



Recommended Categorical Exclusion - DRAFT

Project Name: Resurface Crissy Field Promenade and Reconfigure East Beach Parking Area
PEPC Project Number: 63094
Project Record Location: GGNRA Environmental Compliance Office Fort Mason, Bldg 101 S.F. 94123
Proposal Description: 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 Resurface Crissy Field Promenade and Reconfigure East Beach Parking Area Proposal.

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.8. Replacement in kind of minor structures and facilities with little or no change in location, capacity, or appearance.
- 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: Resurface Crissy Field Promenade and Reconfigure East Beach Parking Area Proposal (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: Pre-Proposal Public Scoping Summary
- Attachment C: Schematic Design Drawings
- Attachment D: National Historic Preservation Act Compliance

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.

To be signed after public notification period _____

Christine Lehnertz, General Superintendent
Golden Gate National Recreation Area

_____ Date

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ATTACHMENT A

Resurface Crissy Field Promenade and Reconfigure East Beach Parking Area

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A. PROJECT INFORMATION

Park Name:	Golden Gate National Recreation Area
Project Title:	Resurface Crissy Field Promenade and Reconfigure East Beach Parking Area
PEPC Number:	63094
Project Location:	Crissy Field, San Francisco, CA
County, State:	San Francisco County, California
Administrative Record Location:	Fort Mason, Bldg 201; San Francisco, CA 94123

B. BACKGROUND

To celebrate the 100th anniversary of the National Park Service, a Centennial Challenge Project Program was created to fund deferred maintenance throughout the national park system. The Golden Gate National Recreation Area received one of the largest Centennial Challenge awards this year to repair the Crissy Field Promenade and complete a minor reconfiguration of the East Beach Parking Area. The \$2.5 million award is being matched by donations from the Evelyn and Walter Haas, Jr. Fund and members of the Golden Gate National Parks Conservancy.

Crissy stormwater Field is located at the northern waterfront of the Presidio of San Francisco, within the boundaries of Golden Gate National Recreation Area (GGNRA). Jurisdiction of the Presidio is shared between the National Park Service (Area A) and the Presidio Trust (Area B), an independent federal agency. Crissy Field is in Area A and managed directly by the GGNRA.

The original Crissy Field rehabilitation was completed in 2001 and included restoration and rehabilitation of various landscapes as well as construction of the Promenade and East Beach Parking Area. Use of the site, including the Promenade, parking areas, has been a very popular SF destination and now needs refurbishing because they are reaching the end of their useful life. The Promenade and East Beach Parking Area are now in fair to poor condition due to heavy public use, popularity, and years of degradation.

The Crissy Field Promenade is the major east-west trail traversing the 100-acre Crissy Field site and serves as the primary connector between the East Beach, Marsh, Airfield, and West Bluff. The Promenade provides users with views of the San Francisco Bay, Golden Gate Bridge, GGNRA locations across the bridge, and the city skyline. It is an important link along the northern waterfront of the 400+ mile regional San Francisco Bay Trail. The 1.5 mile long, twenty-foot wide trail attracts over 1.2 million visitors each year who move through the various park landscapes. The multi-use trail is used by walkers, joggers, and bicyclists traveling between the Marina and the West Bluff at Crissy Field, including a large percentage of tourists on rental bicycles traveling toward the Golden Gate Bridge. The GGNRA proposes to resurface the promenade with a durable compacted shale material that will be similar in appearance and texture to the existing surface but is expected to perform better over time.

The East Beach Parking Area is the most frequently used parking area for visitors arriving by vehicle to Crissy Field. Much of the existing parking consists of informal turf area that is heavily used, inefficient on busy weekends, and difficult to maintain. The Promenade and parking area serve the Crissy Field Center at East Beach, which serves a diverse local youth population as a dynamic hub of youth engagement that reaches approximately 20,000 young people each year. At the parking area, the project will reconfigure the parking aisles and stalls and create more durable surfaces for vehicles while retaining the same number of parking spaces. The project will address stormwater runoff, drainage, climate change, and pedestrian safety while decreasing the amount of required maintenance.

C. PURPOSE, NEED and OBJECTIVES

Purpose and Need:

Fifteen years since the original Crissy Field rehabilitation, the promenade surface is in need of repair and requires frequent maintenance. The parking area, a combination of paved spaces and unmarked turf spaces at East Beach is a heavily used parking area at Crissy Field. The turf areas used for overflow parking are used on a regular basis and the turf has not thrived and requires frequent irrigation. Drainage is compromised due to wear and tear, erosion, flooding, subsidence and compaction. The turf parking surface is rutted and uneven and there are no designated pedestrian walkways in the parking area. Greater retention of storm runoff needs to be accomplished so as to slow and treat runoff from the parking area.

The purpose and need of this project are to address critical repairs and deferred maintenance. These repairs will maintain access; eliminate areas in disrepair; provide for another 10-15 year lifespan; improve visitor experience and safety; and decrease future maintenance requirements at the Promenade and East Beach Parking Area while being responsive to changed conditions and visitor activities since the project was first implemented.

Maintain Access

The promenade is currently considered an accessible surface; however, there are puddles and damp areas following storm events. These damp and wet areas leave a limited accessible pathway and increase congestion in busy areas. The informal turf parking area is uneven and the existing dirt and lawn patches could be a potential tripping hazard. This parking is often full on busy weekends and lacks clear pedestrian walkways from the parking to the promenade and beach. The striping on the paved areas has faded and there is general wear and tear in the parking areas.

Eliminate Areas of Disrepair

The surface of the promenade has degraded over the last 15 years because of high use and weather conditions. NPS maintenance staff repair patches to the promenade as needed, however, much of the original decomposed granite material is in disrepair. The promenade no longer drains well and puddles remain for several days after storm events. The turf panels that make up the informal parking areas are no longer thriving due to frequent use and a reduction in irrigation. These panels are uneven and there are large wet areas that do not drain well.

Provide for another 10-15 year lifespan

The existing decomposed granite which makes up the trail tread of the Promenade is in need of replacement. The lifespan of the proposed compacted shale material is expected to be between 10-15 years. The overflow turf lawn panels are in need of replacement. The lifespan of the proposed paved surface is expected to be between 10-15 years.

Improve Visitor Experience and Safety

Poor drainage along the promenade contributes to a negative experience for the various user groups. Large puddles or wet areas limit the amount of space users have to recreate along the promenade. At the parking areas, drainage is also a concern, as it limits the area where visitors can park and walk toward the promenade or beach and it creates potential tripping hazards. The informal turf parking area is also confusing to visitors when parking is unclear or unorganized and causes visitor conflict in the parking lot.

Decrease future maintenance requirements

The promenade surface is at the end of its useful life. GGNRA maintenance staff patches the existing promenade where there are areas of disrepair. Due to drainage challenges, there are several areas that are frequently wet. The proposed material should last another 10-15 years, which is an appropriate lifespan given the future uses of the promenade. At the parking area, the existing turf panels require frequent irrigation and maintenance in order to thrive. Following recent years of drought in California, GGNRA has limited the areas and frequency of irrigation, unfortunately resulting in most turf areas to die and for large dirt and mud areas to form.

Objectives:

A successful project will:

Promenade:

- Install new promenade surfacing and base material to reduce drainage issues
- Regrade the promenade as needed to create positive drainage
- Improve maintainability
- Maintain safe and accessible surface
- Increase width of Promenade at East Beach to better accommodate visitor crowding that tends to occur in this area

Parking Area Improvements

- Improve visitor experience and address safety and wayfinding concerns

- Accommodate parking for 400 cars, which remains the same as the current parking count and the current condition
- Improve drainage at East Beach and treat runoff from the parking lot before entering drains
- Limit use of turf parking to reduce the amount of area to be maintained for informal parking and allow lawn areas to thrive
- Make parking layout more efficient
- Increase the planted buffer zone between the promenade and East Beach parking to better separate promenade users from vehicles and allow buffer from potential storm surge overwash
- Protect nearby Dune Swale from stormwater runoff
- Continue to support diverse recreational uses, including boardsailing and picnicking

D. DEVELOPMENT OF PROPOSAL (PRE-PROPOSAL SCOPING)

Interdisciplinary Teams began meeting in February 2016 to develop the design, communications plan, compliance pathway, and refine the project budget for the Centennial Challenge Project. Multi-disciplinary teams met weekly or monthly and included representatives from the National Park Service and Golden Gate National Parks Conservancy. The design team met with CMG, the project's Landscape Architecture consulting firm, to develop and review alternatives for the parking area and promenade. Primary project alternatives focused on the Promenade surface material and the East Beach Parking Area layout where the project team focused on the percentage of paved/unpaved parking spaces; the location and layout of the paved parking and turf parking; the treatment of the buffer zone between the north edge of parking and the Promenade; and the functionality of changes given recreational uses.

The team held two public walks, the first on Wednesday March 16, 2016 and the second on Saturday March 19, 2016. There were between ten and twenty attendees at each walk. Attendees included members of the boardsailing community, promenade walkers, dog walkers, and other recreationists. The Project team followed up with interested stakeholders who were unable to attend the site walks.

The project team considered the comments from stakeholders and public meeting attendees and updated the schematic design to incorporate their feedback. (See Attachment B for a summary of the comments received from the public during the scoping walks, and associated NPS responses.)

E. PROPOSED ACTION

The project team has developed a proposal to repair the Crissy Field Promenade and East Beach Parking Area. This project is based on what the NPS has determined best meets the project's purpose, need and objectives. Using the discretionary authority of the Superintendent, the final program decision could be different than presented herein based on substantive comment from the public.

The Crissy Field Promenade and East Beach Parking Area proposal consists of the following main elements:

1. Replacement of the promenade material and repair of drainage

The NPS proposes to replace the existing decomposed granite trail tread and subbase with a compacted shale material and to improve drainage. A similar material has been used in other locations in the park and has proved to be successful. The project team evaluated a range of possible surfaces considering durability, reparability (when the surface does need replacement, how easy it is to replace with new material) and maintenance, appropriateness for visitor activities, compliance with accessibility and stability requirements, installation constraints, and

aesthetics. The proposed material holds up well to heavy use, as demonstrated in various park sites. It will be similar in appearance and texture to the existing surface. There is an option to use a stabilizing product, which will hold material together better than without an additive. The stabilizing product would be used in the high pedestrian volume areas such as near the East Beach Parking area and near the Warming Hut. The Promenade would be widened from 20 to 30 feet adjacent to the East Beach Parking area, see Attachment C for a site plan. The existing small wood bridge at the lagoon would not be repaired or replaced.

The NPS proposes to make drainage improvements along the length of the Promenade in order to create positive drainage. The general drainage patterns will remain the same along the length of the promenade, but the surface will direct storm water off the promenade and into drains and swales adjacent to the promenade. Existing drains near the marsh will be re-used and new swale areas will be constructed near the airfield.

2. Reconfiguration of the East Beach Parking

The existing parking area at East Beach accommodates 400 vehicles. This includes the paved parking area (178 spaces) and the informal turf area (156 reinforced turf spaces and 66 event turf spaces). East Beach Parking is accessed by a two-lane entry drive and a two-lane exit drive that connect from the south at Mason Street. Reconfiguration of the East Beach Parking layout would maintain the existing entry and exit drive aisles.

NPS proposes to reconfigure the East Beach Parking Area to make it more efficient, safer, and to accommodate the same number of parking spaces as the current parking area. NPS proposes to increase the amount of paved parking by converting almost all of the informal turf parking to a paved surface.

The parking area will incorporate the required number of accessible parking spaces that meet ABA standards near each of the walkway entrances, restrooms, picnic areas, and at the existing buildings entrances. Bus and oversized parking spaces will be located within the primary parking area and drop off zones will be designated near building 1199 (temporary Crissy Field Center). Parking will incorporate the existing two Electric Vehicle chargers in new locations. Designated pedestrian walkways will connect the parking to the promenade, restroom, picnic, and lawn areas. These walkways will be a minimum of six to eight feet wide in order to allow for vehicle overhang in addition to pedestrian circulation. Event parking can occur along the entry drive, within the lawn areas and near building 1199.

The parking spaces near the west side of the proposed parking lot are designed to maximize access to lawn areas. This will allow for multiple user groups to continue making use of the lawn for unloading gear, staging equipment, and informal gathering. Much of this parking will be unmarked in order to allow for some flexible parking opportunities at off-peak times. These spaces will be signed to advise perpendicular parking. NPS may add additional striping if proposed conditions are inefficient.

3. Enhance planted buffer between Promenade and East Beach Parking

The current buffer is between 8 – 10 feet wide and the vegetation is no longer thriving due to drifting sand and overuse by visitors. The planted buffer receives high visitor traffic and does not create a noticeable separation between the parking and promenade.

NPS proposes to increase the width and design of the planted buffer area. This will create a separation between pedestrians on the Promenade and parked vehicles. The proposed buffer zone

would incorporate a drainage swale to collect and treat stormwater from the parking lot. The buffer will include multiple zones with a combination of irrigated turf panels, planting, and seating. The proposed design will include hardy vegetation, low long term irrigation needs, additional seating and picnic space, and will serve as a visual barrier from the proposed parking. The turf areas would require irrigation but the planting areas would only require irrigation during the first two to three years until the plants are established. Some short term fencing during plant establishment may be utilized to discourage pedestrian impacts. New as well as relocated seating will be installed near the lawn and vegetated areas. The lawn between the existing restrooms and the promenade is intended to serve multiple user groups and better facilitate small gatherings, unloading areas, and staging zones. These lawn panels will also provide a car-free pedestrian zone between the promenade and restrooms.

G. LAND MANAGEMENT PLAN

Land management guidance for the project area is described in the Presidio General Management Plan Amendment (GMPA 1994). A summary of the GMPA land management guidance is as follows:

Crissy Field will become a “front yard” for the Presidio. The bay, the long stretch of shoreline ideal for all forms of movement and recreation, and the impressive views all contribute to experiences that draw visitors from throughout the world to this site. Crissy will be managed to enhance the setting for those experiences.

The Golden Gate promenade (Bay Trail) will be realigned, resurfaced, and made a continuous route from Marina Gate on the east to Fort Point on the west. Access to the water will be channeled along designated paths. The promenade will accommodate many recreational activities including walking, jogging, dog walking, and bicycling. Boardsailors will use the offshore waters at the east end of the promenade and access to the beach will be provided for them with nearby parking and rigging areas (actions consistent with the 1988 Crissy Field Site Improvements Environmental Assessment).

Parking for Crissy Field activities will be in areas convenient to popular destinations and will be sited and landscapes to be as unobtrusive as possible. Some parking may be phased in to meet ultimate demand estimates. Permeable pavement substitutes may be utilized to provide low-impact parking surfaces. A drop-off area will be provided for boardsailors; (p.92) Provide drop-off and staging area with restrooms for boardsailing and other waterfront recreation activities (jogging, picnicking) at East Beach; parking for these users will be a sufficient distance from the beach to allow natural sand migration in the future.

The proposed action is consistent with the GMPA’s land management guidance.

H. IMPACT ASSESSMENT

The following section describes the impacts of the NPS proposed action and options under consideration. The NPS has preliminarily determined the actions proposed herein would not cause “significant adverse effects” requiring an Environmental Assessment (EA) or Environmental Impact Statement (EIS) and meets the requirements of a Categorical Exclusion under NPS NEPA guidelines Directors Order 12 (DO-12).

1) Existing Conditions

The Centennial Challenge Project proposes to make repairs of existing facilities at Crissy Field in Area A of the Presidio. The existing promenade is twenty feet wide and is made of a decomposed granite surface. The promenade is open to pedestrians and bicyclists. The Parking Area consists of paved and unpaved spaces at the East end of Crissy Field. This parking area serves many user groups such as dog walkers, board sailors, picnickers, beach goers, and other recreational users.

2) **Summary of Proposed Changes from Baseline (Existing) Condition**

The table below summarizes the program elements that would change with the final program.

Project Element	Existing Condition (2016)	Proposed Change
Paved Parking	178 paved spaces	367 paved spaces
Unpaved Parking	222 turf/dirt spaces	33 turf spaces
Total parking spaces	400 spaces	400 spaces
Planted area between the promenade and East Beach parking	8-10' wide	48' wide
Promenade material	Decomposed granite	Compacted shale
Promenade width	20' wide	20' wide at Airfield and Marsh. 30' wide at East Beach Parking
Paved Parking Area	95,975 sf	140,010 sf
Other paved areas (pathways)	8,250 sf	17,440 sf
Planted Area	216,205 sf	163,500 sf

3) **NPS Screening Form (ESF)**

The NPS uses the ESF to conduct a screening level impact assessment to identify environmental impacts that may require an Environmental Assessment (EA) or Environmental Impact Statement (EIS).

A. Resource Effects to Consider:

<p>Air - Air Quality <i>Air Quality</i></p>	<p>Issue: Air quality could be impacted during construction. Impacts such as grading and transporting material will be controlled by BMPs such as dust control, covering soils. Bare soils will be vegetated at end of construction.</p> <p>Impact: Non-Significant Short term construction impact</p>
<p>Biological - Wildlife and/or Wildlife Habitat including terrestrial and aquatic species <i>Important species/wildlife habitat</i></p>	<p>Issue: Proposed parking layout is within 15' of the dune swale which provides valuable habitat. BMPs to be installed between parking area and dune swale area to reduce the impact on the dune swale habitat.</p> <p>Impact: Non-Significant BMPs will minimize impact on habitat within the dune swale area.</p>
<p>Biological - Vegetation <i>Nonnative or exotic species</i></p>	<p>Issue: Area is a developed landscaped area where plant palette does not have to be native, but rather consistent with developed landscape and could include nonnative species within the buffer between East Beach Parking and Crissy Field Promenade. Plant palette selected will not be invasive or have the</p>

	potential to hybridize with native plants. Impact: Non-Significant - Introduction of nonnative species
Geological - Geologic Processes <i>Shoreline</i>	Issue: The promenade runs near the shoreline at the northern edge of the project. No changes to occur that will directly impact the shoreline. Impact: Non-Significant
Other - Human Health and Safety <i>Safety</i>	Issue: Improvements to the parking area are intended to improve visitor safety as they park and walk from their cars to the promenade or beach. Impact: Non-Significant Improvements to public safety
Visitor Use and Experience - Recreation Resources <i>Visitor Experience</i>	Issue: The improvements to the parking area and promenade are intended to improve visitor experience. There will be changes in use and visitor flow between the parking area and the beach. Impact: Non-Significant
Water - Water Quality or Quantity <i>Water Quality and Quantity</i>	Issue: Stormwater from the parking area will be directed to existing drain lines and vegetated swales in order to capture and slow down the rate of water runoff. Runoff from promenade will be directed toward existing drain lines and to vegetated swales. Impact: Non-Significant
Sea Level Rise – Climate Change	While sea level rise and climate change are a concern for GGNRA, there is a low probability that the effects of sea level rise will be significant impact on the promenade during the lifespan of this repair. While storm events may cause run up from wave action in some locations along the promenade, sea level rise is expected to have minor impacts to the promenade and parking area over the lifespan of this project Impact: Non-Significant

Park Specific Environmental Screening Questions

Question	Answer	Notes
1. Adversely affect historic fabric, vegetation, terrain or setting?	No	Parking layout to extend within 15' of an existing dune swale planting area. Dune swale will not be altered.
2. Change historic ground cover or vegetation?	No	
3. Introduce non-historic elements (visible, audible or atmospheric) into a historic setting, structure or	No	The East Beach Parking Area is an existing parking lot. Additional asphalt will be the visible change. The project team will explore different pavement finishing to

environment?		reduce color contrast.
4. Reintroduce historic elements in a historic setting or environment?	No	
5. Are there any archaeological resources in the project area?	No	
6. Maintain, create or change a public or employee safety or health hazard?	Yes	Visitor and employee safety will be improved by designating clearly identifiable parking stalls, providing clear pedestrian pathways, and clear driving aisles. Tripping hazards along the promenade will be removed.
7. Compromise slope stability?	No	
8. Change the pattern of surface water flow, alter hydrologic processes or affect erosion?	Yes	Stormwater from the parking area will be directed to existing drain lines and vegetated swales in order to capture and slow down the rate of water runoff. Runoff from promenade will be directed toward existing drain lines and to vegetated swales.
9. If there is ground disturbance, is it greater than one acre?	Yes	Because disturbance will be over 1-acre, a stormwater prevention plan will be developed.
10. Affect park trails or trail usage?	Yes	The Promenade is used by over 1.2 million visitors each year. The replacement of the promenade will improve accessibility, visitor experience, and maintenance. Visitors will experience some detours and closures during construction.
11. Affect current or planned visitor services, recreation resources, access or available parking?	Yes	Project will improve the surface conditions of the promenade. Available parking will remain the same number of spaces as existing conditions complemented by adjacent open space areas for gathering and multiple path options to the Promenade, the restroom facilities, and beach destinations.
12. Change congestion levels, traffic volumes or traffic safety conditions for vehicles, pedestrians or bicyclists?	Yes	As a result of this project there will likely be no change in congestion or traffic volume. Safety conditions in the parking lot will be improved with designated drive aisles and parking spaces. Pedestrian access will be improved with designated walkways.
13. Change or impede accessibility?	Yes	Project will improve accessibility with new walkways to connect the parking to the promenade. Promenade surface will remain accessible.
14. Change the demand for police or emergency services or create an attractive nuisance?	No	

15. Changes dark conditions, natural night skies or glare?	No	No changes in lighting to occur as part of this project.
16. Alter scenic features, viewsheds, be visually intrusive or add to a degraded visual condition?	No	The asphalt surfacing of the parking lot would be a changed condition and may be noticeable from various viewpoints. The planted buffer will enhance views from other locations as parking will be farther from the beach edge. Although, asphalt is a common surface for parking lots and would be similar to other surfacing in the adjacent areas and roadway. Its presence here would not be precedent setting.
17. Involve handling/storage of hazardous substances or work in areas of possible contamination?	No	
18. Change the level of emissions from vehicles or increase other air pollutants?	No	
19. Change the amount of resource use (water, fuel) or waste generated?	No	
20. Involve issues of concern for park neighbors or organizations or generate media attention?	Yes	Project has received some media attention. Project team meeting with stakeholders and interested public during site walks.
21. Affect long-term management of resources?	No	
22. Set a precedent within GGNRA?	No	
23. Will the proposed action(s) require removing, changing, relocating, replacing, and/or adding signs?	Yes	Wayfinding and sign plan to be developed.

4) Issues and Concerns

The following issues and concerns have been raised consistently regarding the Centennial Challenge Project repairs. This section provides an assessment of the impacts of how the final NPS action compares to the baseline existing condition. This assessment informs NPS decision-making.

Public Access and Visitor Experience

Existing Conditions: Public access to the San Francisco Bay shoreline is unfettered along the entire Presidio shoreline from East Beach to Ft. Point. Direct contact with the bay is possible in most locations, except where protective bulkheads or riprap make access difficult or impossible. East Beach provides access to a highly regarded board sailing area offshore and is the starting point for many users of the Golden Gate Promenade that extends between East Beach and the Warming Hut near Ft. Point. Visitors to this area come as individuals, as families, and as part of private and commercial tour groups, and educational groups (schools, summer programs, youth groups, fitness groups, and after-school programs, etc.). The Crissy Field area is busy as early as

4 a.m. with a variety of visitors, including joggers, cyclists, pedestrians and roller bladers. The East Beach Parking Area is the most frequently used parking area for visitors arriving by vehicle to Crissy Field. Much of the existing parking consists of informal turf spaces that are heavily used particularly on weekends and warm days. The Promenade and parking area serves the Crissy Field Center at East Beach as well other popular activities conducted in the area include hiking, jogging, water sports, bike riding, wildlife viewing, dog walking, picnicking, sightseeing, sun bathing, stewardship opportunities, and interpretive and educational opportunities.

Conditions with Project: At the parking area, the project will reconfigure the parking aisles and stalls and create more durable, paved surfaces for vehicles while retaining the same number of total parking spaces. The parking lot surface will be even, level, and not susceptible to puddling, making it easier to walk on. Visitor access and activities will remain unchanged with the implementation of the project. It is anticipated because the current parking lot layout has been installed for 15 years and various user groups are accustomed to its current layout, the proposed changes may temporarily inconvenience visitors until they become familiar with the parking lot layout. Pedestrian circulation would become easier and less congested due to wider and designated pedestrian pathways. Visitor experience would be enhanced from additional seating areas, and additional lawn areas, creating more flexible and safer spaces for all user groups.

Traffic and Parking

Existing Conditions: The most direct route for people to reach the East Beach parking location is via Marina Boulevard to Mason Street from the east, or via McDowell Road to Mason Street when arriving from the west. Halleck Street will also be used when completed as part of the Doyle Drive Project and will be the most direct route to the East Beach parking lot from the core area of the Presidio.

Access to East Beach parking is by way of an entrance driveway heading north (bay ward) from Mason Street. The parking area exit driveway is slightly over 220 feet west of the entrance driveway. These driveways are outside of the project area and changes are not proposed to the drives at this time. The parking area is separated from Mason Street between Marina Boulevard and the entrance driveway by a grove of cypress trees planted in rows at 45 degrees to the road, and between the entrance driveway and west of the exit driveway by landscape berms. Traffic entering and exiting the parking area is not restricted with regard to turning movements from and into Mason Street. Mason Street includes two bike lanes, and is bordered on the north by a 15-foot separated path striped for bicycle and pedestrian use.

The East Beach parking area, a combination of paved spaces and unmarked turf spaces at East Beach is the most heavily used parking area at Crissy Field. East Beach has parking for 400 cars. Paved parking is available for 178 cars and unpaved (overflow) parking is sufficient for 222 cars. The striped paved parking area provides two rows of perpendicular parking and is arrayed along the south side of Golden Gate Promenade. Golden Gate Promenade is a 20-foot wide path separating the parking from the beach and extends from East Beach to the Warming Hut near Ft Point. A large turf-covered area used for overflow parking is located south of the paved parking. This overflow area is used when demand for parking is high, such as during special events and on summer weekends. The overflow parking surface is turf, planted in soil mixed with fiber reinforcement overlaying a buried drainage system. This area is open with no indication of individual parking spaces; users park at will. Typically, parking in this area is oriented in the same direction as the paved parking abutting it.

Conditions with Project:

Parking

Implementing the proposed action would change parking as follows:

Project Element	Existing Condition (2016)	Proposed Change
Paved Parking	178 paved spaces	367 paved spaces
Unpaved Parking	222 turf/dirt spaces	33 turf spaces
Total parking spaces	400 spaces	400 spaces

The turf areas used for overflow parking are used on a regular basis and the turf has not thrived and requires frequent irrigation. Drainage is compromised due to wear and tear, erosion, flooding, subsidence and compaction. The turf parking surface is rutted and uneven and there are no designated pedestrian walkways from the parking area to the promenade and beach. Greater retention of storm runoff needs to be accomplished so as to slow and treat runoff from the parking area.

The majority of weekend parking will occur on paved areas rather than on overflow turf spaces. This option would minimize the number of turf spaces that require a higher level of maintenance and irrigation. The proposed layout is more efficient, provides turn around space, and includes manageable overflow parking areas.

Permeable vs non-permeable surface area

East Beach Parking Area currently includes 95,975 sf of paved parking, 8,250 sf of pathways, and 216,205 sf of planted area. The proposed project includes 140,010 sf paved parking, 17,440 sf of pathways, and 163,500 sf of planted area. The increase in paved surface is intended to accommodate the majority of vehicles during weekend use. Current weekend use typically overflows onto the turf panels. The existing turf parking has become less permeable over time. The park will prepare and implement a Stormwater Prevention Plan (SWPP).

Public Safety

Existing Condition: The Crissy Field Promenade is a multi-use accessible trail that runs from the Presidio’s eastern boundary for 1.5 miles towards the west, culminating at the Warming Hut and additional trails leading to Fort Point National Historic Site and the Golden Gate Bridge. Users include pedestrians and cyclists, and the trail accommodates local, national and international visitors – use is estimated at over 1.2 million visitors annually. The trail varies between 20-30 feet wide, and consists primarily of a decomposed granite surface; it also includes a small wood bridge at the lagoon (as the bridge is in good condition, it is not included in the proposed project improvements). The Promenade trail tread has degraded during the past 15 years, and there are several areas that no longer drain properly.

Condition with Project: Under the proposal, the expanded width at the East Beach Parking Area would provide additional space for the various user groups traveling along the promenade and crossing the promenade from the parking area to the beach. There is a chance that bicycles would travel faster given more space; however, it is unlikely that speeds on the promenade would change significantly because of pedestrian traffic. New surface material on the promenade and parking areas would create a firm and stable surface that has fewer tripping hazards. By defining pedestrian walkways, drive aisles, and parking spaces within and around the perimeter of the proposed East Beach parking area there would likely be a reduction in conflicts between the user groups.

Stormwater Runoff

Under the proposed project, improvements to the promenade will utilize the existing drains and general drainage patterns. By altering the subgrade and promenade material, the promenade will drain faster; decreasing the length of time that standing water is on the promenade.

Under current conditions cars infrequently park near the dune swale area, south of the public restrooms and on the turf panels in the main parking area and west of the existing restrooms. Under the proposed project, the parking layout could be closer to the existing dune swale planting area than current conditions. The dune swale will not be altered; however there will likely be additional traffic near the existing swales. Best Management Practices (BMPs) would be implemented at parking edge and all runoff will drain away from the swale. Stormwater will also be captured in drainage swales that run the length of the parking area between drive aisles and along the northern boundary of the paved area.

Park Operations and Sustainability

Existing Conditions: The existing informal parking areas no longer support the turf planting that was intended to grow within the overflow parking areas. With frequent vehicle use in these areas, the turf roots are repeatedly crushed, the dirt is compacted, and the turf does not have time to re-grow. This requires frequent maintenance, irrigation, replacement of turf, and management of these informal parking areas. The promenade requires regular maintenance to address poor drainage and uneven surface conditions.

Conditions with Project: Under the project proposal, the increase in the amount of paved area will result in less park operations requirements due to the reduction in frequent maintenance and management of the informal turf parking areas. The larger paved surface will be easier to manage and operate than the turf panels particularly after storm events or busy weekends. Vegetated swales will line the northern edge of the parking area with smaller swales between each of the parking bays. These swales will help capture and treat stormwater runoff from the parking area.

While sea level rise is not expected to have a significant impact at Crissy Field during the lifespan of this project (10-15 years), the location and design of the parking lot considered these long term impacts. The proposal includes a parking lot that is set back farther from the shoreline than the existing parking area, slightly higher, and will include a more durable, paved surface. Recent studies show that the Promenade and East Beach Parking may be temporarily impacted by minor flooding in some locations under the highest SLR projections (1 ft. by 2030), when combined with El Nino and/or storm surge and/or wave run-up. Current mapping shows minor localized flooding of the Promenade at 10 ft. water surface elevation and major flooding at 12 ft. elevation (the equivalent of 3 ft. SLR above the current 100 year tide). Similarly, there would be minor flooding in East Beach parking at 11 ft. and significant flooding at 12 ft. water elevation. The improved surfaces and drainage, designed for a 10-15 year lifespan, would experience minimum damage.

Vegetation

Existing Conditions: The existing vegetated area between the promenade and the parking area no longer supports the original native dune planting. These 8-10 foot wide planting areas receive high pedestrian traffic since visitors often walk directly across the berms when walking from their cars to the promenade or beach.

Conditions with Project: Under the project proposal the planting area will be expanded to a minimum of 48 feet wide. These areas will contain lawn (near the western parking area and the restroom) and low vegetation (near the primary parking area). The lawn will be maintained to support multiple uses such as staging space for equipment, informal picnicking, and small group

gatherings. The low vegetation in the remaining panels is intended to be a mixture of hardy species that will likely be fenced during establishment. A vegetated swale will run along the northern edge of the parking area to capture and treat stormwater runoff.

The intent of the original design of the existing planted area was to grow dune vegetation, similar to planting areas near the marsh. However, weeds have overgrown the dune plants because of the high level of disturbance. Under the proposal, plant selection for the buffer area will include native plants or species that could not be invasive or hybridize with natives. Project team will work with Natural Resources Division and Maintenance Division to select plants that will thrive and will be compatible with existing vegetation. Plants will also need to survive the sandy and windy conditions.

Project team will also work with Natural Resources division on installing BMPs around the perimeter of the dune swale planting area, which provides valuable habitat.

Current lawn parking areas do not perform well. Under the proposal, lawn parking will be restricted to specific weeks or months or through design in order to allow the lawn areas to re-grow.

I. NATIONAL HISTORIC PRESERVATION ACT (NHPA) SECTION 106 COMPLIANCE

In a preliminary review (March 2016) of the proposed changes to the Crissy Field Promenade and East Beach Parking Area, Golden Gate's Cultural Resource Assessment Team anticipates reviewing the project under Section 106 of the National Historic Preservation Act as having No Adverse Effects to Historic Properties provided that the Project Manager for the implementation of the project coordinates with GGNRA's Historical Landscape Architect to finalize remaining design details. Section 106 compliance will be completed prior to approval of Final CE.

For the proposed project actions to be within compliance requirements during project implementation, the following cultural resource stipulations must be adhered to:

- Project Manager will continue to consult with Historical Landscape Architect as design is finalized.
- Once final designs have been developed and are reviewed by the IDT, Project Manager will coordinate with NHPA Compliance Program Manager on completion of Section 106 compliance for the Final CE Package.

J. SUMMARY OF PUBLIC COMMENT (POST PUBLIC REVIEW AND COMMENT)

To be completed after public review and comment.

K. DECISION / IMPLEMENTATION PROCESS

This draft proposal and environmental compliance document for the Promenade and East Beach Parking Improvements is released to the public for a 14-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 14 day period using the project website at:

http://parkplanning.nps.gov/CF_Centennial

Or by mail to:

Golden Gate National Recreation Area
Attn: Crissy Field Promenade and East Beach Parking Area Repairs
Fort Mason, Building 201
San Francisco, CA 94123

Following the 14-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

Pre-Proposal Public Scoping Summary

A. PRE-PROPOSAL PUBLIC SCOPING BACKGROUND

On March 16 and 19, 2016 staff from the Golden Gate National Recreation Area and the Golden Gate National Parks Conservancy staff hosted two public walks to present the Conceptual plans for the Crissy Field Promenade and East Beach Parking Area repairs. Information about the proposed Project and the public walks were circulated in several ways. A notice was emailed to the NPS Golden Gate Project Planning Email List and to members of the public who had requested information on previous projects and workshops at Crissy Field. The groups met on Wednesday from 10:00AM to 11:00AM and from 11:00 AM to 12:00 PM on Saturday at the picnic tables east of the restrooms. There were between 10 and 20 attendees at each meeting including representatives from the board sailing community, promenade walkers, dog walkers, and other users of Crissy Field. Park staff provided an overview of the project purpose and need as well as a walk-through of the proposed repairs. Along with the feedback heard during the public walk through, NPS staff also met with members of the public who were unable to attend the public walks.

B. PRE-PROPOSAL SCOPING SUMMARY

Public feedback on the Crissy Field Repairs was received during the public walk through and in follow up discussions. The public feedback received addressed the following broad themes. Each theme is followed by park responses which are meant to give additional details, remedy confusions, and provide further insight into the NPS's motivations behind the proposal.

1. Promenade Width and Material

The proposed design of the promenade was received with general support with a couple areas of concern. Several comments were received regarding the proposed expansion of the promenade at East Beach. Commenters were concerned that the promenade will become busier if expanded by ten feet, bicyclists may travel faster, and that the promenade might be more difficult for users, specifically the board sailors, to cross. Commenters also voiced that the narrowing of the promenade would serve as a bottleneck where the trail narrowed from thirty to twenty feet wide. One commenter suggested removing bicyclists from the Promenade. Another asked if the proposed material would be slippery.

- The proposed width of the promenade is to range between 20 and 30 feet wide; 30 feet at the East Beach parking area and 20 feet for the remainder of the promenade from the west end of the parking area to the Warming Hut. It is likely that visitors will have more space in an area that is currently crowded on busy weekends.
- The intent of the wider promenade width is to better accommodate users of the promenade with those crossing the promenade to access the beach. This area of the promenade also serves as the starting off point for many visitors to Crissy Field. Once the promenade narrows

to twenty feet, park staff expect there will be fewer total users than where it is thirty feet wide.

- Design details and signage will be installed to slow bicycle traffic at the East Beach area. Long term bicycle use on the promenade will be evaluated in the future. This project does not propose a change in permitted use. NPS will work with rental bike companies on suggested speeds and routes through Crissy Field.
- The compacted shale material is not a slippery product. The aggregate size includes a range from small to larger sized material but the material has not shown to be slippery in other installations at GGNRA.

2. Primary Parking Area at East Beach

The proposed design of the primary parking area (at the existing Entry/Exit Drives) received mixed feedback. Attendees were concerned that the elderly and disabled community would lose views of the Ocean from their vehicles if the parking area is moved south from existing layout. One commenter suggested that there should be additional bicycle and scooter parking at the proposed parking area as well as a shuttle drop off zone. One commenter requested safety statistics at the East Beach Parking Area and suggested that speed bumps could slow vehicular traffic down in the existing lot. There were concerns about special events that take up a large section of parking on weekends, which results in fewer available parking spaces. Some commenters, specifically the board sailing community, requested the park look into grass pavers and no designated parking spaces in order to maintain a vegetated lawn parking area. One attendee requested additional trees in order to provide more parking spaces in the shade.

- The project will continue to provide a total of 400 parking spaces at the East Beach Parking Area. The proposed project includes 367 paved and 33 unpaved spaces (existing conditions include 178 paved and 222 unpaved spaces).
- Park staff are continuing to conduct outreach to a wider range of user groups than those who attended the walks or followed up after the walks. Park staff will reach out to members of the accessibility community about the proposal to move parking away from the beach.
- Additional bicycle and scooter parking as well as drop off zones will be considered as the design team moves into design development.
- There are reports of many near misses due to the unmarked parking spaces, driving lanes, and pedestrian walkways. The project team will work on design solutions to control traffic speeds in the proposed parking area.
- The park does not host special events on every weekend and closures are typically limited to the hours of the event.
- Unit cells or grass pavers for the parking area rely on infrequent use in order for the lawn to re-grow between uses. The parking area at Crissy Field can fill up most weekends during popular months. Unit cells and grass pavers require frequent irrigation and do not meet the purpose and need of the project, which is to reduce required maintenance. California is still experiencing a drought and the park has reduced its area of irrigated turf.
- Shrubs and other low vegetation will be planted in and around the parking area to treat stormwater runoff from the promenade.

3. Western Parking Area at East Beach (near Restroom)

The proposed design of the western parking area, near the existing restrooms, received mixed feedback. Attendees, particularly the boardsailing community, were concerned about the loss of parking spaces and lawn staging areas at this end of the parking lot. Boardsailors prefer to park on the west side of the lot as it provides them direct access to the best launching locations. A few commenters recommended the use of grass pavers or reinforced turf, similar to the comment on the primary parking area. One attendee asked if irrigation would remain on if NPS installed

additional lawn areas. Attendees suggested there be additional lawn areas, adjacent to parking, intended as staging locations for board sailing equipment. Attendees also suggested wider pathways from the western parking area to the beach.

- The board sailing season spans from March-October and winds pick up in the late afternoon during those months. All parking in this area will have nearby access to lawn areas that can be used for unloading equipment and for staging.
- Turf pavers do not work well in this location for the reasons mentioned in the primary parking area.
- NPS is committed to maintaining new lawn areas as this repair will represent a reduction in irrigated area. The future of irrigation at Crissy Field is dependent on future drought conditions as well as the park's goals to reduce water use.
- The proposed parking layout includes lawn parking near or adjacent to all of the parking spaces throughout the western parking area. Unmarked parking spaces will provide for greater flexibility during non-peak days.
- Pathways range between 8-15' wide between the parking area and the promenade.

4. Open Space/Buffer Area Design

The proposed open space or buffer area between the parking area and the promenade is intended to accommodate a variety of programs such as gathering space, staging areas, and other recreation uses. These areas received a variety of responses. One attendee was concerned that NPS would not commit to irrigating the turf areas. Another concern was that dogs would take over these areas. One commenter suggested that some board users would set up their equipment in these locations, which could be a hazard to users on the promenade.

- Similar to earlier discussion of irrigation in the lawn areas, NPS will continue to maintain irrigated turf where feasible. The proposed re-design represents a decrease in overall irrigated area.
- Species selection will be critical to the buffer area in order to select a plant palette that will thrive and accommodate various user groups.
- Signage and enforcement will help regulate permitted uses of the buffer areas

5. Construction

The proposed timeline of the East Beach Parking Area and Promenade is to begin after Fleet Week in the fall of 2016. One commenter asked for the East Beach Parking Area to be completed first so that it is ready for the start of board sailing season in the spring.

- Phasing of the construction work will be determined during design development and construction documentation. This will be subject to change based on contracting requirements. NPS will bring construction schedule, timeline, and phasing plans back to the public for information sharing.

6. Compliance and Process

The NEPA compliance for the repairs qualify as a Categorical Exclusion. This explanation led to a couple comments regarding compliance. One attendee thought this project should trigger a NEPA process. Another attendee asked what categorical exclusions would be used. Another commenter asked that process, timeline, and funding timelines should be posted on the NPS park planning website. In addition, there were questions on the studies used to determine the parking counts.

- NPS will comply with the National Environmental Policy Act (NEPA). The proposed repairs qualify as a Categorical Exclusion (CE) under NEPA. The CE will be released in the late spring of 2016.
- NPS staff to post process, timeline, and funding restrictions (as it relates to timing), and transportation studies on park planning website.

7. General Crissy Field Design

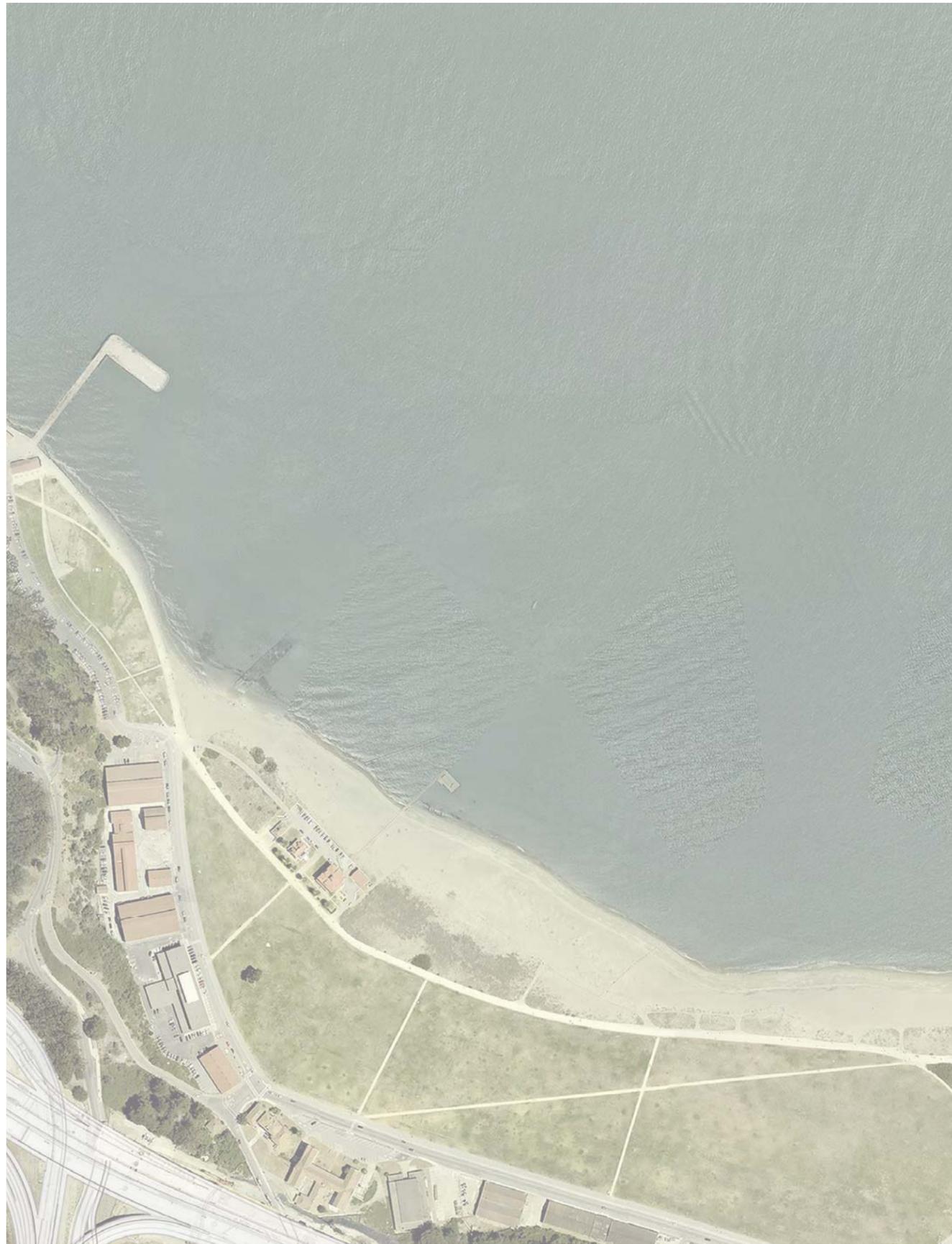
Some comments addressed concerns that are out of this proposal's project scope. One attendee recommended additional improvements to the Mason Street bike path and roadway. Another comment addressed the need for separated pedestrian and bicycle entrances into the East Beach Parking Area from Mason Street. Another attendee asked about designated storage lockers for board sailing equipment.

- Topics such as the Mason Street bike path, bicycle and pedestrian access to the parking area, and storage locker are out of the project scope. These will be considered during future projects at Crissy Field.

Attachment C

Schematic Design

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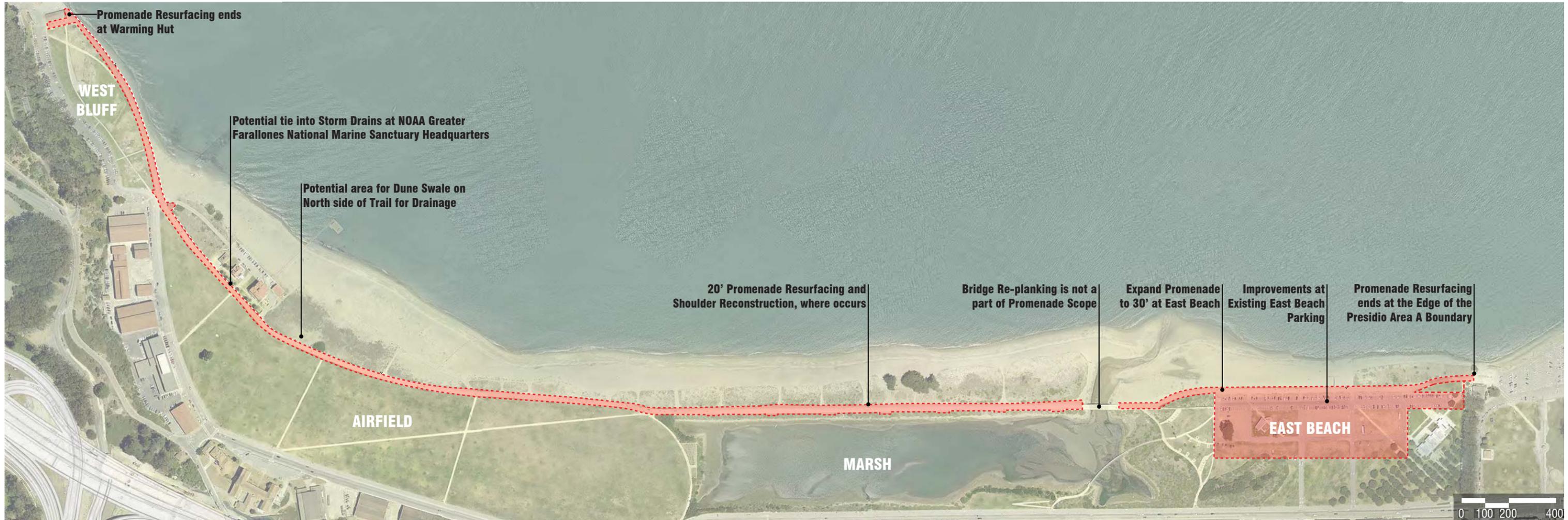


PROJECT LOCATION MAP



CRISSY FIELD

RESURFACE CRISSY FIELD PROMENADE AND
RECONFIGURE EAST BEACH PARKING AREA





BRIDGE & PROMENADE



DRAIN INLET & EXISTING CYPRESS TREES AT LAWN PARKING



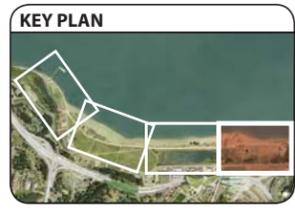
SAND & PAVING AT BEACH TRANSITION



PLANTING BUFFER AT EAST BEACH



SAND ON PROMENADE AT EAST BEACH



KEY PLAN





PROMENADE AT OVERLOOK (CONSTRUCTED 2015)



DRAINAGE AT MARSH SEATWALL



MARSH EDGE, TYP



WOODEN PATH AT PROMENADE EDGE



DUNE PLANTING EDGE, TYP



KEY PLAN





DRAINAGE AT PROMENADE



WOODEN BOARDWALK AT PROMENADE



AIRFIELD INTERFACE AND DRAINAGE AT PROMENADE



DRAINAGE AT PROMENADE





WARMING HUT



DRAINAGE AT PROMENADE AND SEAWALL



PROMENADE AT RIP RAP EDGE



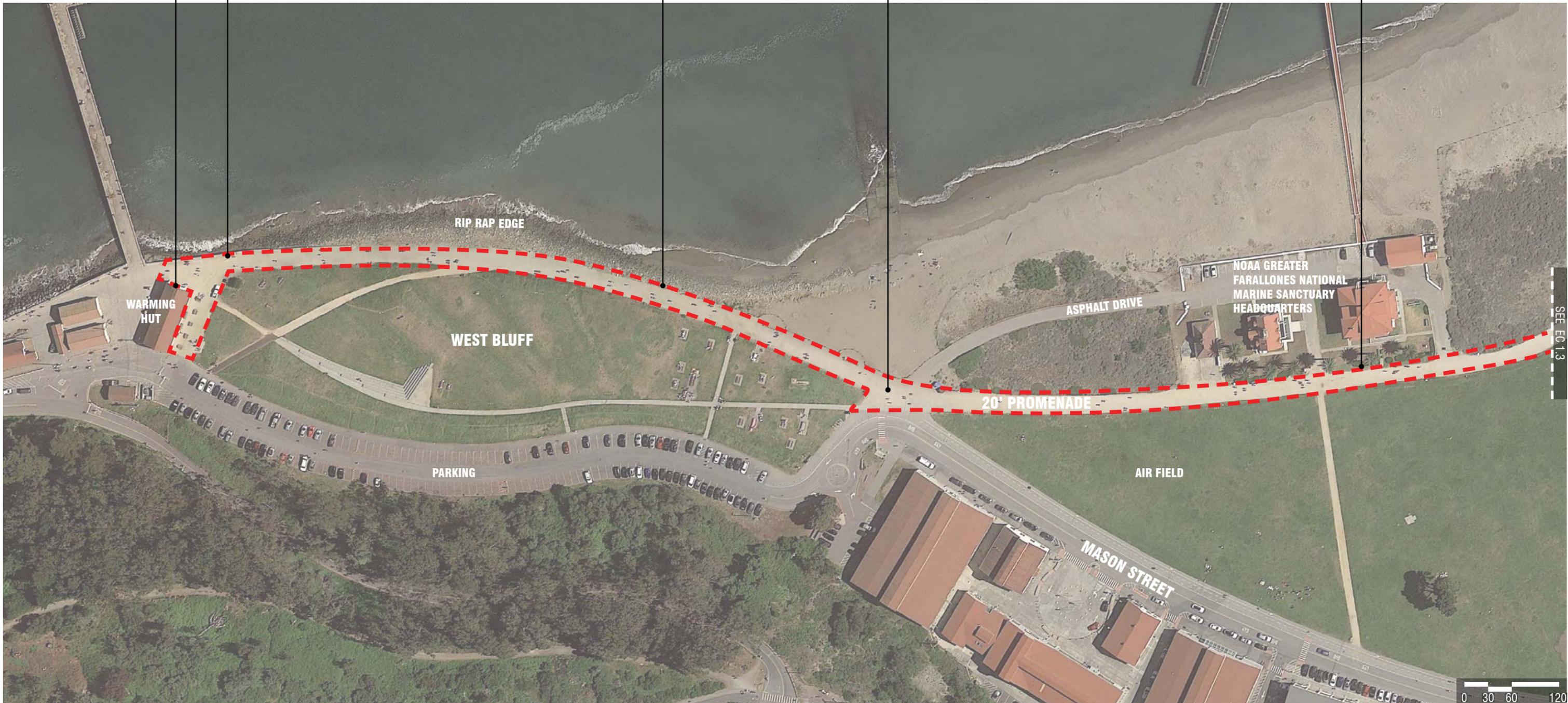
INTERSECTION AT PROMENADE



DRAIN INLETS AT NOAA COMPLEX



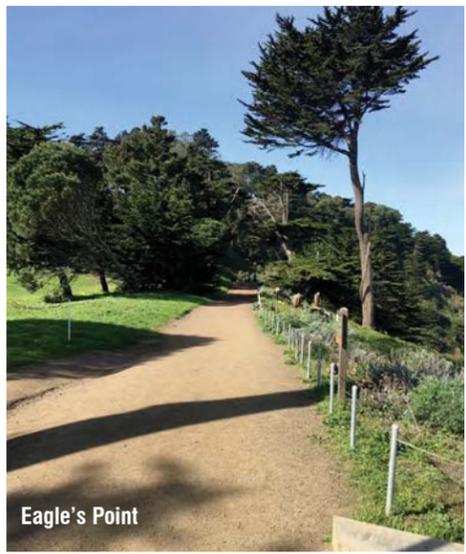
KEY PLAN



SEE EC 1.3



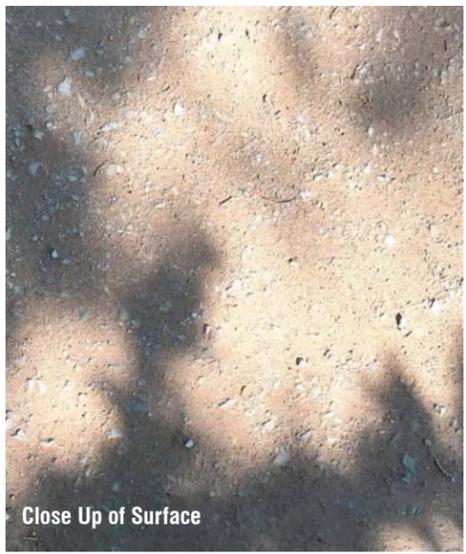
Presidio Coastal Trail



Eagle's Point



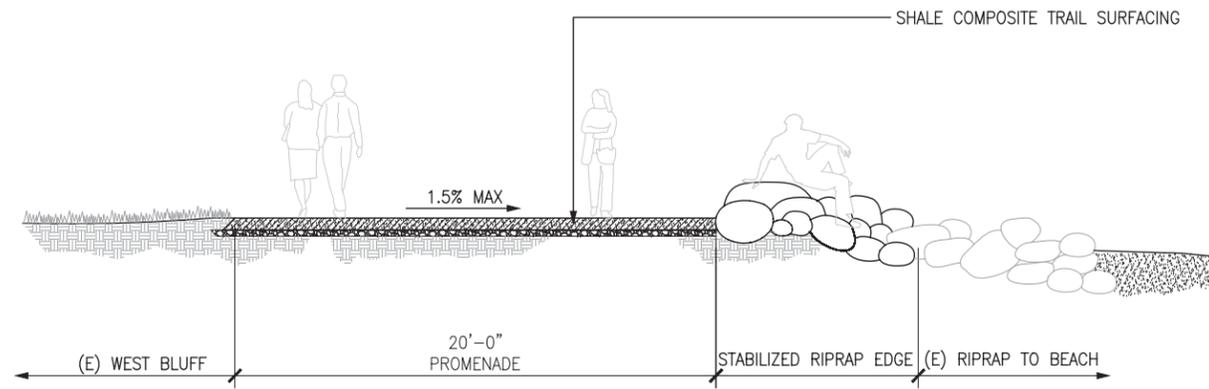
Eagle's Point



Close Up of Surface

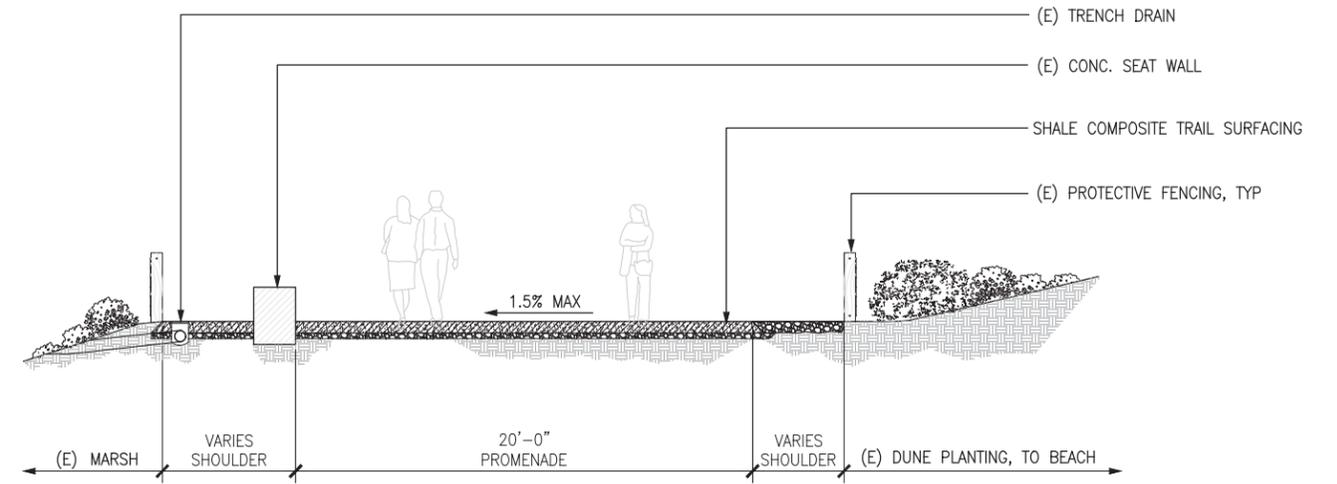
SHALE COMPOSITE TRAIL SURFACING - PROPOSED PROMENADE PAVING





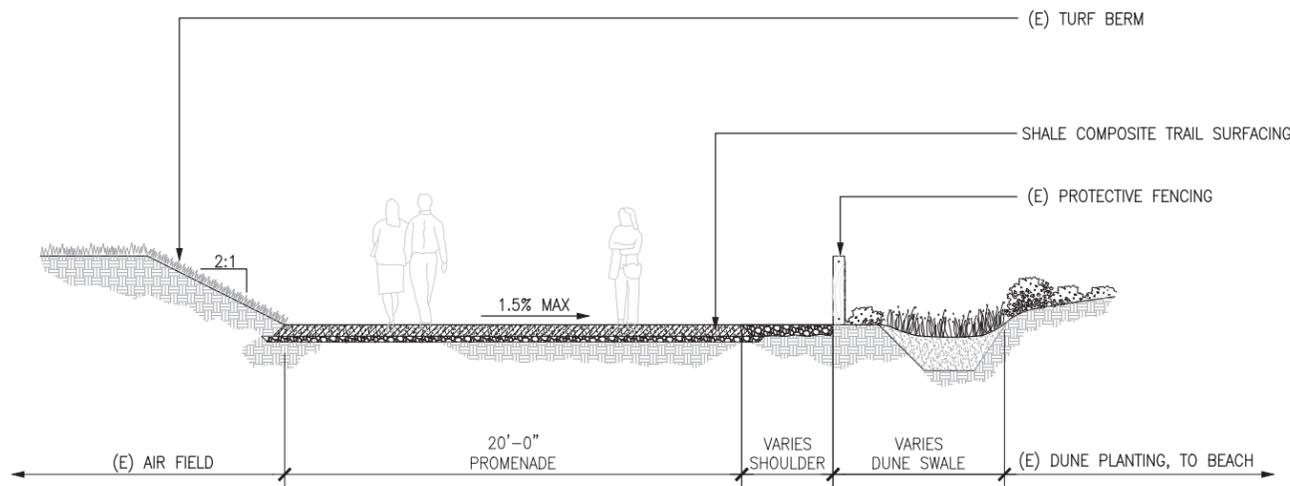
SECTION 6 - Promenade at West Bluff

1/4" = 1'-0"



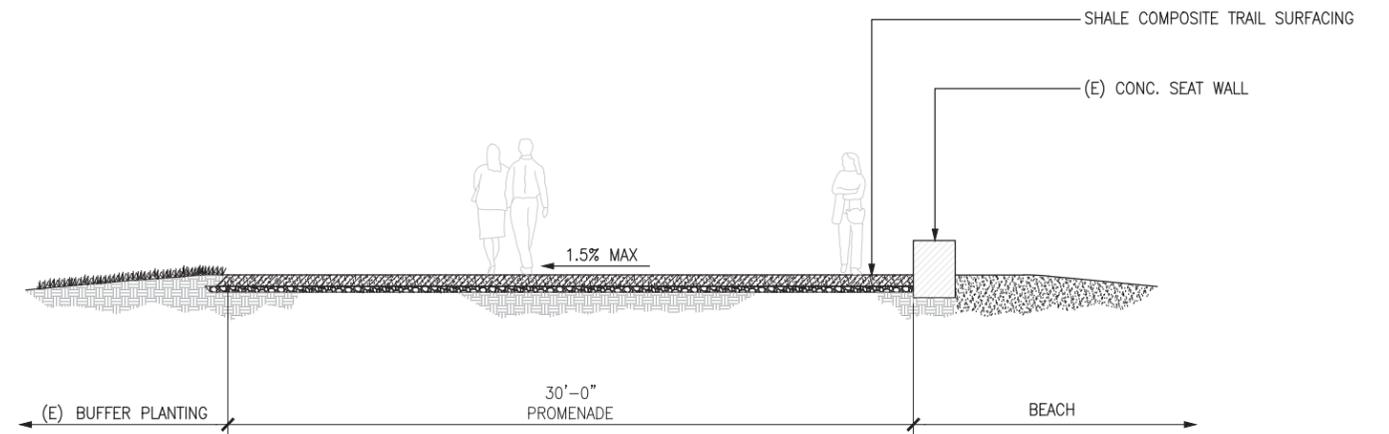
SECTION 3 - Promenade at Marsh

1/4" = 1'-0"



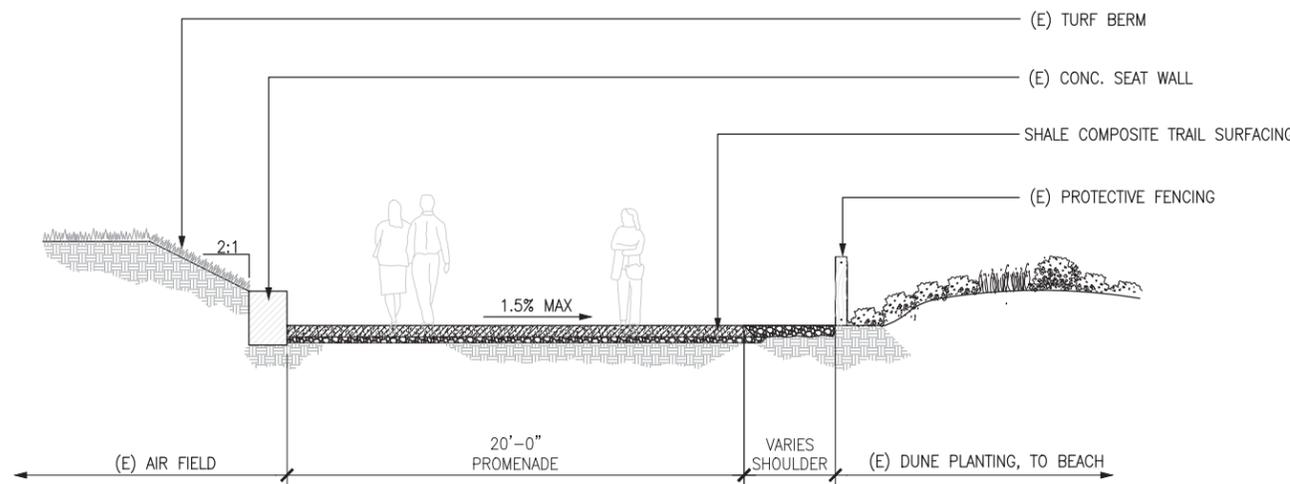
SECTION 5 - Promenade at Airfield

1/4" = 1'-0"



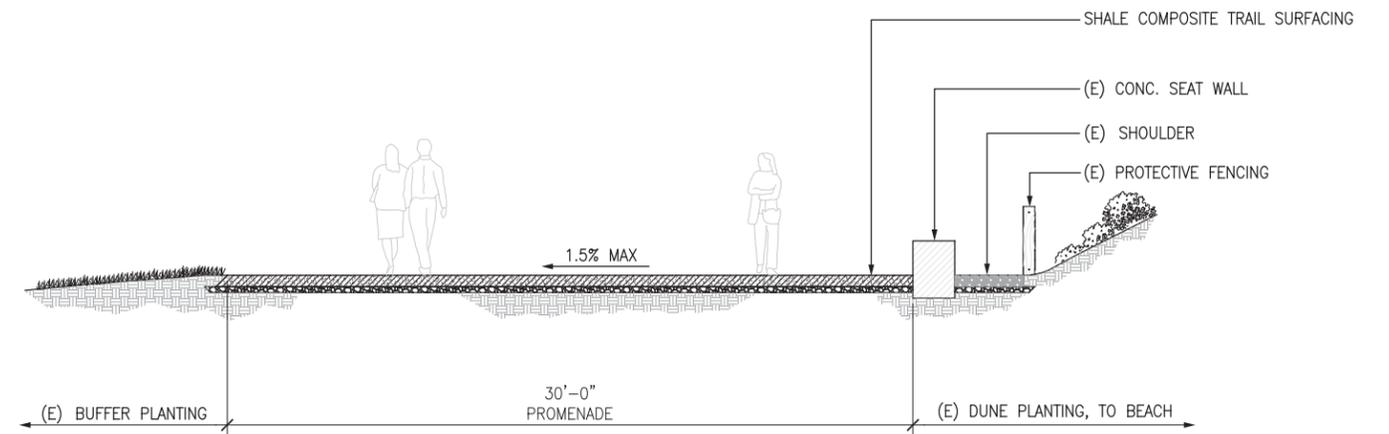
SECTION 2 - Promenade at East Beach

1/4" = 1'-0"



SECTION 4 - Promenade at Airfield Seatwall

1/4" = 1'-0"



SECTION 1 - Promenade at East Beach Dune Planting

1/4" = 1'-0"



0' 20' 40' 80'



KEY MAP



400 Total Existing Parking Spaces
 178 Paved Spaces
 156 Reinforced Turf Spaces
 66 Overflow/Event Turf Spaces (*variable)

Issues

- ① CROWDING ON PROMENADE AT EAST BEACH
 Goal: Increase Width of Promenade at East Beach
- ② DRAINAGE ISSUES ON PROMENADE
 Goal: Regrade and Resurface of Promenade to Minimize Drainage Issues
- ③ PLANTED BUFFER IN DISREPAIR
 Goal: Increase and Program Planted Buffer at Parking Lot
- ④ PRESENCE OF PAVED PARKING WHEN ON PROMENADE
 Goal: Increase and Program Planted Buffer at Paved Parking
- ⑤ PARKING LOT RUNOFF NOT TREATED BEFORE ENTERING DRAINS
 Goal: Install Stormwater BMP's to Treat Parking Lot Runoff
- ⑥ REINFORCED TURF PLANTING FOR PARKING NOT THRIVING
 Goal: Limit Use of Turf Parking to Overflow/Event Parking
- ⑦ INEFFICIENT PARKING LAYOUT AT REINFORCED TURF
 Goal: Efficiently Organize Parking in Paved Lot to Accomodate Regular Weekend Needs
- ⑧ PROTECT EXISTING HABITAT AREA
 Goal: Protect Dune Swale from Paved Parking



Promenade at East Beach



Drainage Issues on Promenade



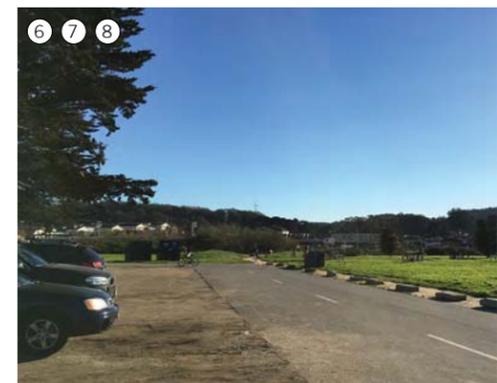
Buffer Planting at Promenade & Parking



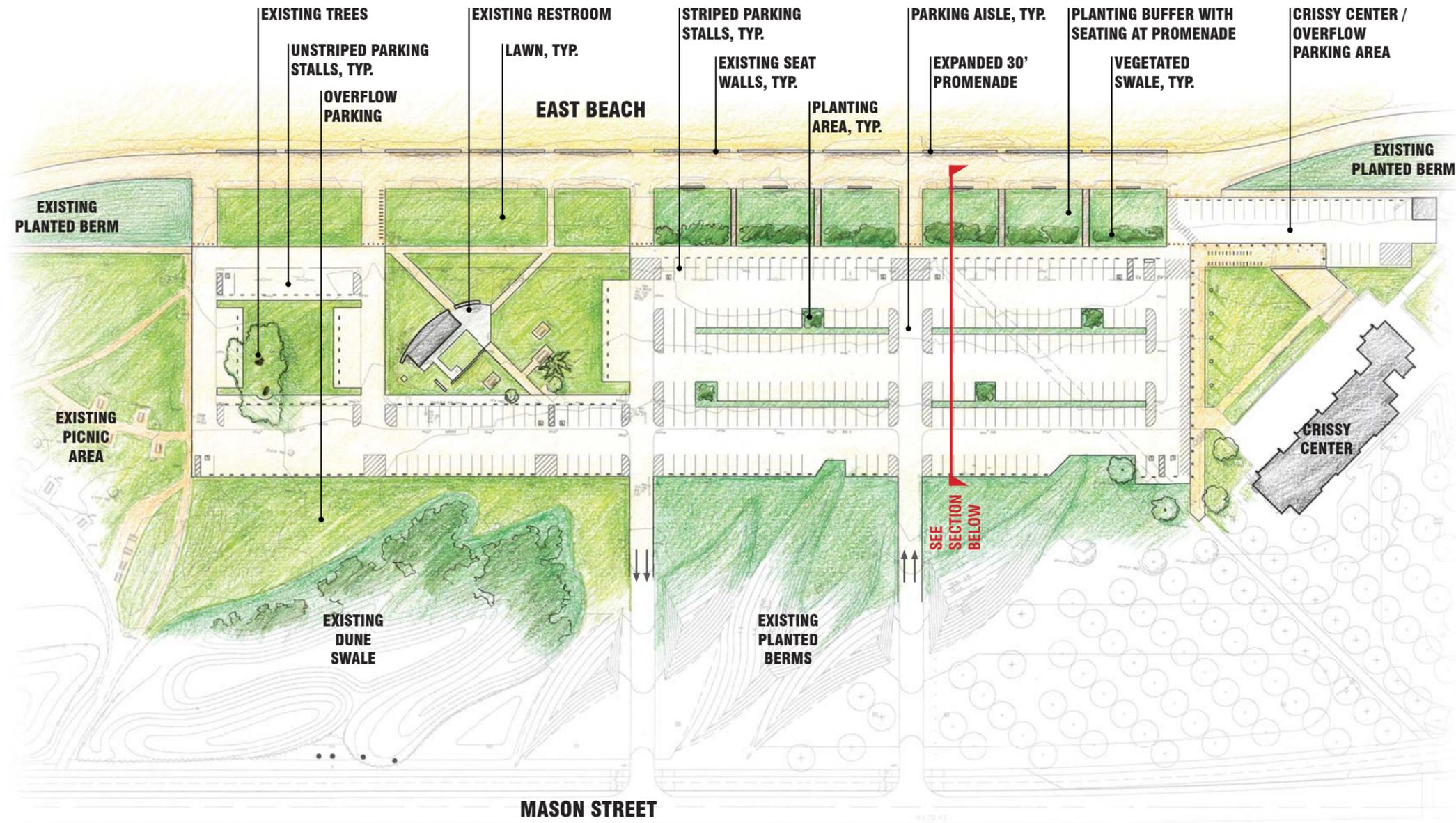
Untreated Stormwater at Parking Lot



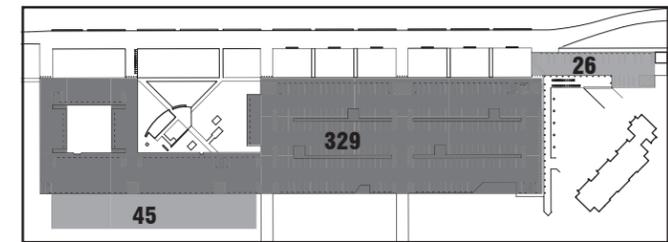
Informal Parking at Reinforced Turf



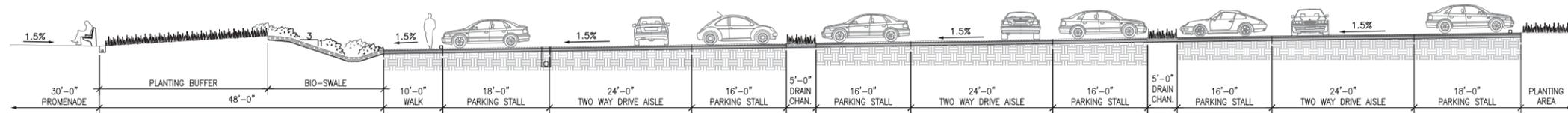
Inefficient Parking at Reinforced Turf



PARKING SUMMARY:



400	Total Parking Spaces
329	Paved Spaces
71	Overflow Spaces



SECTION - East Beach Parking Lot

N.T.S.