles and equipment likely will include support trucks (e.g., pickup trucks, dump trucks, flatbed trucks), trailers, excavators, loaders and backhoes. The construction work is expected to include the following:

- 1. Installation of a temporary chain link fence at each end of Vista Point Road and the staging area, and the posting of signs (i.e., no access, detour, informational, and construction signs) to ensure no public access to the construction area.
- 2. 0.7 acre Staging Area located on prior gravel GGBHTD Seismic Project staging area nearby on Moore Road (Figure 2).
- 3. Installation of temporary, environmentally sensitive area fencing if needed.
- 4. Excavation of approximately 900 cubic yards (cy) of soil; tested for lead, disposed of legally.
- 5. Import 1600 cubic yards of materials, consistent with NPS Standard Operating Procedures (SOPs).
- 6. Backfill with road base included in 1600 cubic yards above. Proposed trail cross sections (Figure 4) show the anticipated depth and location of imported fill, road base and asphalt paving materials.
- 7. Removal of up to 10,000 square feet of native *baccharis* scrub and weedy vegetation.
- 8. Restoration of native vegetation including erosion control.
- 9. Addition of retaining walls, railings and drainage.
- 10. Addition of asphalt paving and striping, bollards and shaded signal light.

## F. ALTERNATIVES TO THE PROPOSED ACTION

<u>No Action</u>: The road would remain at running slopes ranging between 7% and 15%, in a degraded, eroding, and partly paved condition. Lead contaminated soils would remain on the road bed. No safety or accessible features would be installed. The lack of safety features and the presence of lead in the soil would preclude opening the road for public use.

<u>Accessibility Alternative:</u> To achieve grades as required to meet ABAAS (The Architectural Barriers Act Accessibility Standard) grading options were tested. To meet ABAAS, rest areas are required at set distances for running slopes. Rest areas in the trail added 45 linear feet to the trail, and would require retaining walls to run the entire length of the trail 5 to 8 feet high. Various manipulations of the grade between 6 and 10 % were reviewed, with more feet devoted to rest areas and greater height to retaining walls as the proposed trail running slopes get are steeper.

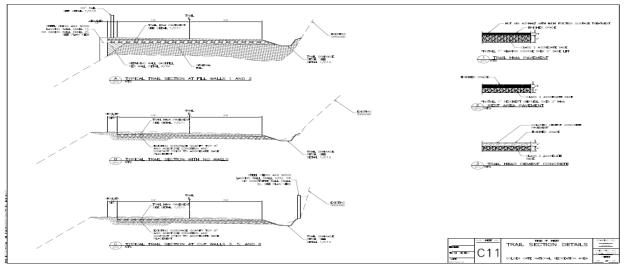
The length of the trail would extend substantially beyond the length of the existing road, making this alternative impractical. The natural resource values, the cultural resource values, and the visual impacts of high retaining walls and additional trail length that would be required to meet ABAAS rest area requirements were considered significant and were dismissed from consideration.

<u>Bicycle Access Alternative:</u> This alternative tested reducing trail slope at the top and bottom sections from 15% to either 8% or 9%. The remainder of the trail would average between 7% and 9%. This design requires sections of retaining walls on both the inside and outside of the trail, up to 8 feet tall. Tall retaining walls significantly affect the views to the trail and the visual landscape from Fort Baker therefore this alternative was dismissed from consideration.

## Figure 3. Proposed Project Showing Trailhead near Dana Bowers Vista Point



### **Figure 4. Project Trail Sections**



## G. IMPACT ASSESSMENT

Potential impacts from the project are limited to natural and cultural resources, air quality, visitor experience, and aesthetic resources. None of the proposed project components would exceed "Minor Effects" and are temporary. The project would result in long-term benefits to recreational resources that would be improved through the project. The potential impacts are described below in the Environmental Screening Form (Tables 1 and 2).

No Effects are anticipated from the project for marine or estuarine resources, species of special concern or their habitat (federally listed and threatened – Mission Blue Butterfly), or unique or important fish or fish habitat. For geologic resource, geohazard, air quality, soundscapes, water quality, floodplains or wetlands, unique or important wildlife or habitat, non-native species, archeological resources, cultural landscapes, energy resources, other agency or tribal land use plans or policies, energy, conservation potential, sustainability, urban quality and long-term management of resources or land/resource productivity would be "Negligible". No significant impacts regarding the Mandatory Criteria listed in Table 3 would result from the proposed project. Compliance with applicable laws and regulations and implementation of Best Management Practices (BMPs - see Attachment B) will limit the project's effect on the environment.

Resource	Potential for Impact	Potential Issues & Impacts			
<b>Air</b> Air Quality	Potential	Issue: Construction air quality impacts including grading, hauling of soils will be controlled by BMPs such as dust control, covering bare soils and prevention of idling for trucks and equipment. Bare soils at the end of construction will be vegetated and treated for erosion control.			
		Impact: Non-Significant. Short-term intermittent impacts with BMPs			
<b>Biological</b> Nonnative or Exotic Plant Species	Potential	Issue: Potential for introducing non-native seeds, weeds, and other vegetative materials via vehicles, tools, equipment, and boots. Impact: BMPs will include washing vehicles and equipment before entering			
		park, cleaning and disinfecting tools, and brushing boots to help prevent introduction.			
		Impact: Non-Significant			
<b>Biological</b> Species of Special Concern or Their	Potential	Issue: In a survey conducted by Natural Resources Specialist, Susie Bennett, no MBB host plants were observed.			
Habitat Mission Blue Butterfly habitat		Impact: Non-Significant. Will be avoided by conducting another survey before project implementation. If MBBs or host plants are observed, biologist will install temporary orange safety fencing in a manner that isolates the Environmentally Sensitive Areas (ESAs) from the construction activity areas and the ESAs will be enforced and the fence will be maintained to protect the ESAs throughout construction.			
<b>Biological</b> Vegetation <i>Removal of existing</i> <i>vegetation</i>	Potential	Issue: Coastal scrub, weeds, and other vegetation will be removed during construction and revegetated with native vegetation. Area of vegetation disturbance is approximately 10,000 sq. ft.			
		Impact: Non-Significant. The area would be restored using local native vegetation.			
<b>Biological</b> Wildlife and/or Wildlife Habitat including terrestrial	None				

Table 1: Environmental Screening Form / Resource Impacts to Consider

and aquatic species		
<b>Cultural</b> Archeological Resources	Potential	Issue: A surface survey for archaeological resources was performed resulting in no significant resources found. However there is still the potential for historical archeological resources to be uncovered during ground disturbing activities. Impact: Non-Significant. If previously unknown archeological resources are discovered during construction, all work in the immediate vicinity (100 feet) of the discovery shall be halted until the resources are identified and documented and an appropriate mitigation strategy developed, if necessary, in consultation with Park Archeologist (Peter Gavette, 289-1893).
<b>Cultural</b> Cultural Landscapes <i>Cultural</i> <i>Landscape/Historic</i> <i>road</i>	Potential	<ul> <li>Issue: Non-historic trail rest areas, retaining walls, railing, bollards will be installed and an existing signal light would be relocated. Remove non-historic pop-up steel plate and drop-arm gates security system.</li> <li>Impact: Non-Significant. Project Managers worked with Historical Landscape Architect, Amy Hoke, on redesigning the proposed retaining walls to achieve a No Adverse Effect to the cultural landscape. The redesigned walls would be no higher than 5 feet and would be screened with appropriate vegetation. Visual simulations of the project site were provided from various vantage points on and off the trail, and a Historic Road Characterization Study (HRCS) was completed.</li> </ul>
Cultural Ethnographic Resources	None	
<b>Cultural</b> Museum Collections	None	
Cultural Prehistoric/historic structures	None	
<b>Geological</b> Geologic Features <i>Soils</i>	Potential	Issue: Construction ground disturbing activities         Impact: Non-Significant. A Storm Water Pollution Prevention Plan (SWPPP)         will be prepared and BMPs implemented prior to and during construction.
<b>Geological</b> Geologic Processes	None	Issue: Landslide scars are adjacent to the trail. Impact: Non-significant. Design considerations will be included to provide a stable trail resistant to landslides.
Lightscapes Night Sky	Potential	Issue: Construction will be limited to daylight hours. Relocated signal light will be shielded to night sky. Impact: Non-Significant. No night sky impacts from construction. Minimal long-term impacts of the shielded signal light.
Other Human Health and Safety	Potential	Issue: Lead in soils. Lead soils in the project footprint will be removed and hauled per a California State Department of Toxic Substances Control (DTSC) reviewed and accepted Soil Management Plan (SMP) The SMP is specifically

		created and followed to protect worker and visitor health and safety.
		Impact: Non-Significant. No impacts to human health and safety following completion of the SMP.
Socioeconomic Land Use	None	
<b>Socioeconomic</b> Minority and low- income populations, size, migration patterns, etc.	None	
Socioeconomic Socioeconomic	None	
Soundscapes Soundscapes	Potential	Issue: Construction equipment Impact: Non-Significant. Will add to ambient sounds that include traffic noise from Golden Gate Bridge
Visitor Use and Experience Recreation Resources Multi use trail	Potential	Issue: Provides visitors a safe and accessible multi use trail. Impact: Beneficial effects of improving visitor and commuter safety and experience, while providing increased visitor access to Marin Headlands and Fort Baker.
Visitor Use and Experience Visitor Use and Experience Provides multi-use trail	Potential	Impact: Improves visitor and commuter safety and experience
Water Floodplains	None	
Water Marine or Estuarine Resources	None	
Water Water Quality or Quantity	None	Issue: Disturbance of soil can add sediment to flowing water and affect water quality. Impact: Non-Significant. With implementation of Project Construction BMPs and development and implementation of a required Stormwater Pollution Prevention Plan (SWPPP), impacts on water quality during construction will be minimized to negligible and temporary.
Water Wetlands	None	
Wilderness	None	

Wilderness	
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Table 2: ESF Addendum Questions:

Question	Answer	Discussion
Adversely affect historic fabric, vegetation, terrain or setting?	No	Finding of No Adverse Effect. Historic road bed will be affected; adaptive reuse will require some widening; addition of pull-out rest stop/viewing stations. Accessibility and safety standards will likely create changes in vertical alignment of road; will retain historic alignment. Historic character to be retained.
Change historic ground cover or vegetation?	Yes	Grading and soil lead remediation would impact native <i>baccharis</i> scrub and some weedy vegetation; however, disturbed areas will be restored with local native vegetation.
Introduce non- historic elements (visible, audible or atmospheric) into a historic setting, structure or environment?	Yes	Rest areas, low retaining walls and railing. Implementing in a culturally sensitive way would not cause an adverse effect to cultural resources.
Reintroduce historic elements in a historic setting or environment?	No	
Are there any archaeological resources in the project area?	No	No known.
Maintain, create or change a public or employee safety or health hazard?	Yes	GGBHTD Lead clean-up to remediate lead at site as initial phase of construction. Work on trail will begin after clearance of associated health and safety standard requirements are met.
Compromise slope stability?	No	
Change the pattern of surface water flow, alter hydrologic processes or affect erosion?	No	The project will require a Storm Water Pollution Prevention Plan (SWPPP)
If there is ground disturbance, is it greater than one acre?	No	Ground disturbance to be at a maximum, less than 20 feet wide for 1700 linear feet = 0.78 acres. The project will require a Storm Water Pollution Prevention Plan (SWPPP). The staging area will be in a prior gravel parking lot that has been used as a staging area for Golden Gate Bridge projects.

Affect park trails or trail usage?	Yes	Will reopen a long-closed multi-use trail, providing a safer, accessible alternative route to Fort Baker (Alexander Ave. is existing alternate).
Affect current or planned visitor services, recreation resources, access or available parking?	Yes	Same as above
Change congestion levels, traffic volumes or traffic safety conditions for vehicles, pedestrians or bicyclists?	Yes	For recreational cyclists, the proposed project offers a safer car-free alternate access to Fort Baker and Sausalito than Alexander Avenue.
Change or impede accessibility?	Yes	Will provide higher level of accessibility to Fort Baker from the Vista Point.
Change the demand for police or emergency services or create an attractive nuisance?	Yes	Will add a paved trail for emergency access
Changes dark conditions, natural night skies or glare?	No	
Alter scenic features, viewsheds, be visually intrusive or add to a degraded visual condition?	Yes	Walls and railings to be partially screened with vegetation. The visual impact will be lessened with time as the vegetation grows to cover the retaining walls. The Vista Point trailhead will be visible from State Route 101 and Dana Bowers Vista Point parking area.
Involve handling/storage of hazardous substances or work in areas of possible contamination?	Yes	A Soils Management Plan has been prepared for the removal of lead contaminated soils within the project area.
Change the level of emissions from vehicles or increase other air pollutants?	No	
Change the amount of resource use (water, fuel) or waste generated?	No	
Involve issues of	No	The project has received positive support from local organizations and

concern for park neighbors or organizations or generate media attention?		communities.
Affect long-term management of resources?	No	
Set a precedent within GGNRA?	No	
Will the proposed action(s) require removing, changing, relocating, replacing, and/or adding signs?	Yes	New informational, directional, regulatory and interpretive signage will be required as reviewed/approved by park Sign Committee.

As discussed and dismissed in **Table 2** above, the following resource areas were determined to have "No Effect" because they will not be affected by the project or do not exist within the project area and are not discussed further:

- streamflow
- unique ecosystems
- prehistoric/historic structures

- characteristics museum collections
- socioeconomics
- minority and low income populations

# H. IMPACT DISCUSSION

## Geologic Resources-soils, bedrock, streambeds, etc.

Construction related ground disturbance will result in the loss of 900 cubic yards of rock, roadbed fill, and subsoil. Erosion control will be placed for any exposed soils. Refer to the "Water Quality or Quantity" discussion below regarding implementation of the SWPPP and BMPs which will reduce the discharge of sediment. Impacts to geological resources will be negligible.

## Geohazards

The project site is located in a seismically active region; however, the site area does not have fault evaluation reports for the Alquist-Priolo Fault-Rupture Hazard Zones. The closest fault considered active is the San Andreas Fault, 6.5 miles west. There are no known faults that cross the project area. Geotechnical borings taken in in the roadbed in 2014 found fill up to 11.5 feet deep with colluvium below that level. Groundwater was not encountered. A landslide scar was identified adjacent to the trail and an additional one was located near Moore Road below the site. As detailed in the Geologic Report "Draft Geotechnical Evaluation Vista Point Multi-use Trail" December 24, 2014 presence of these scars does not indicate a potential hazard for the project.

Implementation of the proposed project will not increase the risk from known earthquake faults, seismic shaking, or ground failure. Soil stability will be addressed through the project design and engineering methods described in the Geotechnical Report. The impact of proposed grading and its effects on the stability of the slopes below the trail will be a design consideration. The report provides recommendations for new fills to be supported by "soldier pile and lagging" retaining walls such that the net surcharge would be negligible. The proposed project will have a negligible impact on geohazards.

### Air Quality

The proposed project will have a short-term effect on air quality during construction activities. The project will be required to implement the Bay Area Air Quality Management District's (BAAQMD) basic dust control procedures to minimize construction-related air quality emissions. The proposed project will have a negligible impact on air quality.

#### Soundscapes

The proposed project will have a short-term effect on the surrounding area during construction activities. Short-term and temporary noise impacts will occur from the use of stationary and mobile construction equipment and vehicles. BMPs will be used during construction activities and on equipment to comply with OSHA regulations related to construction noise control and reduce noise levels. Adjacency to the traffic on Golden Gate Bridge and State Route 101 affects the ambient noise level. The proposed project will have a negligible impact on soundscapes.

#### Water Quality or Quantity

During construction of the proposed project, excavation and material stockpiling could result in sedimentation if not properly contained. Construction work will be timed to avoid the rainy season thereby reducing the potential for erosion and sedimentation transport. Construction BMPs, as described in Attachment B, will also be implemented to avoid and minimize effects on water quality during construction. These include preparation and implementation of an excavation disposal plan, a water pollution control plan, and temporary sediment control measures including a silt fence, fiber rolls, street sweeping, and drainage inlet protection.

Potential for adverse effects to water quality will also be avoided by implementing temporary and permanent BMPs such as revegetation. A SWPPP will be developed for the project, as one is required for all projects that have at least 1.0 acre of soil disturbance. The site is slightly less than 1 acre and the staging area is an additional 0.7 acre. The SWPPP will also specify appropriate construction and material transport and stockpiling practices to reduce the discharge of sediment and other construction materials as well as increases in turbidity of the Bay.

Drain inlets and drain lines currently exist along the road. The design for drainage proposes to reuse drainage elements as possible and add new as determined to be required (e.g., sediment traps). The drain lines now cross under the existing road, emptying onto the slope below the road. The drain line outlets will be armored against erosion. The proposed project will have a negligible impact on water quality.

#### Introduce or promote non-native species (plant or animal)

Construction site BMPs and the GOGA Soils Import Standard Operating Procedures will be implemented to reduce the likelihood that non-native species are introduced or promoted in compliance with Executive Order (EO) 13112.

#### Recreation resources, including supply, demand, visitation, activities, etc.

No areas, roads or trails now open to the public will be closed. Dana Bowers Vista Point, the trail along the north bound off-ramp to Alexander Avenue, Alexander Avenue, and Lower Conzelman Road will remain open to public access during construction of the project. The San Francisco Bay Trail, along the Golden Gate Bridge east sidewalk, through Dana Bowers Vista Point and Alexander Avenue, receive heavy day use, particularly on weekdays, by runners, walkers, and bicyclists. The trail along Lower Conzelman Road receives light use on weekdays, with heavy use on weekends when tourists and commuters both use the Golden Gate Bridge (GGB) west sidewalk and flow to and from Fort Baker on Lower Conzelman. No work will occur on weekends eliminating any construction traffic impacts on Lower Conzelman on Saturday and Sunday.

To reduce conflicts between public use and construction traffic on Lower Conzelman Road, a Traffic Management Plan will be required. The plan will describe how continuous access by park visitors to trails will be maintained during construction, as well as safety measures, including safety lighting, signage and sign location, flag persons/visitor points of contact, and any other elements to ensure visitor and park staff safety during construction. At the start of construction, temporary chain link fencing will be installed and signs (no access, detour, informational, and construction signs) will be posted to protect the public from accessing construction and staging areas, and materials. In addition, construction activity timing will be coordinated with NPS to avoid special events.

Vista Point Road, currently closed to public use, is used sporadically as a service road for GGB, and will not be open during construction. An alternative route on Lower Conzelman Road will remain open for service vehicles. Recreationists will continue to use the surrounding roads and trails, including Lower Conzelman Road, while the project is under construction.

Impacts to recreation resources will be negligible, temporary and short-term during project construction. Long-term, the project will improve recreational resources.

#### Visitor experience, aesthetic resources

Construction noise during Stage 1 and 2 activities will have short-term impacts to visitor experiences immediately above the construction area. The construction activities (excavation, stockpiling, and installation of fencing, drilling and paving) and presence of construction equipment will have a short-term impact to the aesthetic character of the project site. To minimize impacts to visitor experience during construction, the public will be informed of the construction periods and public access will be maintained at all times. Impacts to visitor experience and aesthetic resources will be minor, short-term and temporary.

#### **Cultural resources**

Archeology: The potential for discovery of archaeological artifacts is low. If previously unknown archeological resources are discovered during construction, all work in the immediate vicinity (100 feet) of the discovery shall be halted until the resources are identified and documented and an appropriate mitigation strategy developed, in consultation with the Park Archeologist .

The Project is outside of the reported boundaries of the prehistoric resources, and no impacts to prehistoric resources are anticipated. Historic built-environment resources are present as earlier fill material in the road. Approximately 900 cubic yards of these fill materials will be removed and replaced with imported road base. Impacts to archeologic resources are not expected.

If cultural resource artifacts, features, or sites are observed during construction, discovery protocols and treatment approaches will be followed as outlined in the Undertaking Programmatic Agreement (PA) (Section III. 2. b - e).

### **Cultural landscapes**

Construction activities will disturb the landscape viewshed of the Fort Baker cultural landscape. This impact will be short-term and temporary. Permanent impacts include low retaining walls, steel wire railings, paving, striping, bollards, signs and signal light. Native vegetation will be used to screen the introduced vertical elements and will reduce impacts to negligible. Staging areas will be restored to existing conditions. Long-term impacts to the cultural landscape are not expected. Changes to the unpaved road surface will be mitigated by the use of colored chip sealed asphalt paving which provides a smooth and stable surface for both bikes and wheelchair users, and visually approximates an unpaved surface. Striping will be applied using the lowest possible contrast, while still meeting minimum safety requirements.

### **Ethnographic resources**

Ethnographic resources are landscapes, objects, plants and animals, or sites and structures that are important to a people's sense of purpose or way of life. Construction activities will temporarily and minimally modify the natural landscape, and construction areas will be restored. No ethnographic resources were identified within the current project APE. As such, no impacts to ethnographic resources are anticipated.

#### Other agency or tribal land use plans or policies

Although it is unlikely that human remains could be encountered during excavation in the project area (which was previously disturbed for the construction of the existing road), in the event human remains of Native American origin are discovered, construction workers will be required to comply with NAGPRA, which specifies the procedures federal agencies must follow when burials of Native American origin are found on federal land. If human remains of Native American origin are discovered during trenching activities or construction-related ground-disturbing activities, the following provisions will be followed to comply with NAGPRA regulations: Notify, in writing, the responsible federal agency and cease activity in the area of discovery and protect the human remains. If cultural resource artifacts, features, or sites are observed during construction, discovery protocols and treatment approaches will be followed as outlined in the Undertaking Programmatic Agreement. Impacts to agency or tribal land use plans or policies will be negligible.

#### Resource use, including energy, conservation potential, sustainability

No change in long-term energy use is anticipated. Construction-related impacts will include export and disposal of road and geologic materials, import and application of materials and use of construction equipment and fuel. Construction-related impacts will be temporary and short-term; therefore, the impact will be negligible

#### Urban quality, gateway communities, etc.

Construction activities during Stage 1 and 2 will have short-term impacts to urban quality immediately around the construction area. Impacts to urban quality will be negligible and beneficial.

#### Long-term management of resources or land/resource productivity

Long-term land/resource productivity will not be reduced. Impacts to long-term management of resources or land/resource productivity will be negligible.

#### Other important environment resources (e.g. geothermal, paleontological resources)

Construction will occur in the original roadbed for the existing road, thus having a low potential for encountering paleontological resources. There are no known prehistoric sites within the project area. If paleontological resource artifacts, features, or sites are observed during construction, discovery protocols and treatment approaches will be followed as outlined in the Undertaking. Impacts to other important environment resources will be negligible.

### I. EXCEPTION CRITERIA

Mandatory Criteria							
Mandatory Criteria: If implemented, would the proposal:	Yes	No	N/A	Comment or Data Needed to Determine			
A. Have significant impacts on public health or safety?		X		The project's Traffic Management Plan will include safety measures, such as safety lighting, signage and sign location, flag persons/visitor points of contact, and any other elements to ensure visitor and park staff safety during construction. No impacts to utilities are anticipated. Lead: The Soil Management Plan will protect workers during construction and describe materials handling and disposal. Visitors will not have access to construction areas or potential lead soils.			
B. Have significant impacts on such natural resources and unique geographic characteristics as historic or cultural resources; park, recreation, or refuge lands; wilderness areas; wild or scenic rivers; national natural landmarks; sole or principal drinking water aquifers; prime farmlands; wetlands (Executive Order 11990); floodplains (Executive Order 11988); national monuments; migratory birds; and other ecologically significant or critical areas?		X		The project will have no effect or negligible effects to these resource areas. Please refer to the discussion in Section F.			
C. Have highly controversial environmental effects or involve		X					

#### Table 3. Mandatory Exception Criteria

Mandatory Criteria						
Mandatory Criteria: If implemented, would the proposal:	Yes	No	N/A	Comment or Data Needed to Determine		
unresolved conflicts concerning alternative uses of available resources (NEPA section 102(2)(E))?						
D. Have highly uncertain and potentially significant environmental effects or involve unique or unknown environmental risks?		X		No significant impacts are anticipated and the project includes commonly used construction equipment and routine construction activities.		
E. Establish a precedent for future action or represent a decision in principle about future actions with potentially significant environmental effects?		X				
F. Have a direct relationship to other actions with individually insignificant, but cumulatively significant, environmental effects?		X		The trail installation will result in short- term construction-related impacts. Through the implementation of BMPs, compliance with applicable laws and regulations, and compliance with permit conditions, construction impacts will be negligible to minor. The project will not result in new significant impacts or impacts of greater severity than what was previously analyzed and disclosed in the Marin Headlands Fort Baker FEIS. Therefore, no cumulative environmental effects will occur.		
G. Have significant impacts on properties listed or eligible for listing on the National Register of Historic Places, as determined by either the bureau or office? APE is the Area of Potential Effect of the project.		X		No significant impacts are anticipated to the Fort Baker cultural landscape, which is listed on the National Register of Historic Places. There are no other historic properties within the project APE. Temporary impacts include commonly used construction equipment and routine construction activities.		
H. Have significant impacts on species listed or proposed to be listed on the List of Endangered or Threatened Species, or have significant impacts on designated Critical Habitat for these species?		X		The project will have no significant impacts on species listed or proposed to be listed (see Section F).		
I. Violate a federal law, or a state, local, or tribal law or requirement imposed for the protection of the environment?		X				
J. Have a disproportionately high and adverse effect on low income or		X		There are no residents at the project site. Therefore, no minority or low		

Mandatory Criteria				
Mandatory Criteria: If implemented, would the proposal:	Yes	No	N/A	Comment or Data Needed to Determine
minority populations (Executive Order 12898)?				income populations will be affected.
K. Limit access to and ceremonial use of Indian sacred sites on federal lands by Indian religious practitioners or significantly adversely affect the physical integrity of such sacred sites (Executive Order 13007)?		X		No impact to ethnographic resources is anticipated.
L. Contribute to the introduction, continued existence, or spread of noxious weeds or non-native invasive species known to occur in the area or actions that may promote the introduction, growth, or expansion of the range of such species (Federal Noxious Weed Control Act and Executive Order 13112)?		X		Standard BMPs will be implemented to reduce the likelihood that non-native species are introduced or promoted. Therefore, the project is unlikely to contribute to the introduction, existence, or spread of noxious weeds or non-native invasive species or promote the introduction, growth or expansion of such species.

## J. OTHER REGULATORY COMPLIANCE

The following regulations were considered and addressed for the project:

- Architectural Barriers Act Accessibility Standard (ABAAS)
- National Historic Preservation Act (NHPA)
- Endangered Species Act (ESA)
- Coastal Zone Management Act (CZMA)

## K. PUBLIC OUTREACH AND RESPONSE TO COMMENTS

#### PUBLIC SCOPING

Public scoping for this project was initiated by NPS in 2012 and included multiple public meetings and site walks. The following public and stakeholder meetings were held:

In 2012 and 2014, the project was presented at the GGNRA *Open House* at Marin and Fort Mason, respectively. In 2014 and 2016, the project was presented to the public at the Sausalito City Council Meeting. Workshops were held with local bike groups, rental companies and agencies in 2012, 2013, 2014, and 2015. NPS conducted a trail walk with County Supervisor Kate Sears, City of Sausalito staff, Golden Gate Bridge Highway and Transportation District Manager and Senior Engineer, Marin Bike Coalition, ABAG's the Bay Trail Project staff on July 24, 2014.

SUMMARY OF PUBLIC COMMENT (POST PUBLIC REVIEW AND COMMENT) To be completed after public review and comment.

## L. DECISION / IMPLEMENTATION PROCESS

This draft proposal and environmental compliance document for the Vista Point Trail, Fort Baker is released to the public for a 30-day comment period. The public will be notified of this document's availability by email, press release, and social media outlets. The public is encouraged to submit comments during the 30-day period using the project website at:

http://parkplanning.nps.gov/vistapointtrail

Or by mail to:

Superintendent, Golden Gate National Recreation Area Attn: Vista Point Trail, Fort Baker Project Fort Mason, Building 201 San Francisco, CA 94123

Following the 30-day review and comment period, the NPS will review the comments received. With consideration of the public's feedback, a final implementation decision would be made by the discretionary authority of the Superintendent, and could include a combination of any of the listed elements and options.



# ATTACHMENT B - Draft

# **General Project Construction and Best Management Practices**

# Vista Point Trail, Fort Baker, GGNRA

# **Preservation of Existing Vegetation**

Whenever possible, all existing vegetation will be preserved. Certain existing vegetation located within the project's work area may be removed and placed in a nursery until construction is completed, or replaced with nursery-grown plants.

# **Environmentally Sensitive Areas Fence**

The biological survey (letter from S. Bennett dated 5/12/2012) found no Mission Blue Butterfly host plants in or near the project site. The site will be surveyed for the host plants prior to construction. In the case that any appear prior to construction, temporary orange safety fencing will be placed in a manner that isolates the Environmentally Sensitive Areas (ESAs) from the construction activity areas; the ESAs will be enforced and the fence will be maintained to protect the ESAs throughout construction.

# **Excavation Disposal Plan**

Approximately 900 cy of excavated material will be generated during Stage 1 and Stage 2 construction. All excavated material will be tested and either stockpiled at the proposed staging/stockpile location or hauled to an approved offsite disposal facility. If the excavated material meets Soil Management Plan requirements, it will be reused as backfill.

# Noise

Construction equipment and generators will be in use during the daytime work hours and will be muffled per OSHA to protect workers and the public.

# **Biological Monitoring**

An NPS biologist will conduct biological monitoring during construction activities.

# Storm Water Pollution Prevention Plan, Erosion and Sediment Control

To avoid and minimize effects on environmental resources during construction, the project contractor will control and prevent spills, store materials, and manage stock piles and waste in accordance with an approved SWPPP. Stockpile Management BMPs will be implemented in all staging areas.

# **Temporary Sediment and Turbidity Control Measures**

The following temporary sediment control measures will be implemented as needed: Erosion control fabrics, Straw rolls, Silt Fence, Fiber Rolls, Street Sweeping and Drainage Inlet Protection.

# Wind Erosion Control Measures

As needed, Wind Erosion Control measures, including plastic covers weighted down with gravel bags to protect stockpiled materials, will be implemented.

# **Tracking Control Measures**

Stabilized Construction Entrance/Exit and Stabilized Construction Roadway will be implemented if needed.

# Vehicle and Equipment Cleaning, Fueling, and Maintenance Measures

Vehicle and Equipment Cleaning, Vehicle and Equipment Fueling, and Vehicle and Equipment Maintenance measures will be implemented, as needed. Spill containment and fueling locations will be inspected after fueling is completed to document that no spills have occurred. Any spills will be cleaned up immediately using spill response equipment in accordance with approved BMPs.

# Staging

Staging will occur in the prior staging area for the GGBHTD Seismic Project on Moore Road.

Access to construction sites will be limited to Lower Conzelman Road, Bunker Road, Highway 101 NB Dana Bowers Vista Point and Moore Road.

# Scheduling

The public will be informed of the construction periods, and public access will be maintained at all times on existing publicly accessible trails around the project site.

Construction hours typically will be from 7:00 a.m. to 6:00 p.m. and will avoid rainy weather.

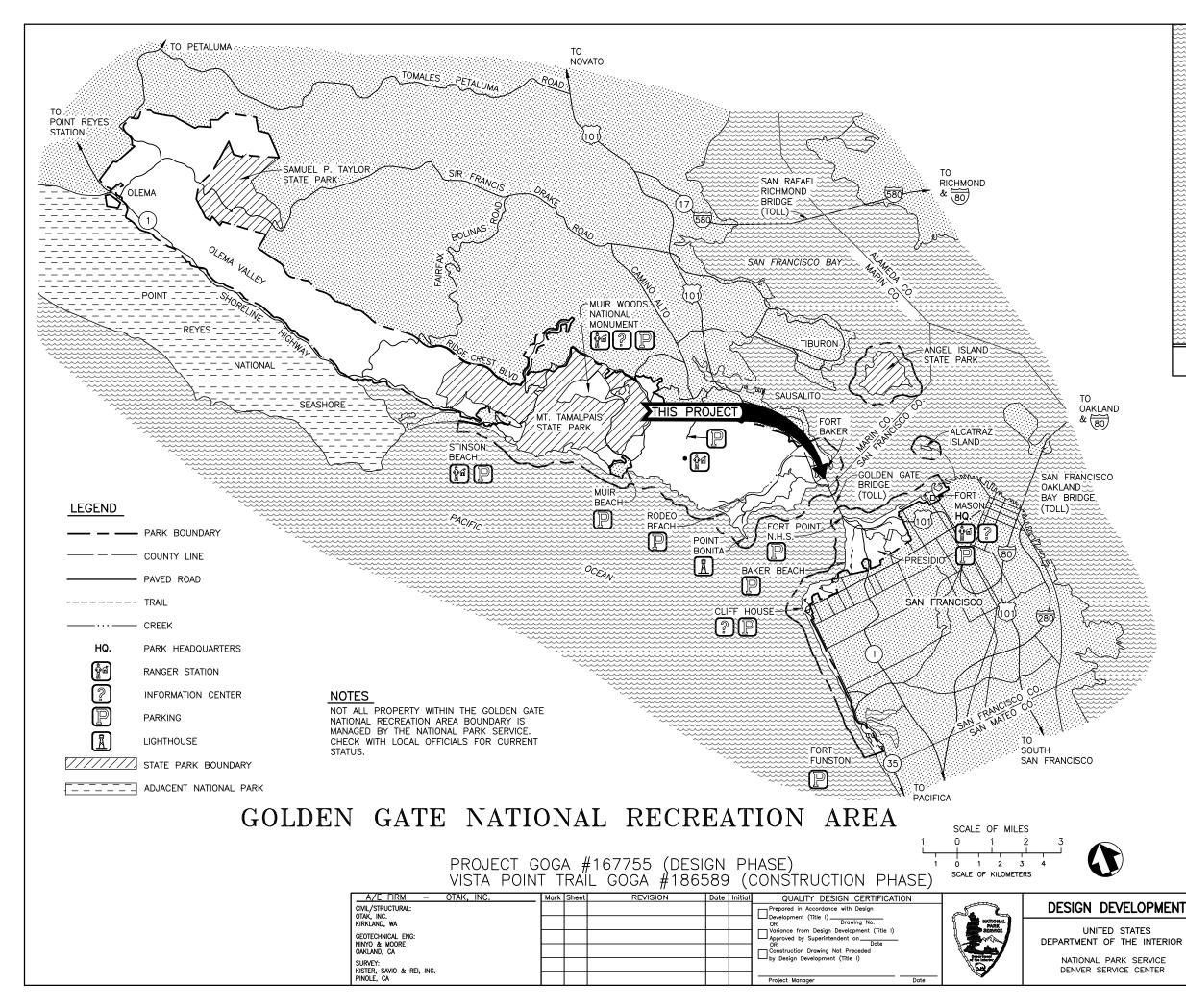


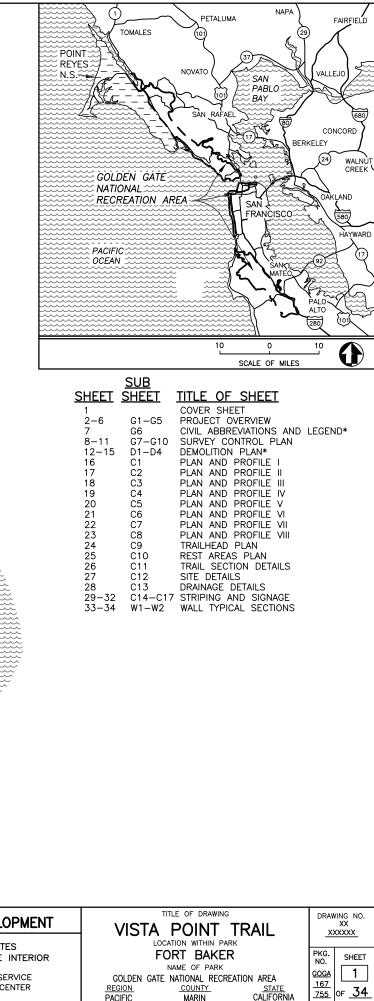
**Golden Gate National Recreation Area** 

# Attachment C

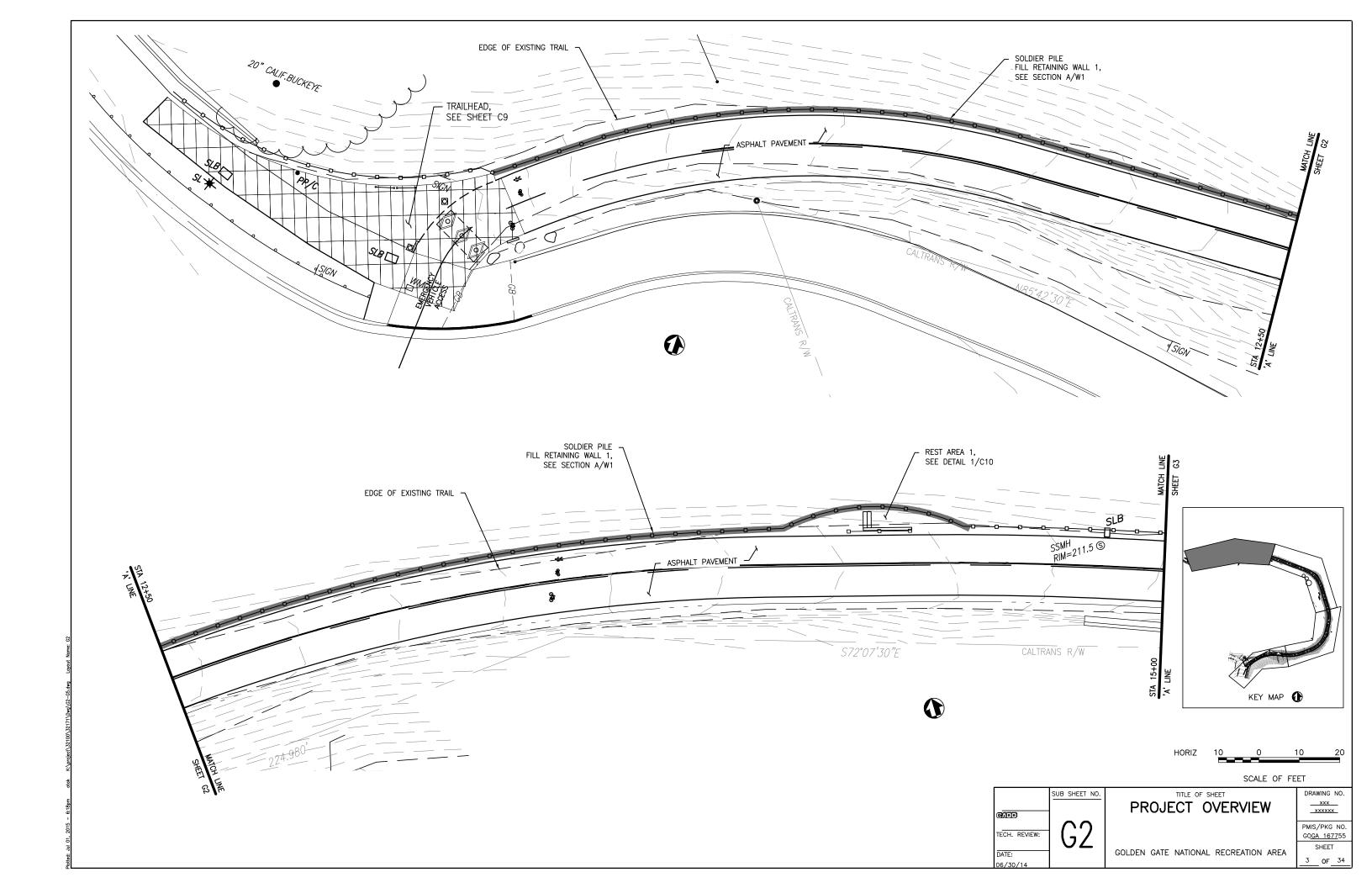
# **Preliminary Design Drawings**

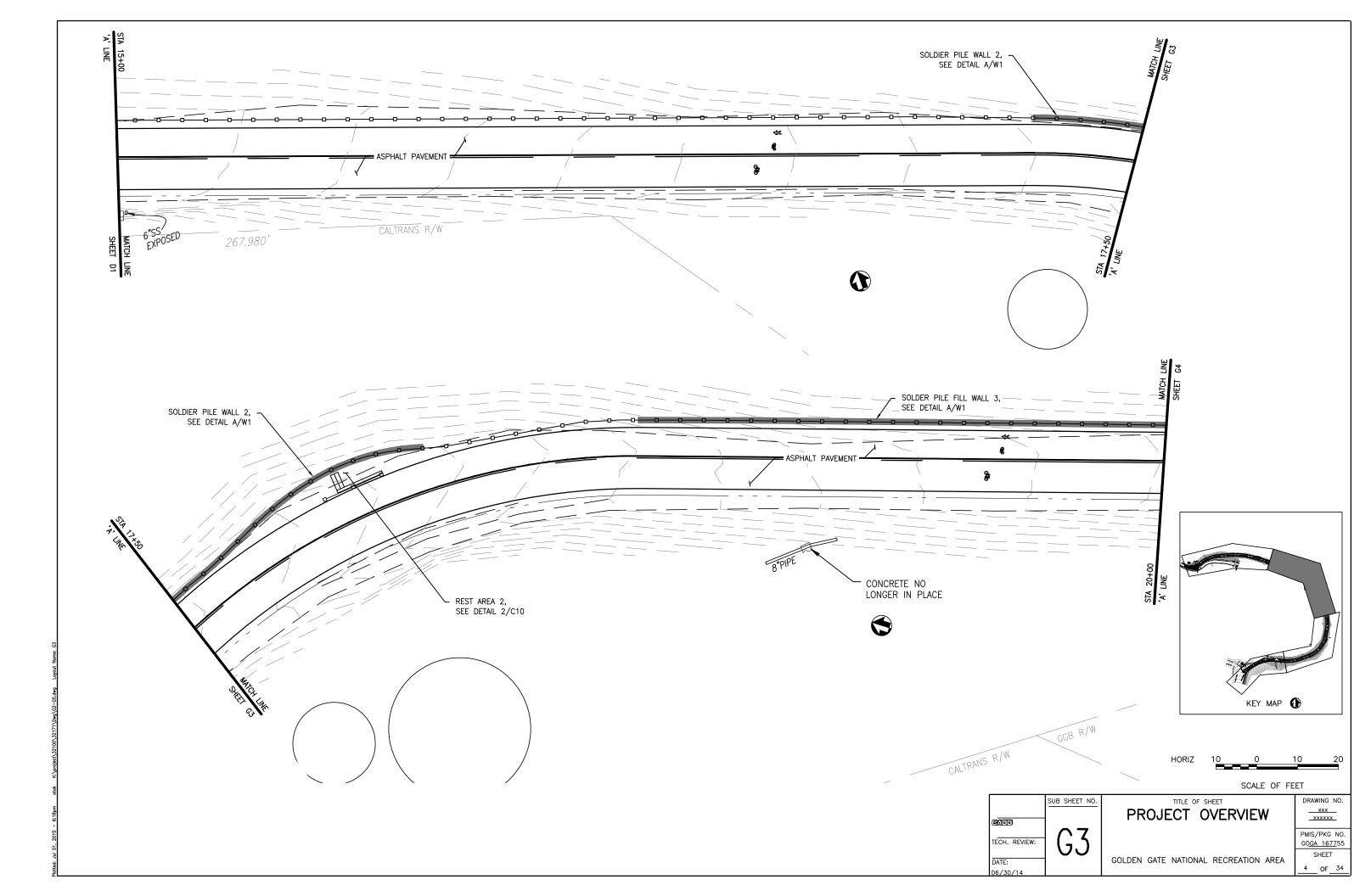
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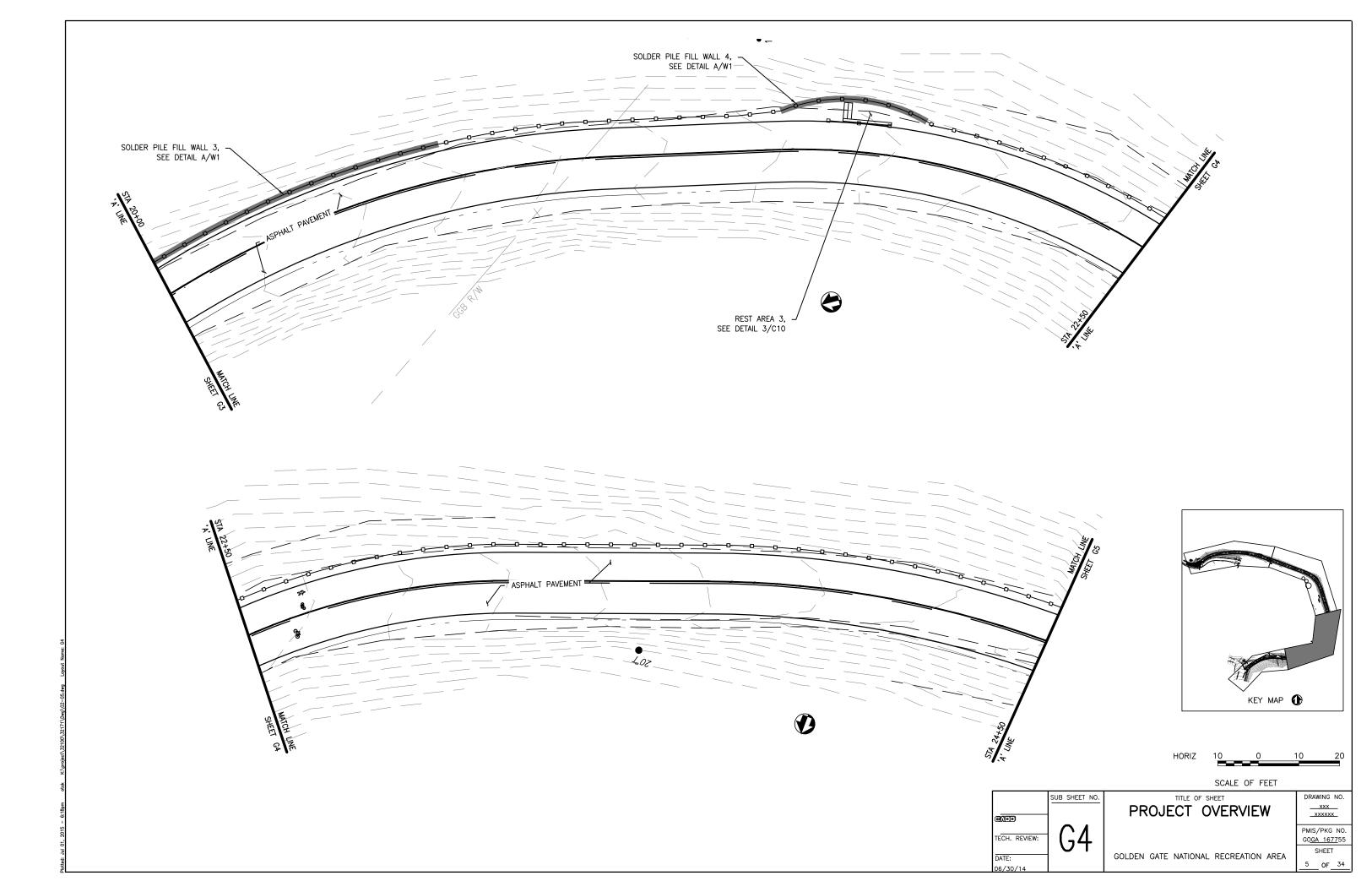


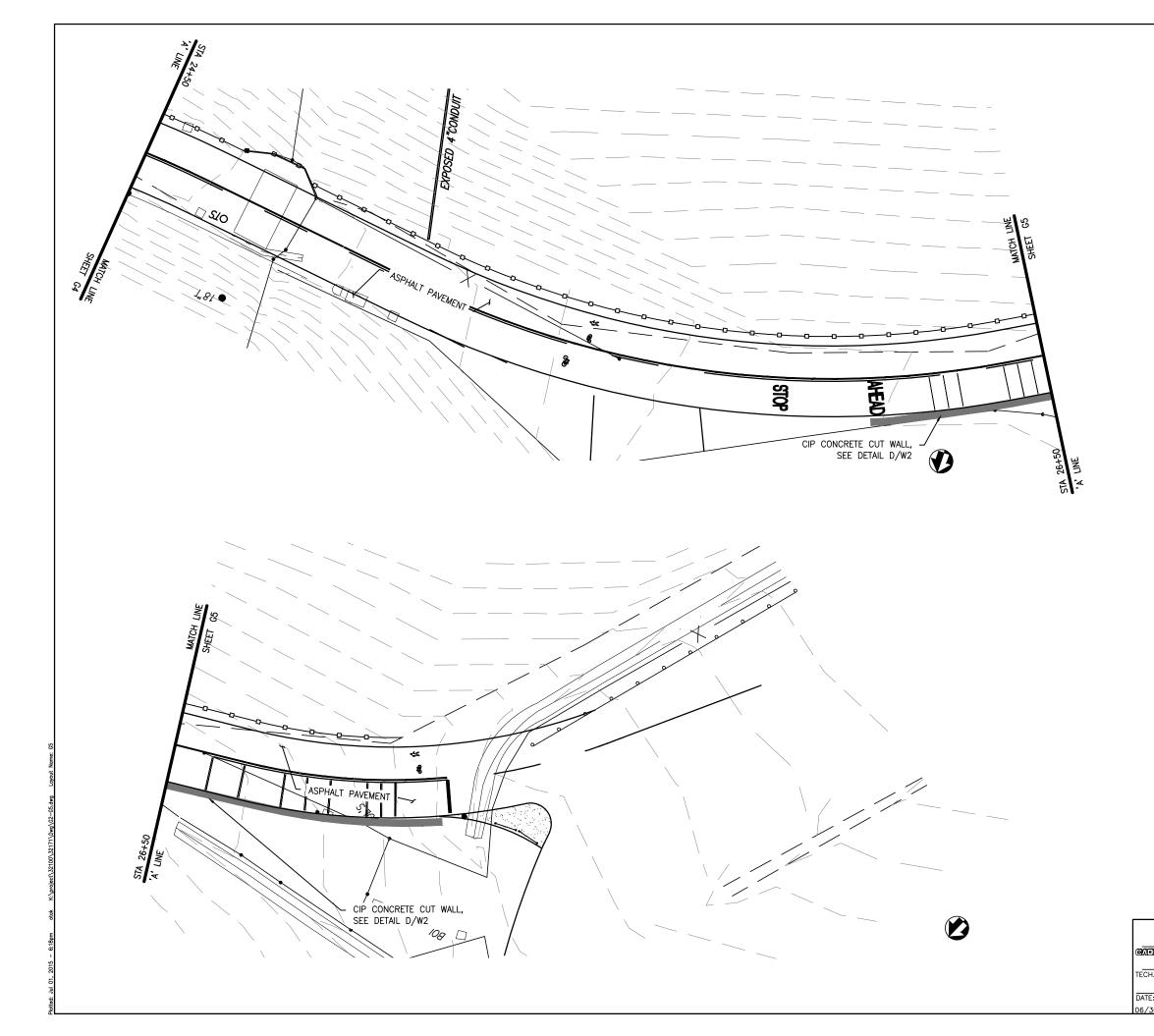




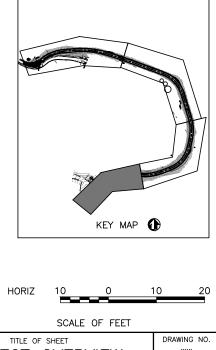








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# <u>LEGEND</u>

EXISTING		PROPOSED
	CURB	
	RETAINING WALL	
	TIMBER WHEEL STOPS	
	TIMBER GUARDRAIL	
	WOOD FENCE	
<u> </u>	POST & CABLE RAILING	<u> </u>
	DRAINAGE SWALE CENTERLINE	
0	BOLLARD	0
	KIOSK	• <b>——</b> •
	GRADING LIMITS	13
_	CONTOUR	
v	SIGN	•
	STORM DRAIN LINE	
OPP/C	DITCH INLET UTILITY POLE	
GB	- GRADE BREAK	
	EXISTING TRAIL TO BE REMOVED	
	HOT MIX ASPHALT	
	CHIP SEAL	
	GRAVEL AGGREGATE BASE	
	GENERAL FILL	
	CEMENT CONCRETE PAVEMENT	

**ABBREVIATIONS** AC = BOW BTM = =

ΙE

K LF OC PC PT

HORIZ = = = = = = = PT.NO. = 

 F1.NO.
 =

 SD
 =

 STA
 =

 TESC
 =

 T.O.C.
 =

 TBD
 =

 TBD
 =

 TW/T.O.W. = TOP OF WALL TYP = TYPICAL VERT = VERTICAL

ASPHALT CONCRETE BOTTOM OF WALL BOTTOM 

 BOW
 =
 BOTTOM

 BTM
 =
 BOTTOM

 CALTRANS
 =
 CALIFORNIA DEPARTMENT OF TRANSPORTATION

 CIP
 =
 CAST-IN-PLACE CONCRETE

 CIN
 =
 CONTRACT LINE ITEM NUMBER

 CMP
 =
 CORTUGATED METAL PIPE

 CO
 =
 CONTRACTING OFFICER

 CONC
 =
 CONTROL POINT

 CP
 =
 CORTUGATED POLYETHYLENE PIPE

 DIA
 =
 DIAMETER

 EOP
 =
 EDGE OF PAVEMENT

 ELEV
 =
 ELEVATION

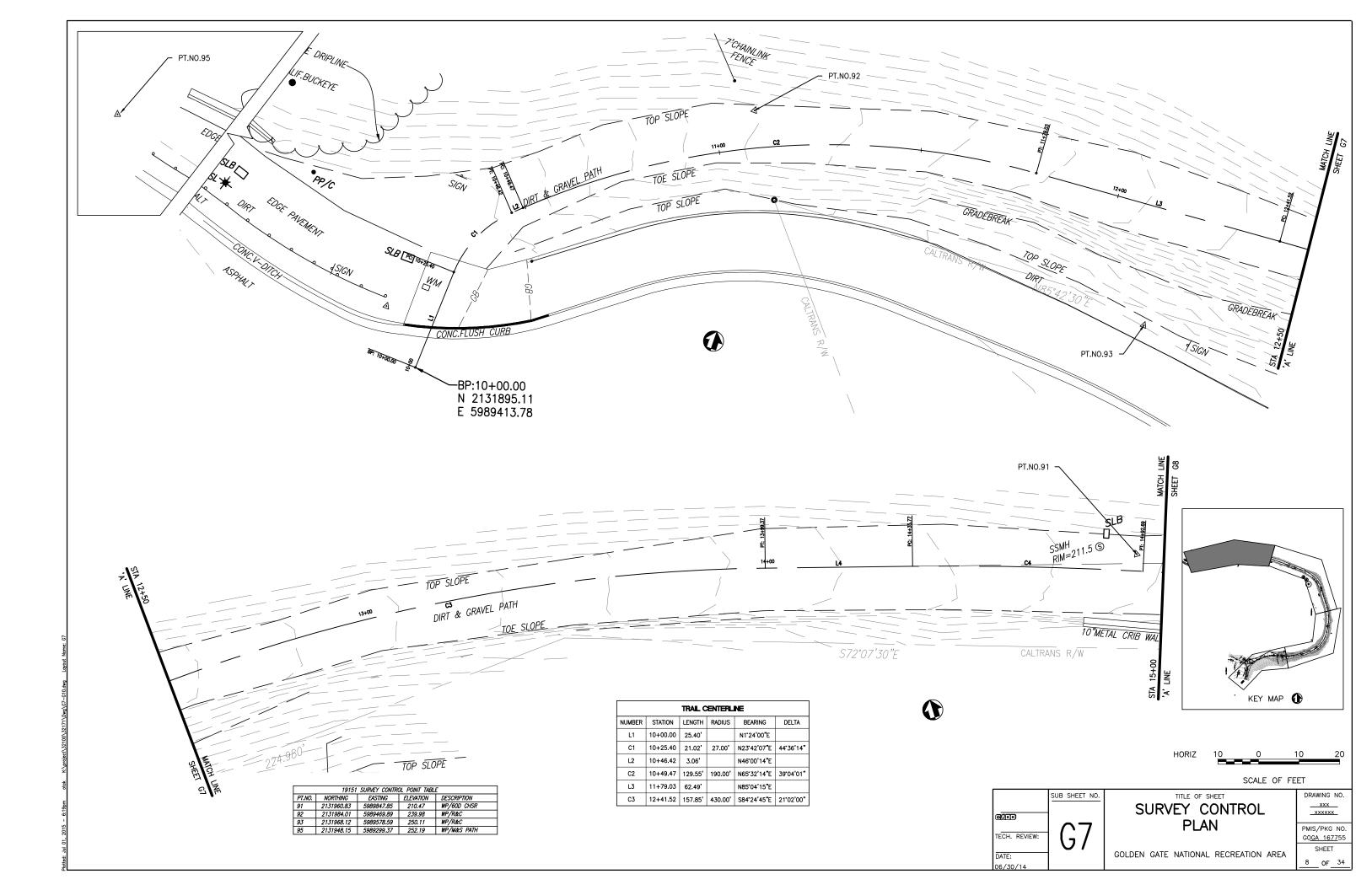
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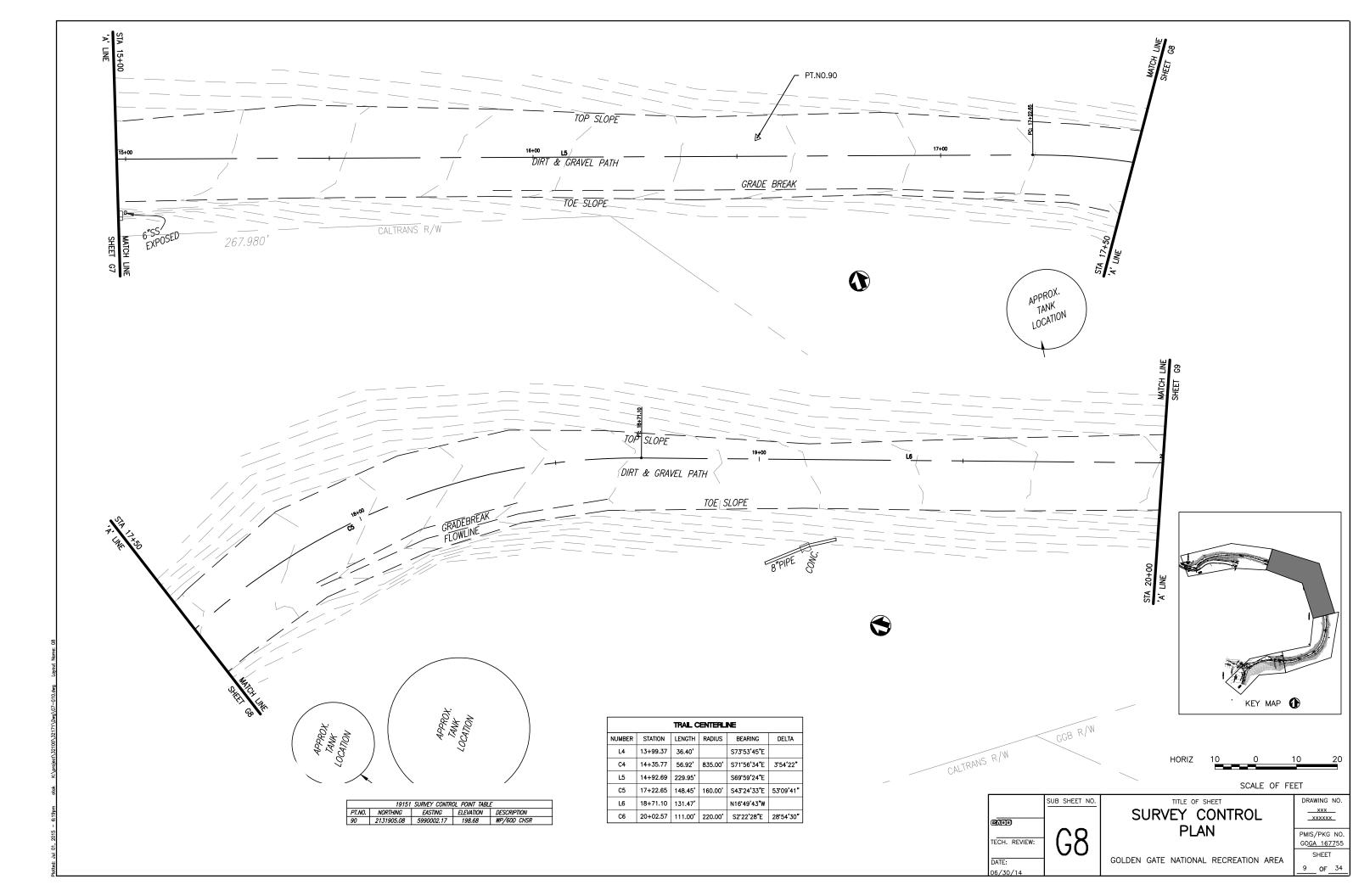
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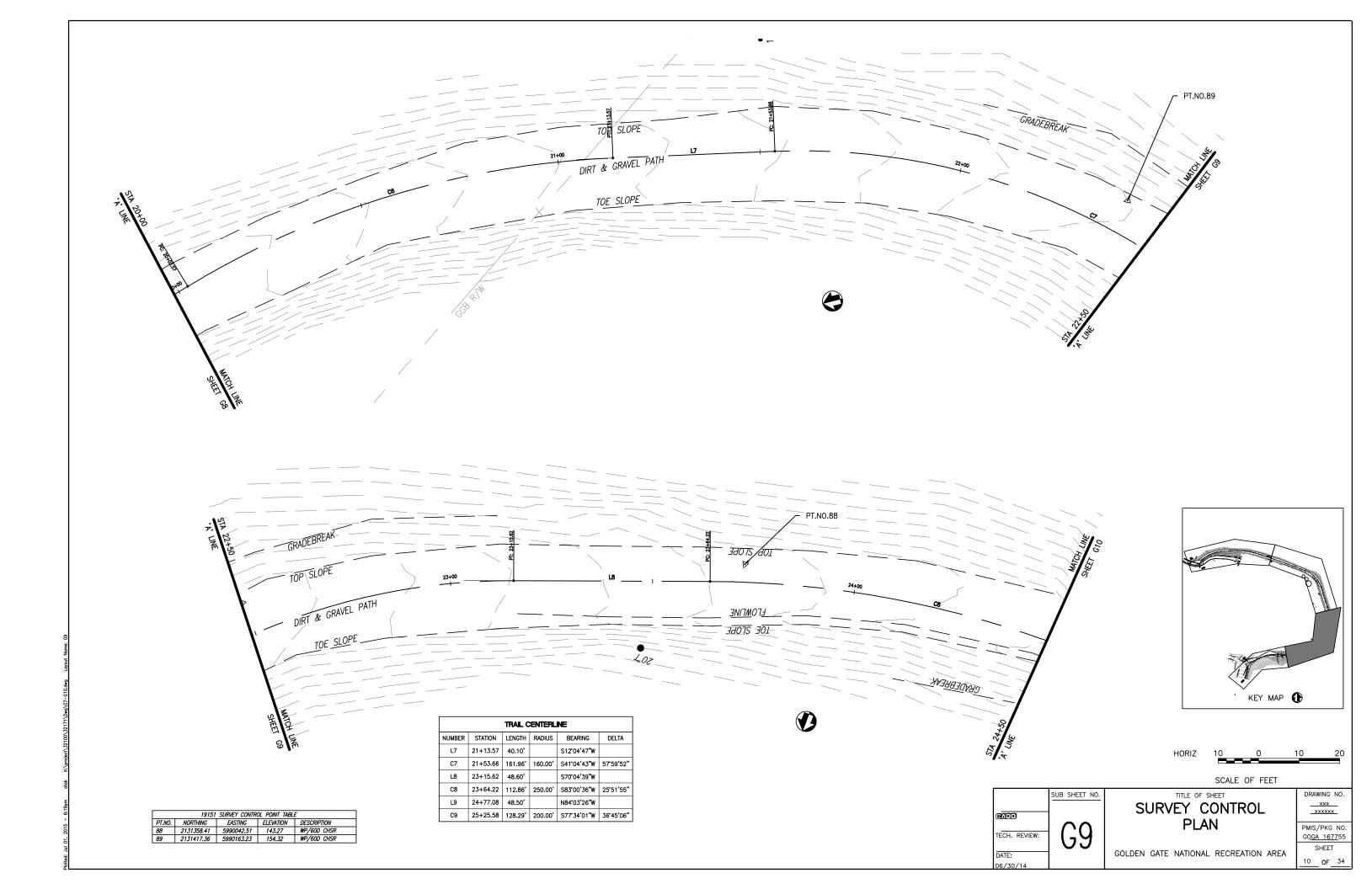
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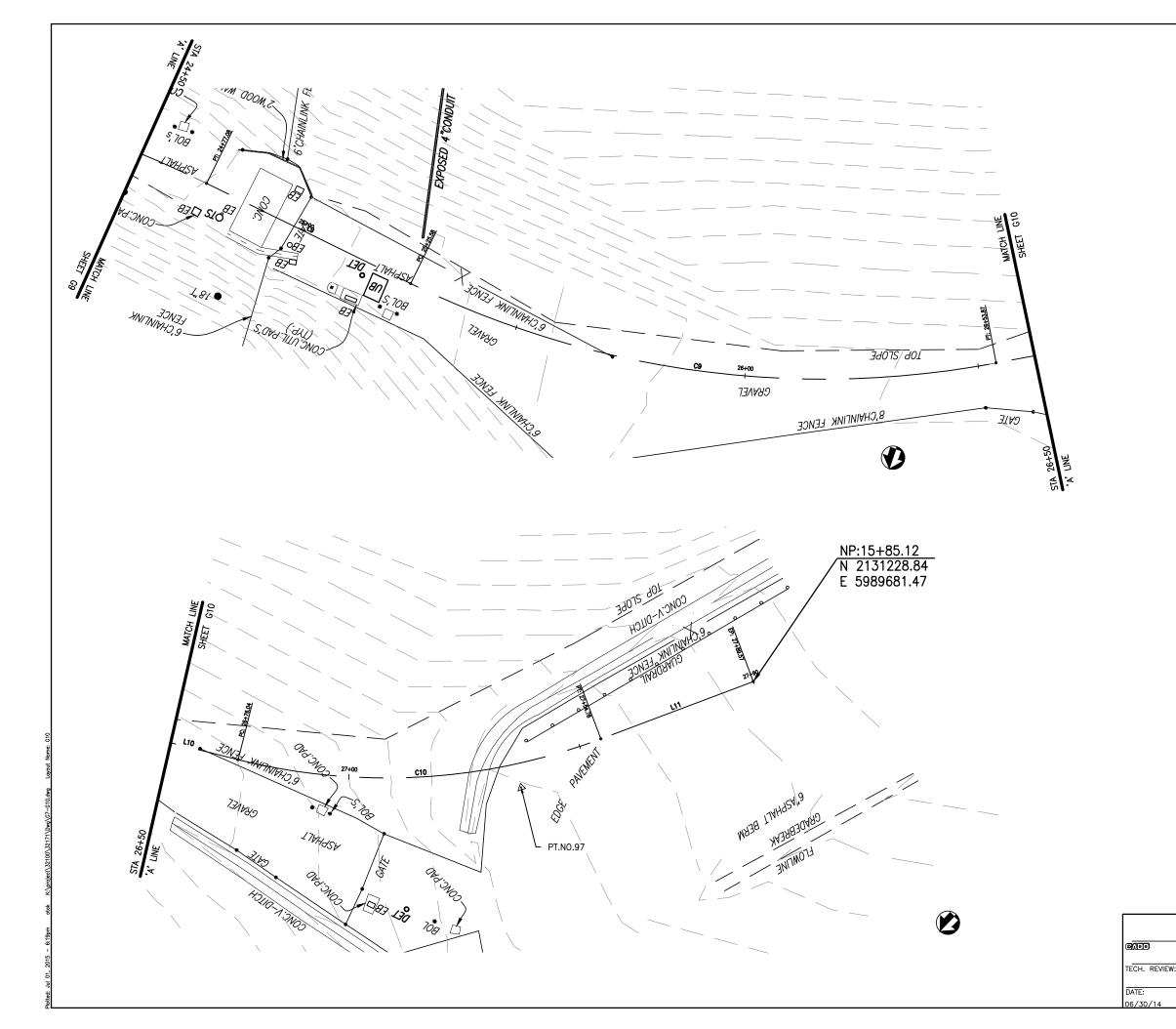
 HORIZONTAL INVERT ELEVATION K-VALUE K-VALUE LINEAL FEET ON CENTER POINT OF CURVATURE POINT OF TANGENCY SURVEY CONTROL POINT NUMBER STORM DRAIN = STATION = TEMPORARY EROSION & SEDIMENT CONTROL = TOP OF CONCRETE = TO BE DETERMINED





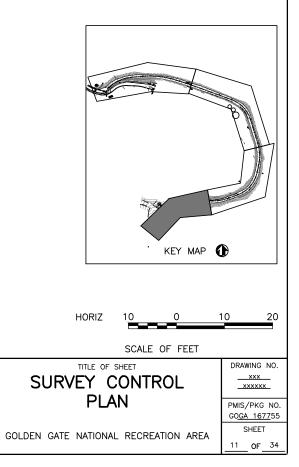






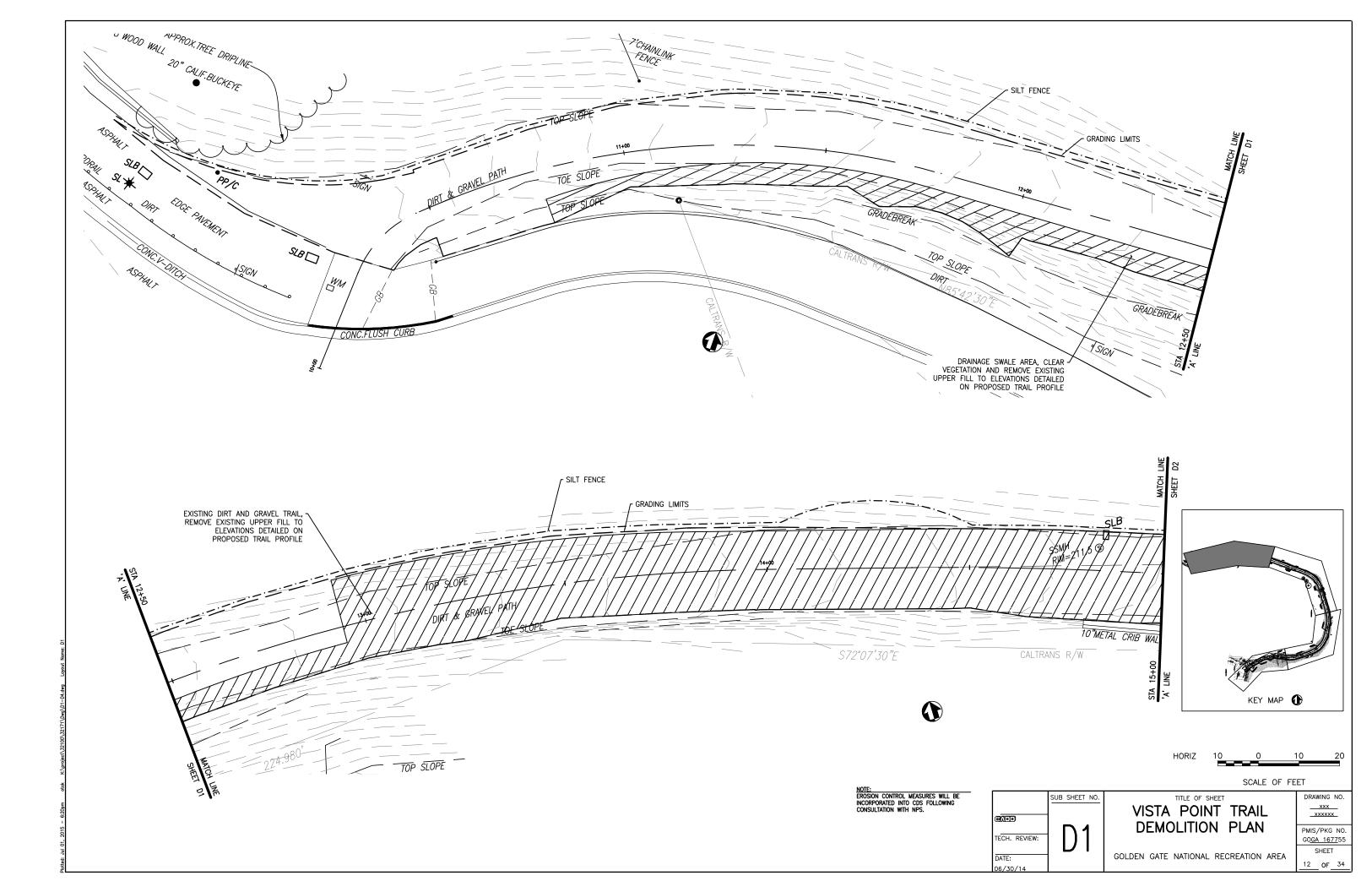
19151 SURVEY CONTROL POINT TABLE					
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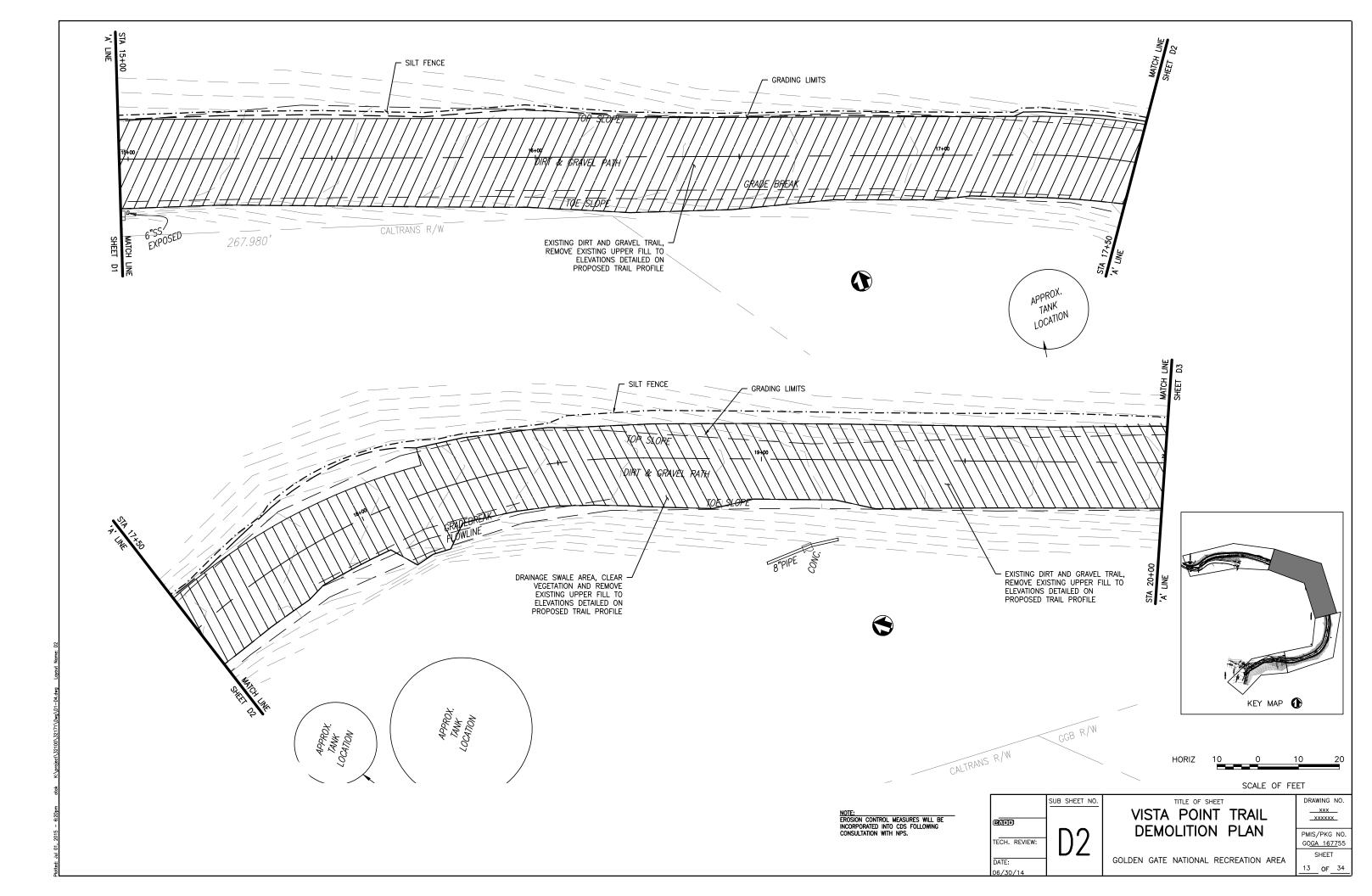
TRAIL CENTERLINE						
NUMBER	STATION	LENGTH	RADIUS	BEARING	DELTA	
L10	26+53.87	22.17'		S59*11'28"W		
C10	26+76.04	78.74'	130.00'	S41°50'20"W	34 42 17"	
L11	27+54.78	34.79'		S24*29'11"W		

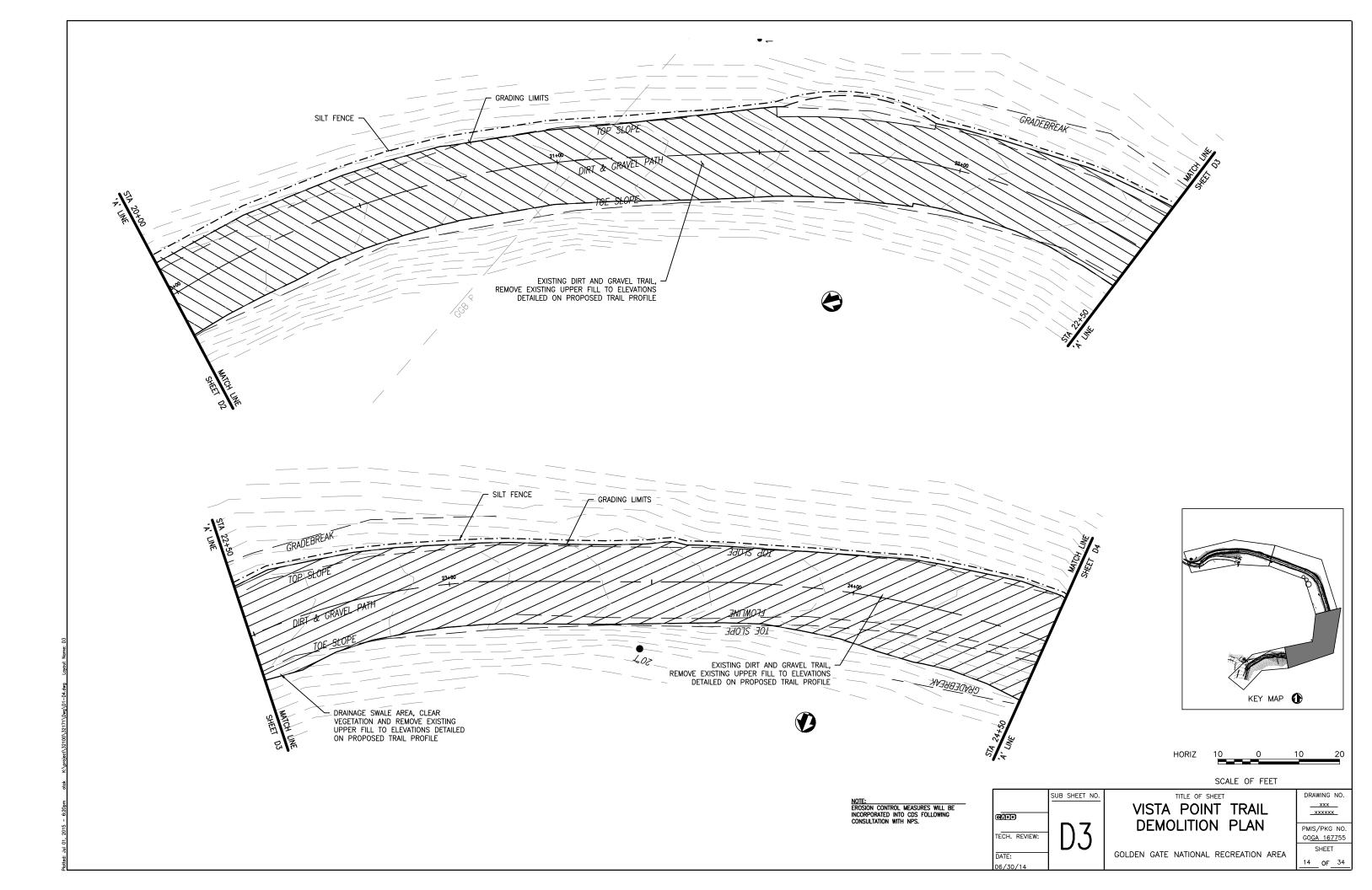


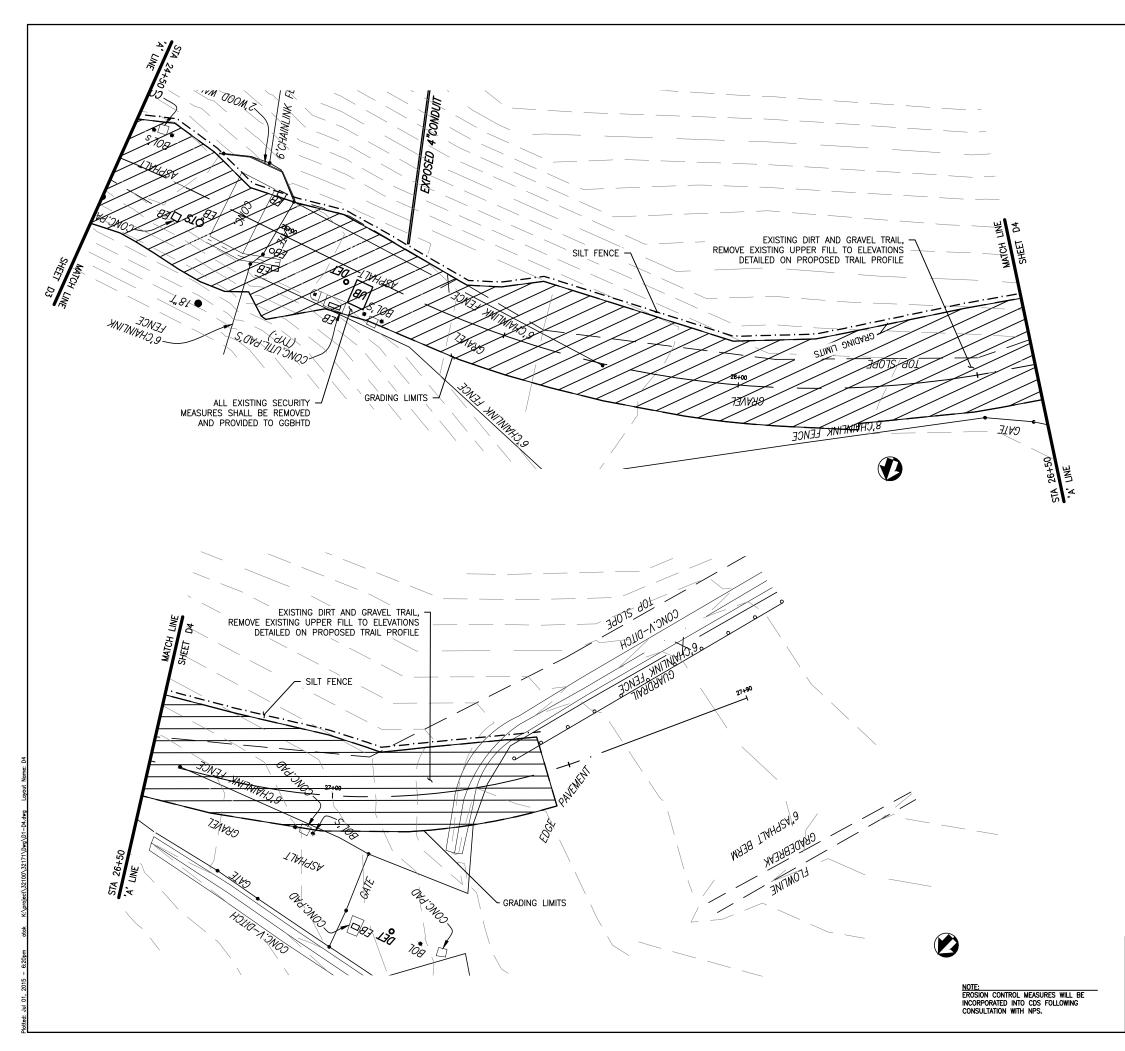
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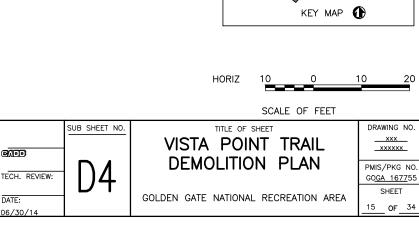
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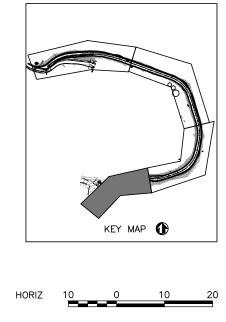


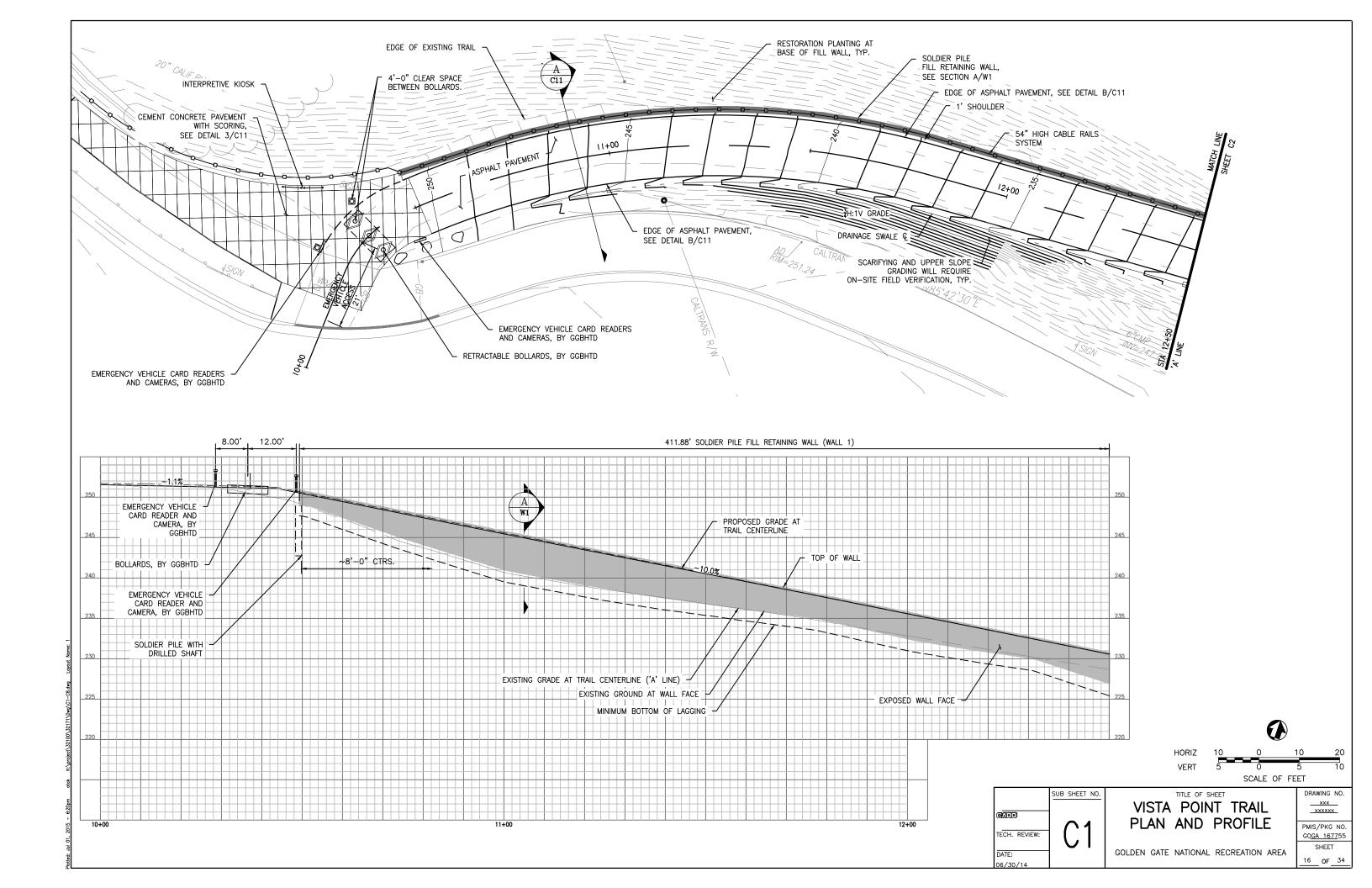


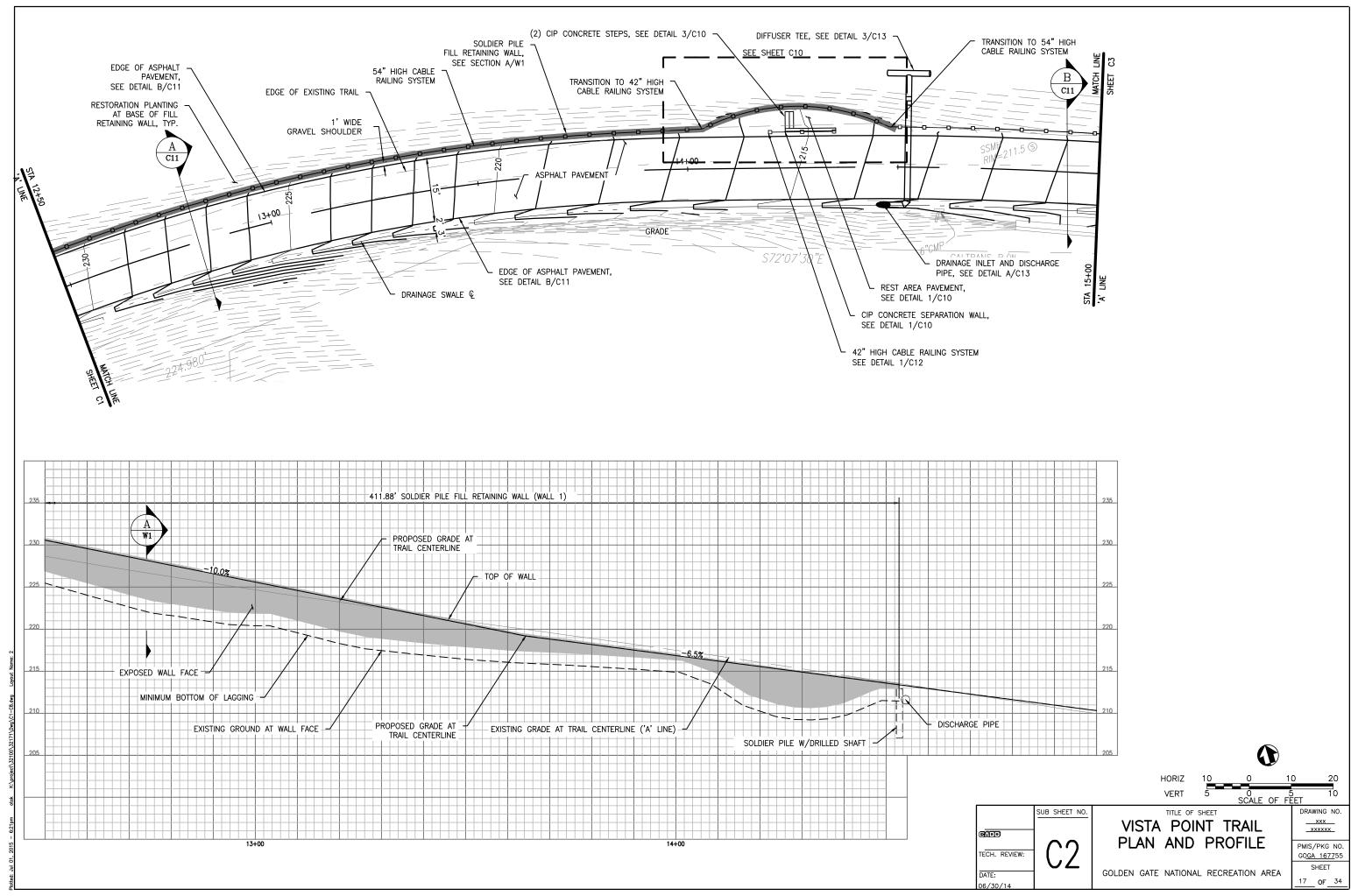


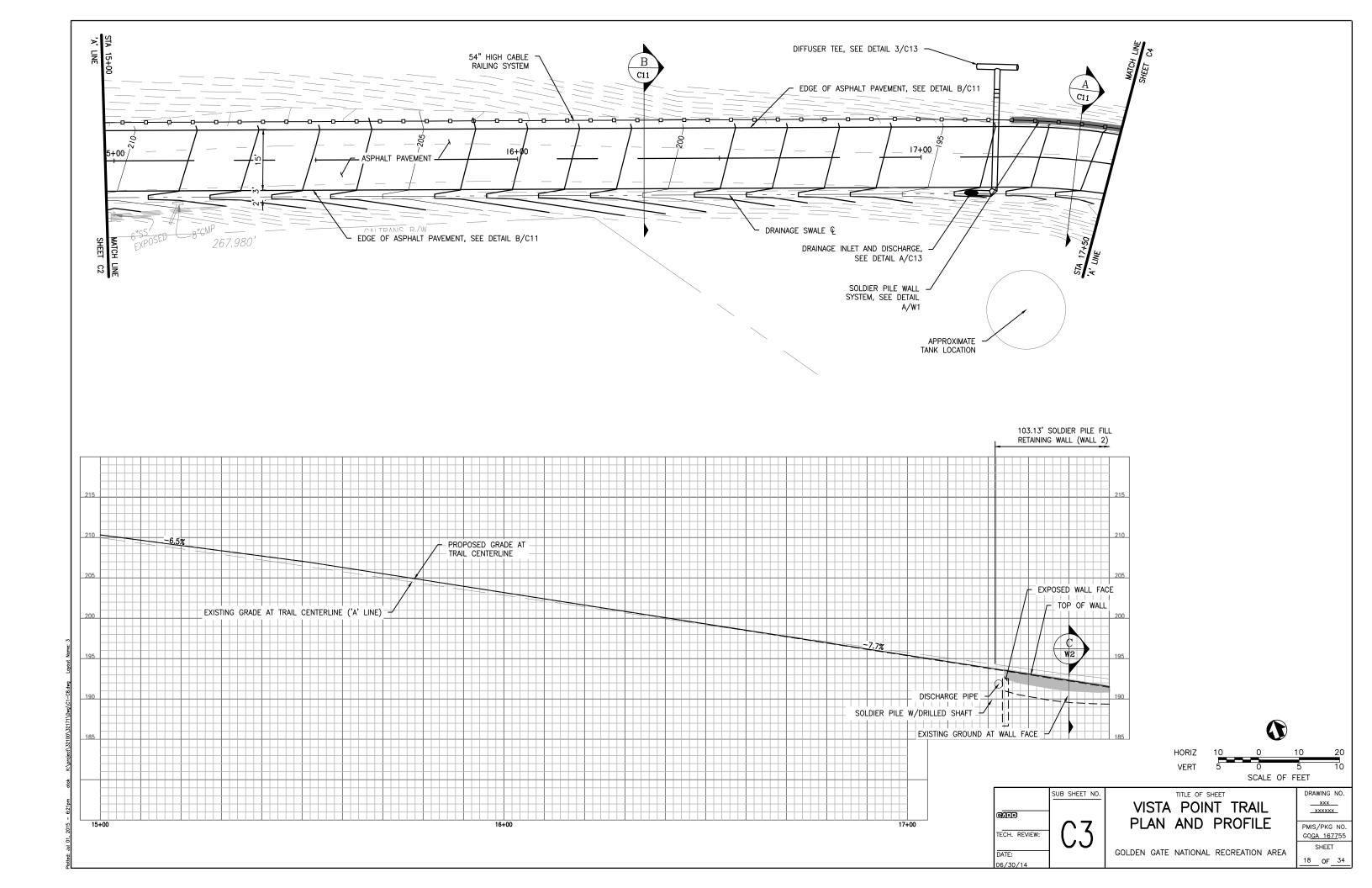


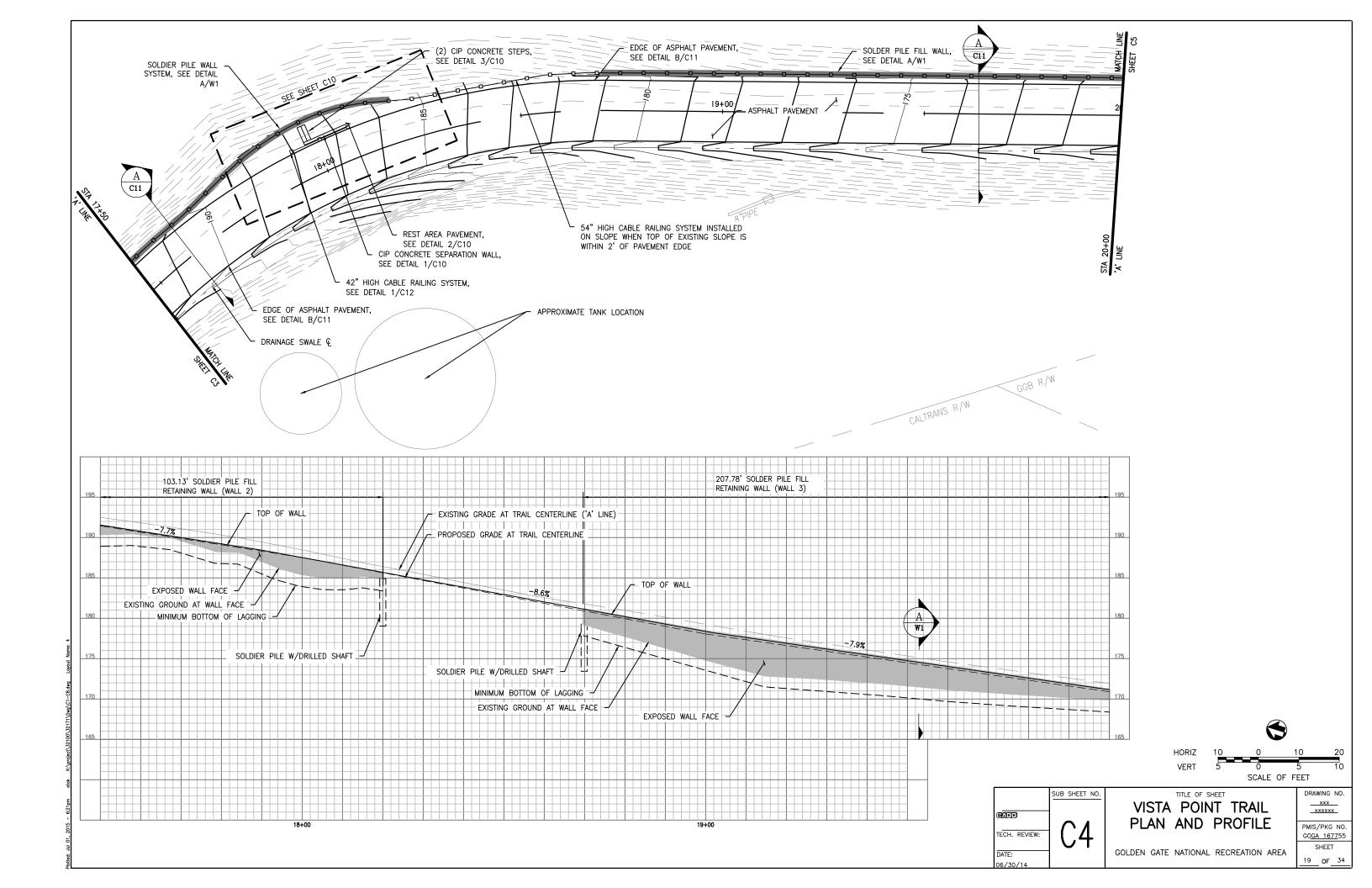


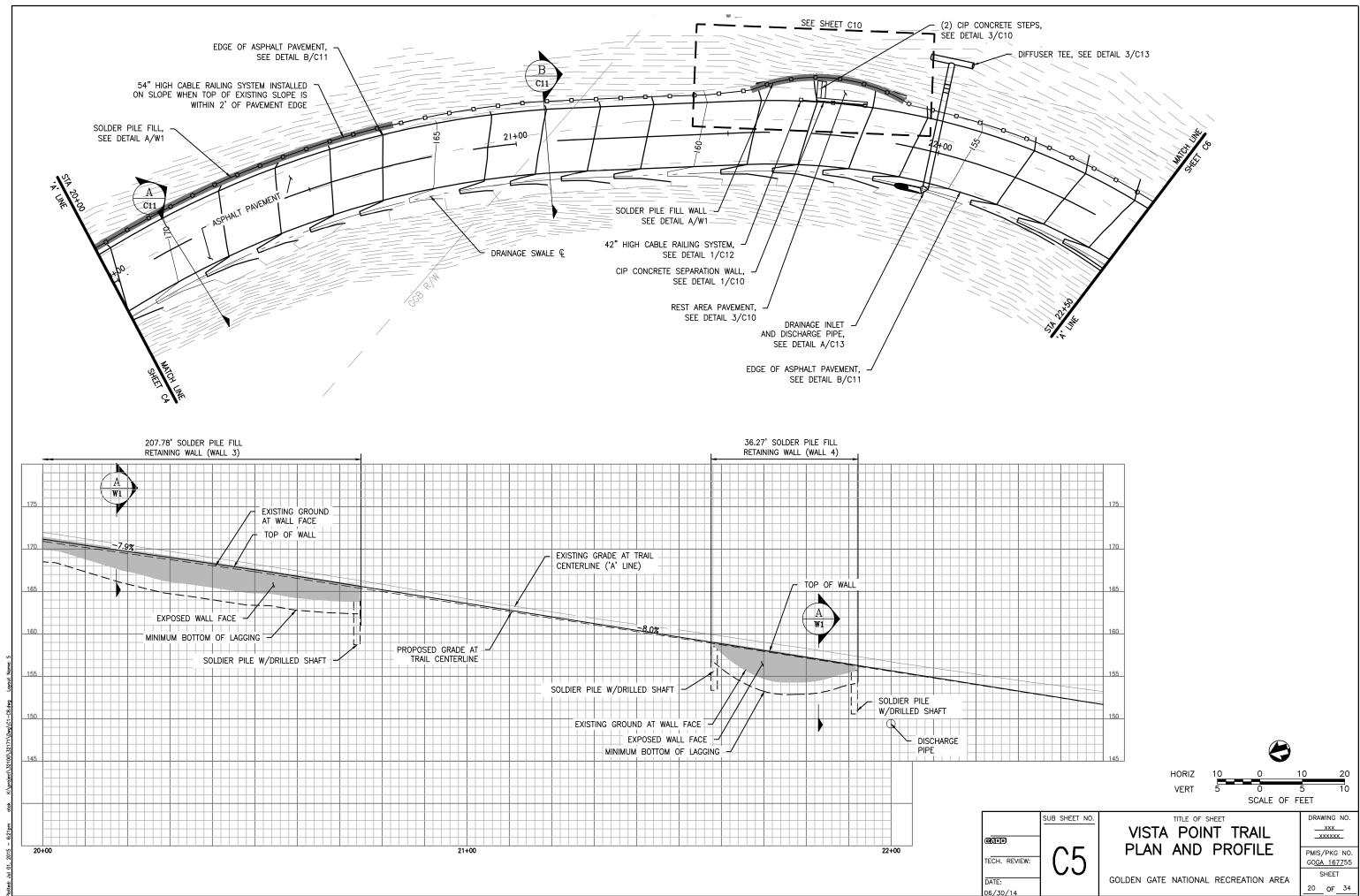


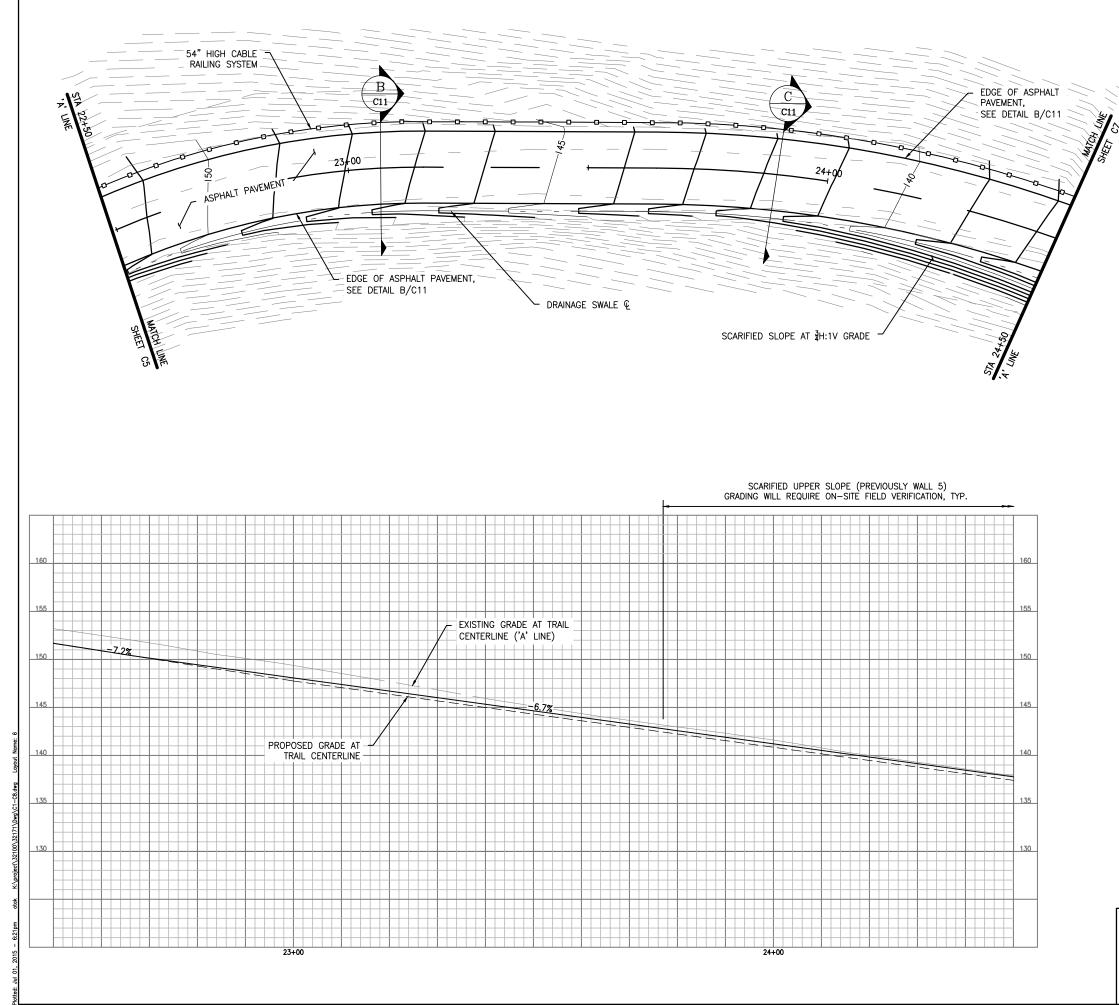


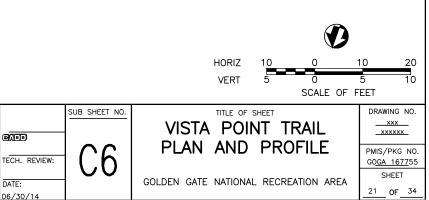


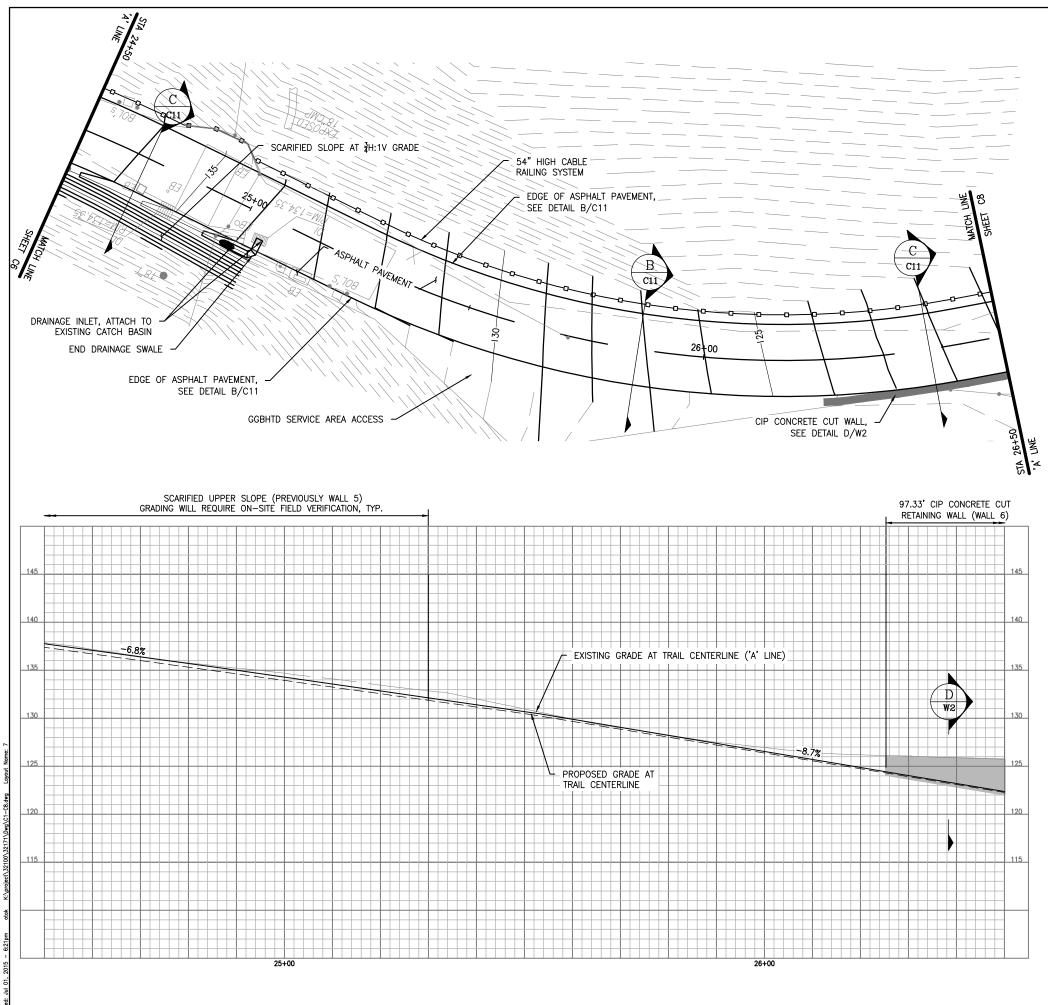


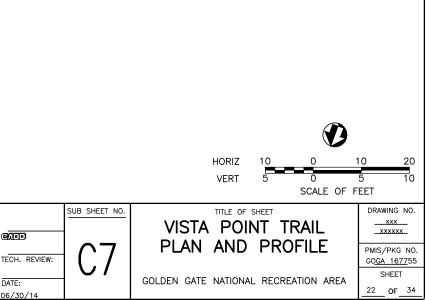


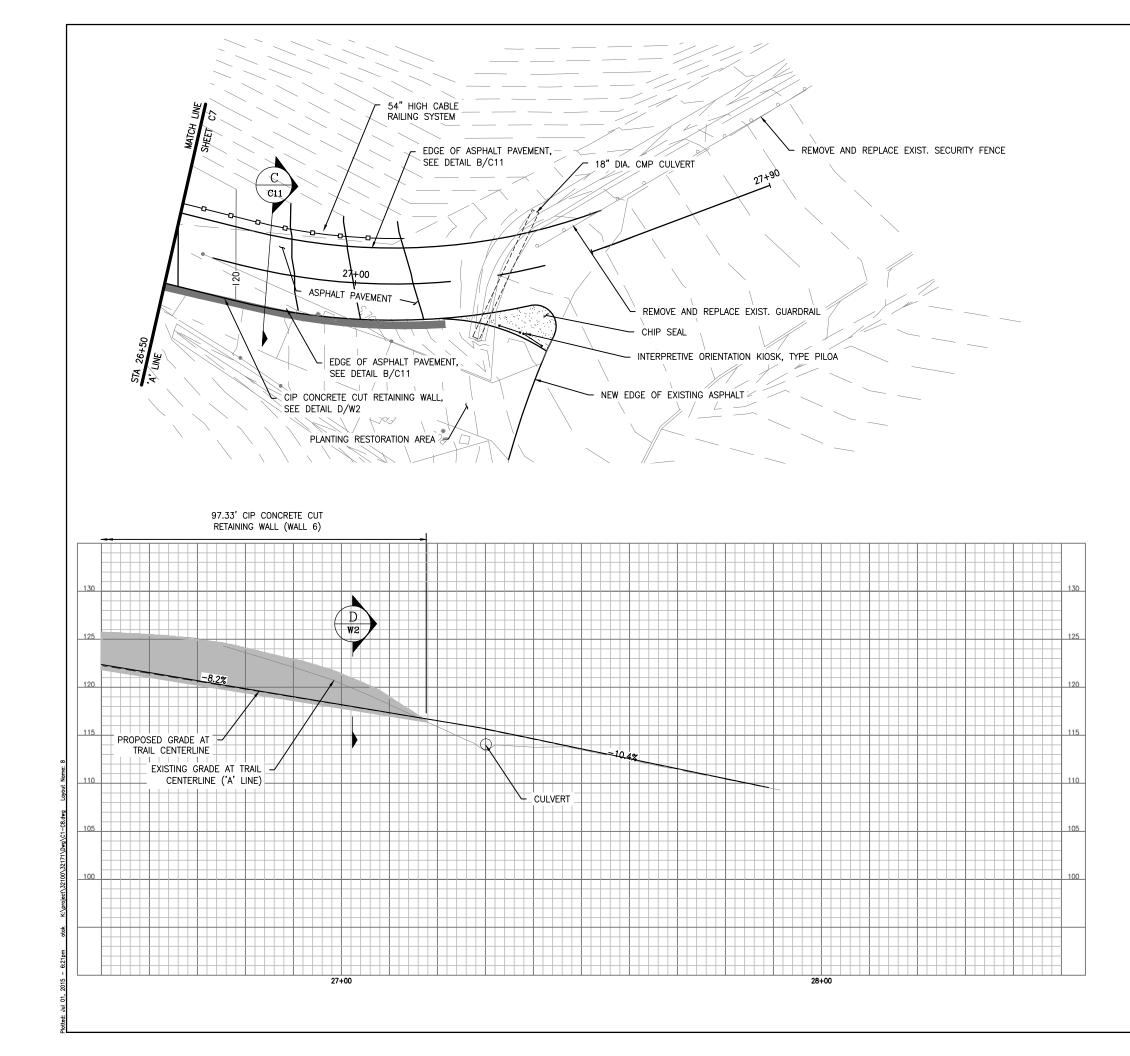


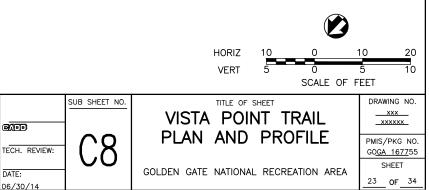


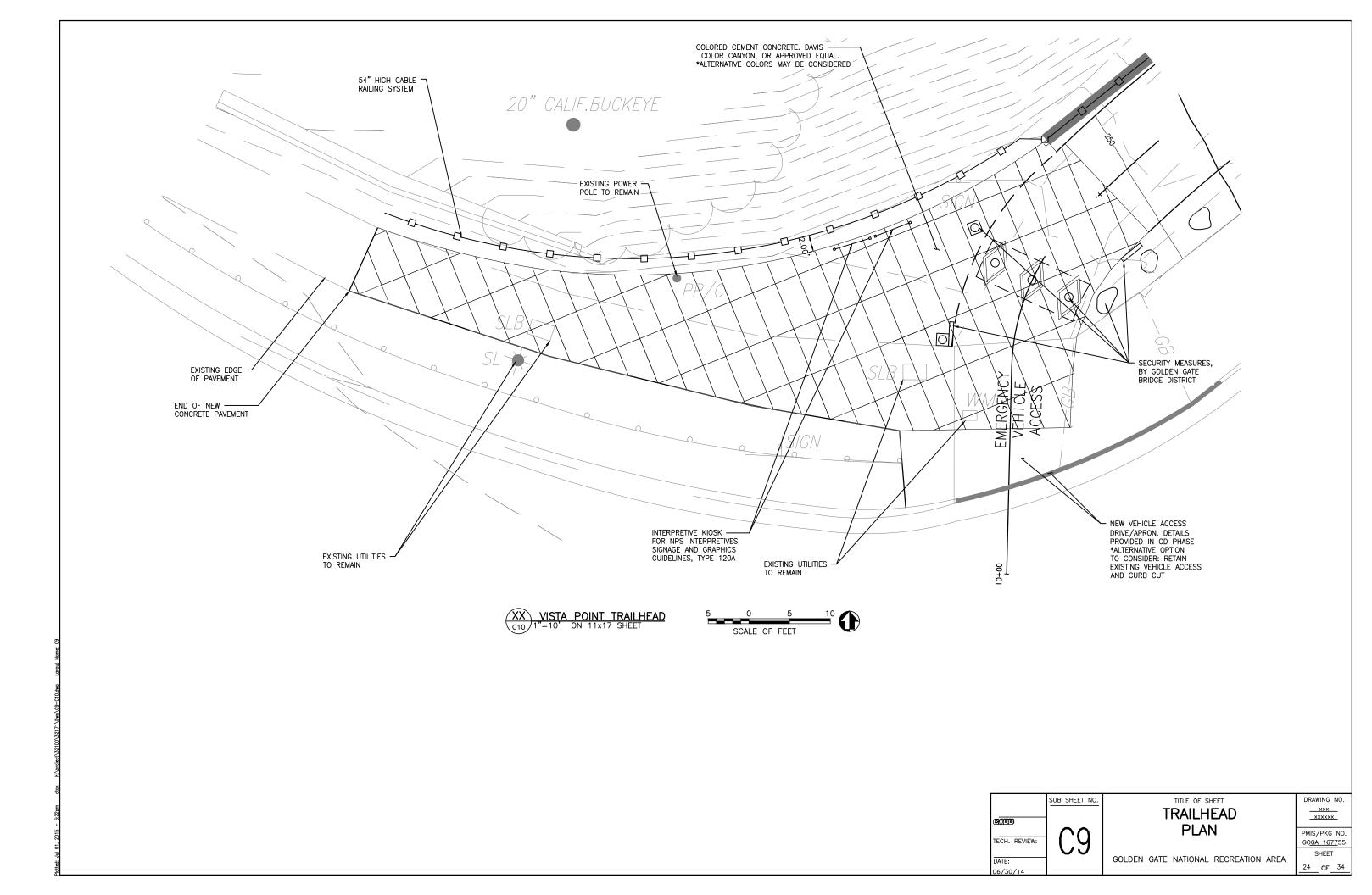


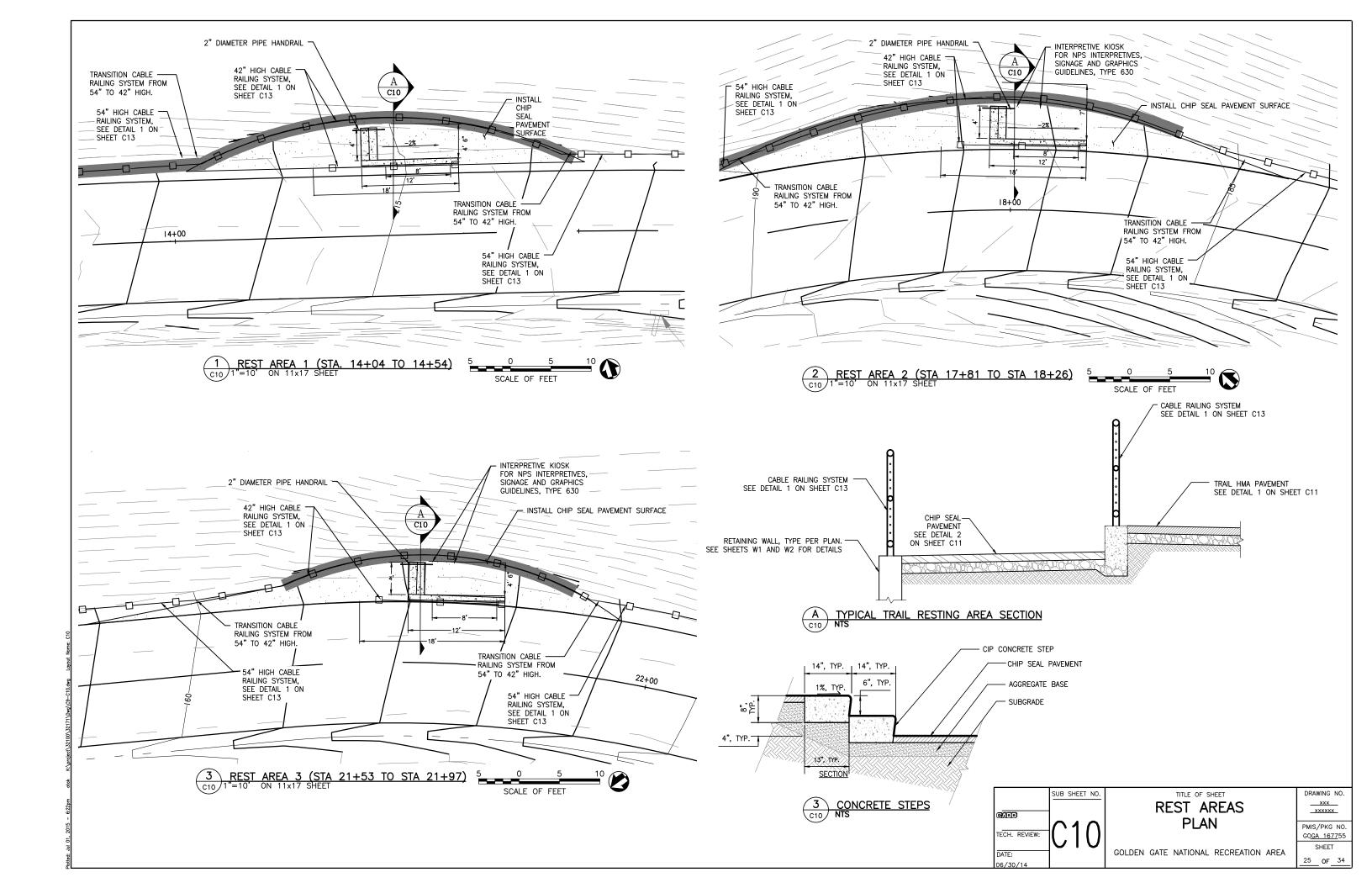


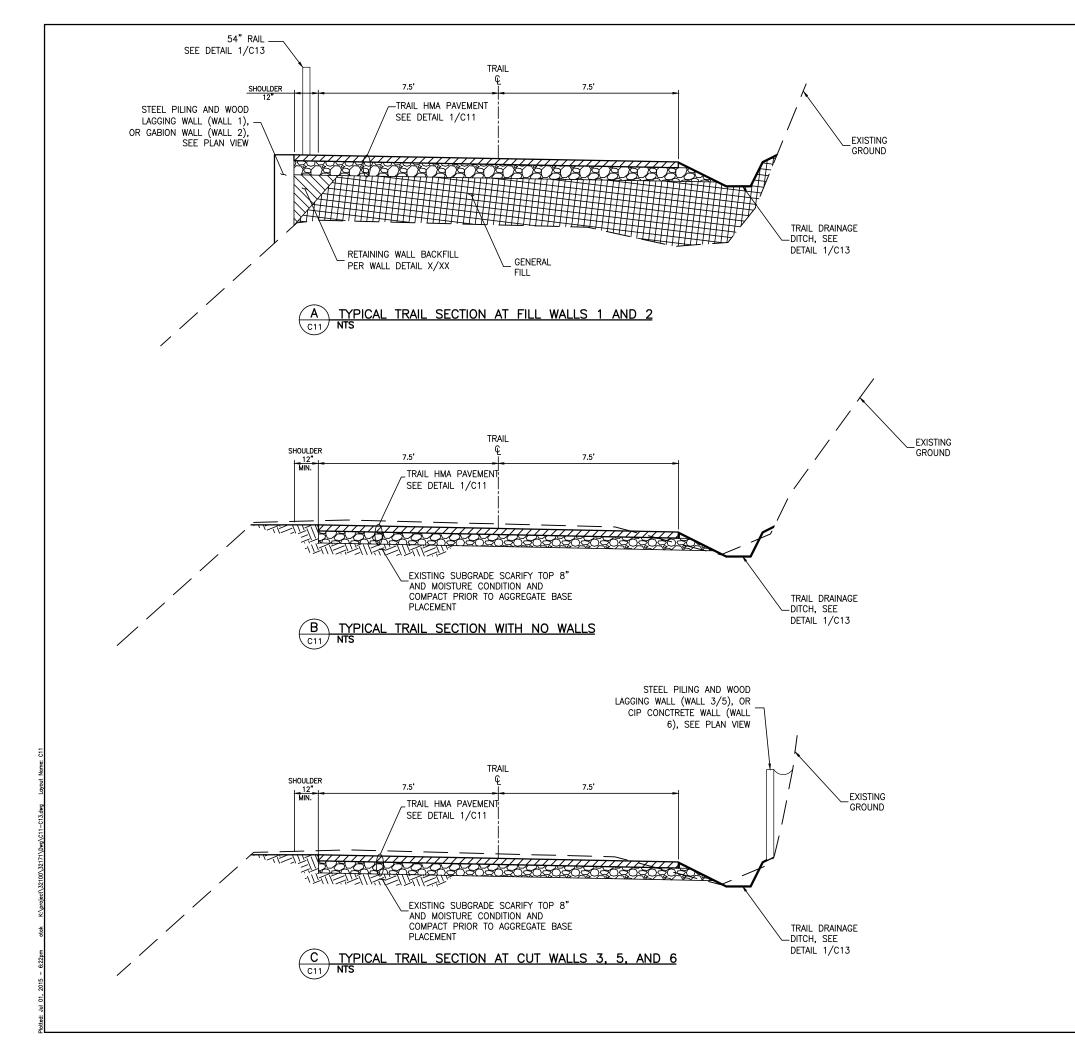


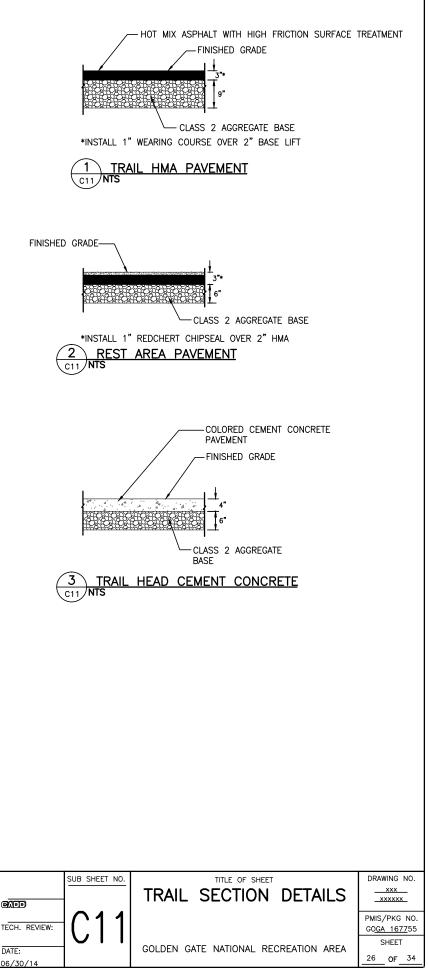


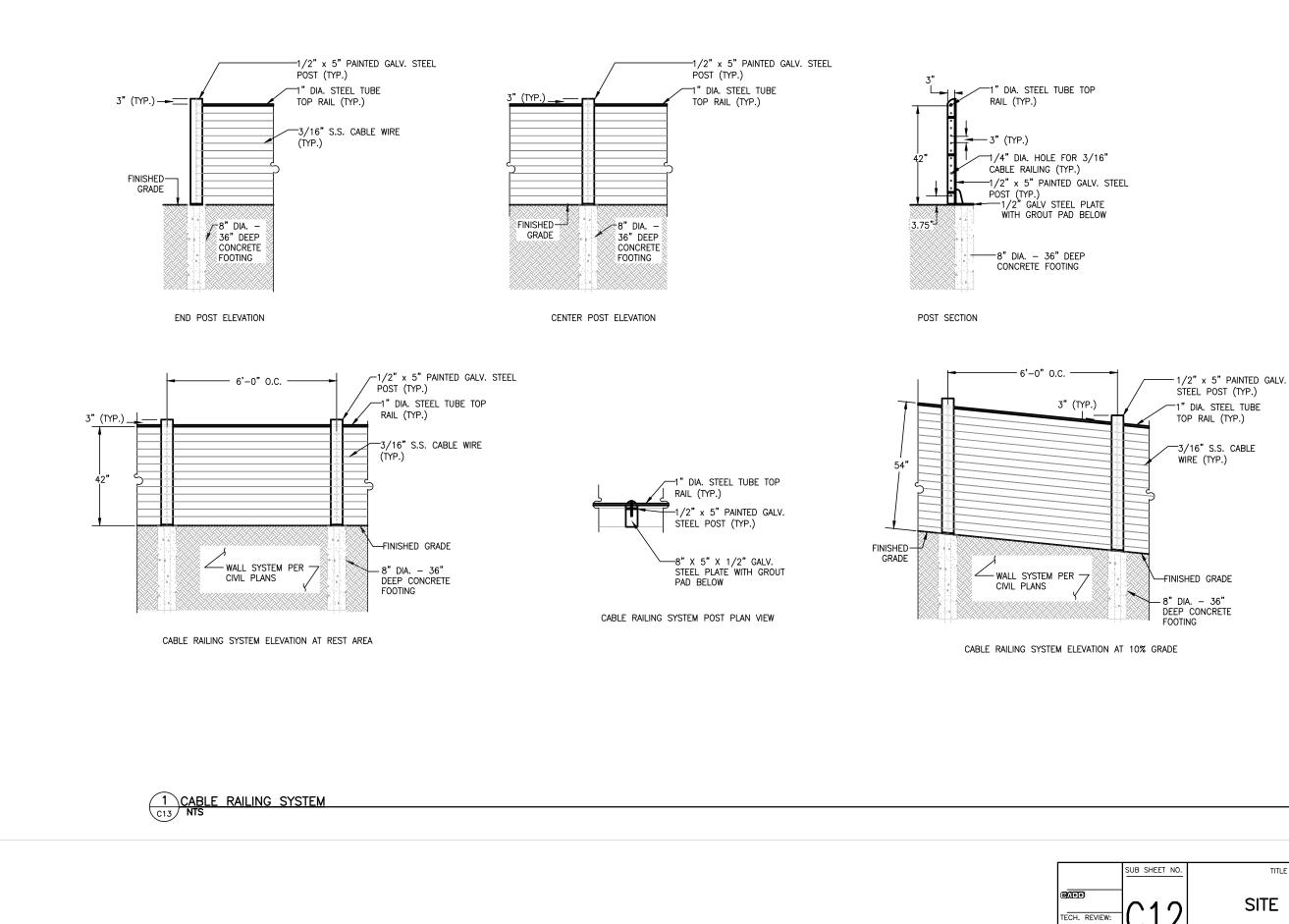




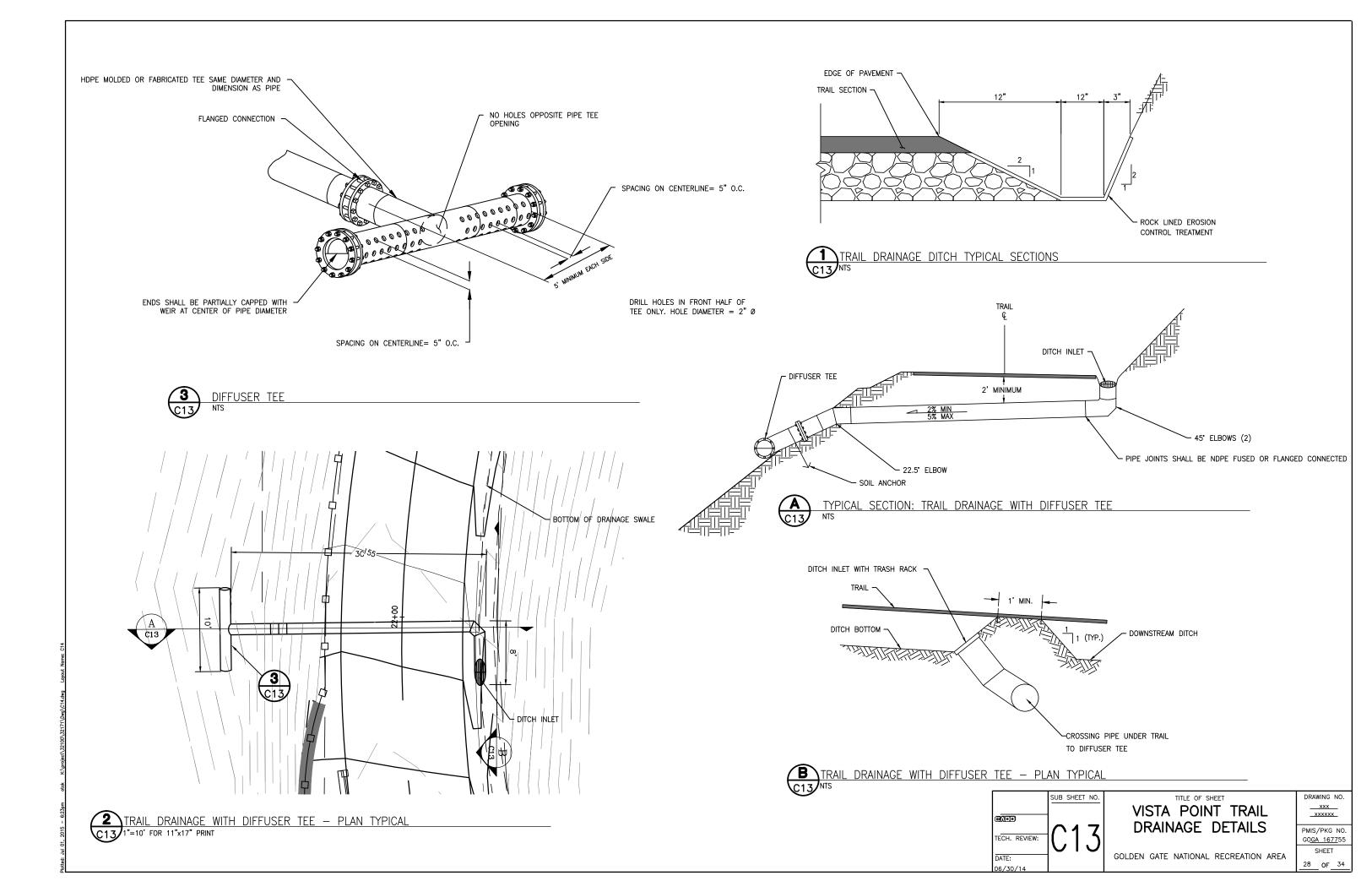


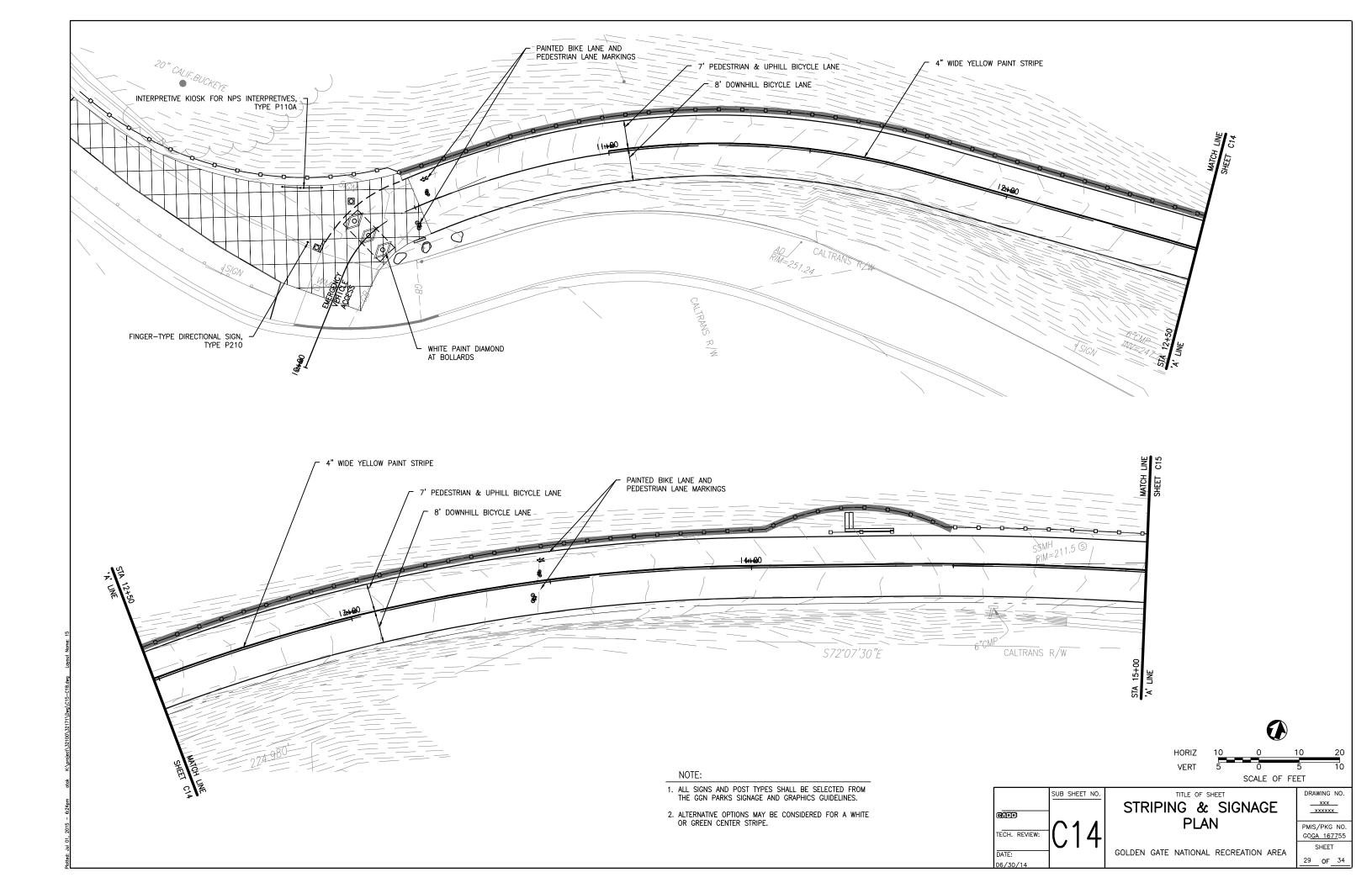


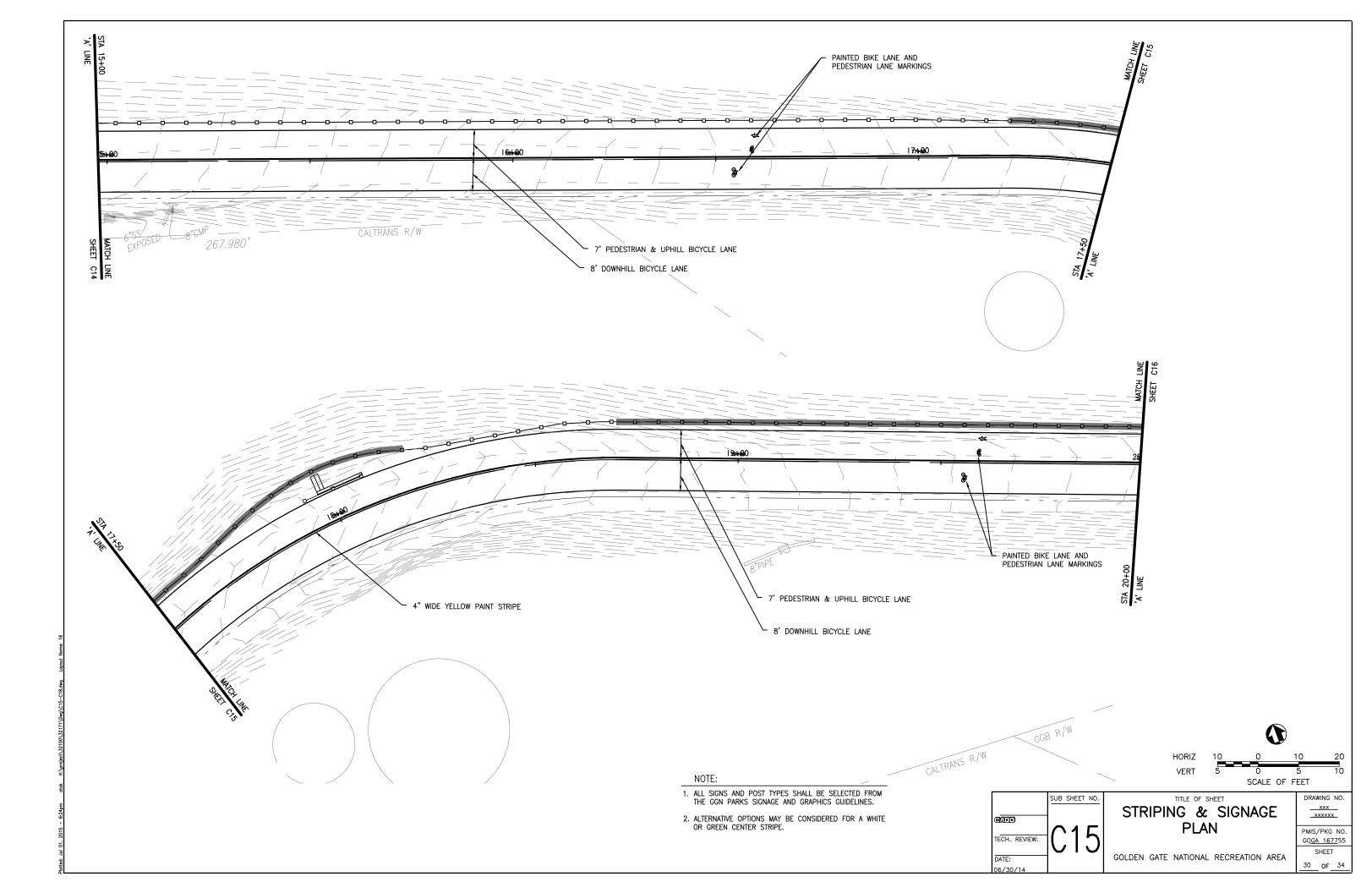


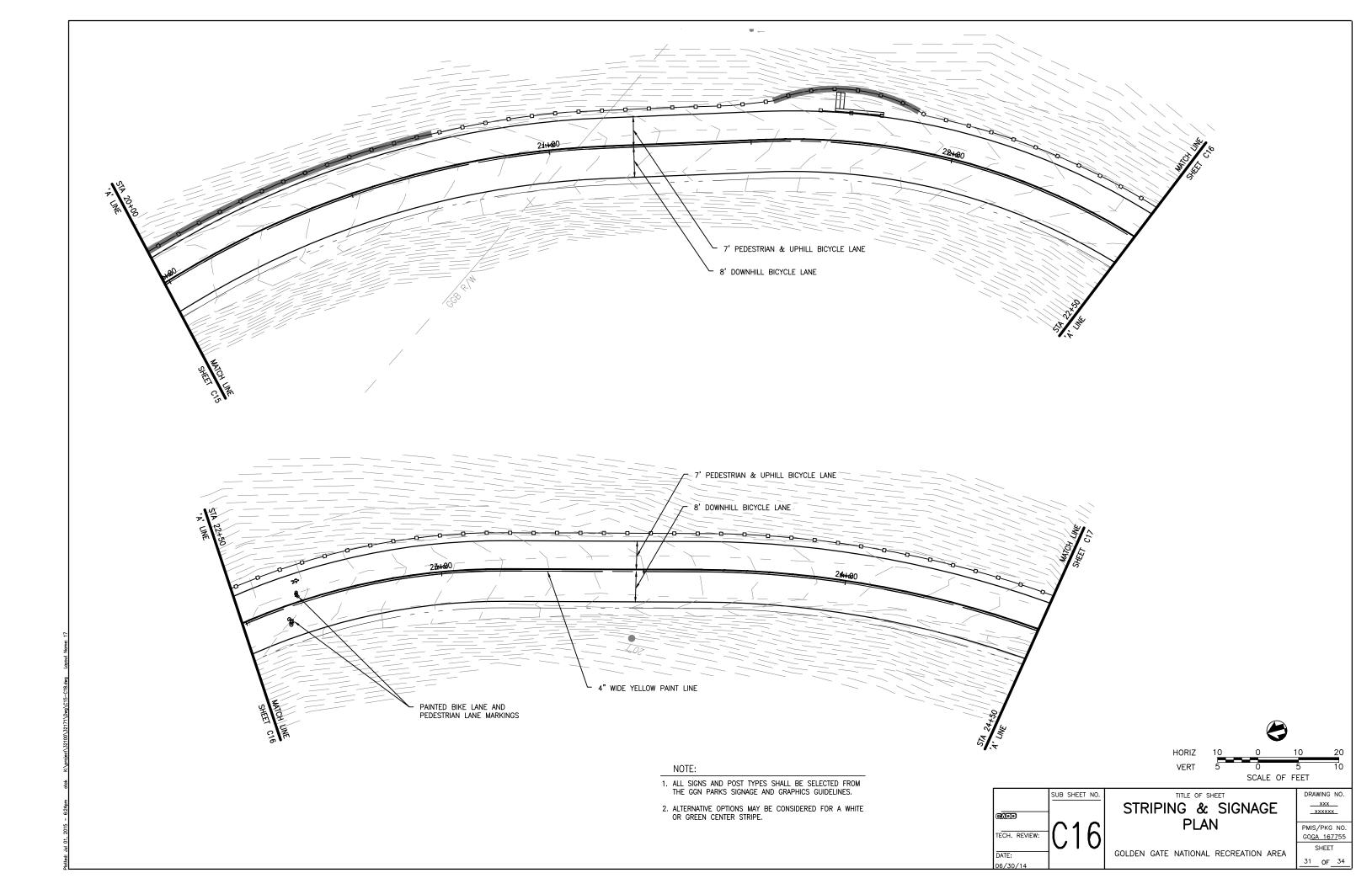


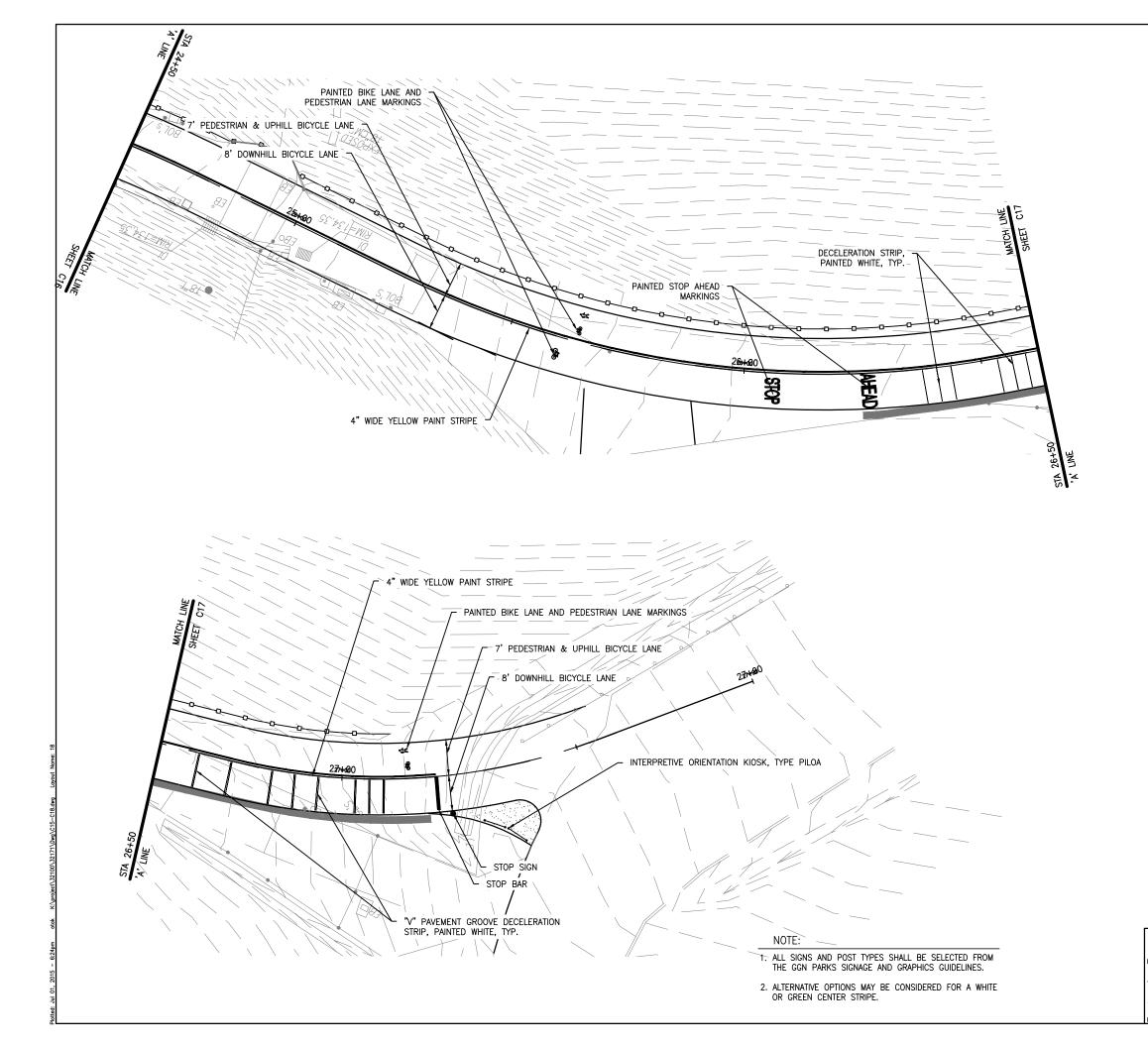
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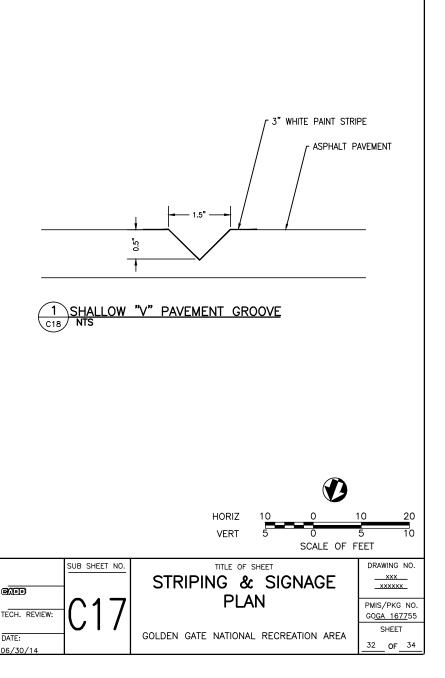


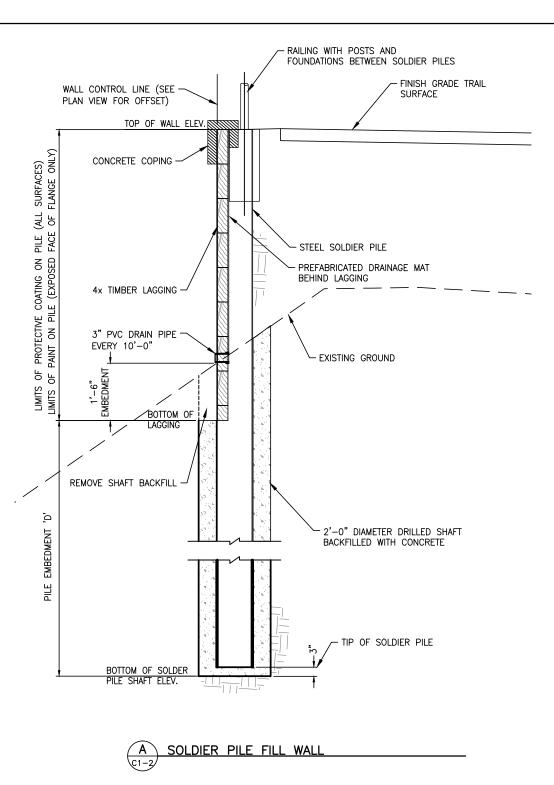




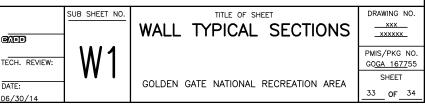


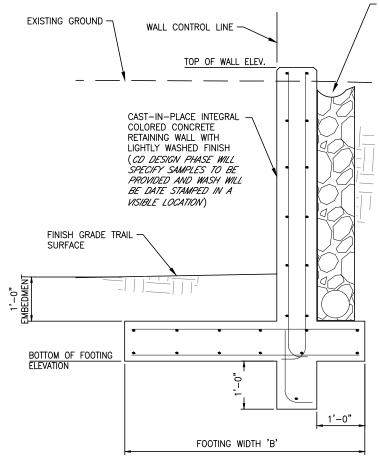


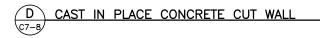




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