

The Alternatives for Alcatraz Island

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NO-ACTION ALTERNATIVE

OVERVIEW

Alcatraz Island is one of the most popular destinations in the park. The only former federal penitentiary open to the public, it attracts more than 1.4 million visitors each year. However, the prison era is only part of its long and fascinating history. Alcatraz Island was a fort during the Civil War, the home of the West Coast's first lighthouse, and the birthplace of the American Indian "Red Power" movement. There is also a natural and scenic side to Alcatraz Island. Plant communities, tide pools, and birdlife are among its features, and a walk on the island promises panoramic views of the city skyline, ships, bridges, and bay waters.

Under the no-action alternative, the island would continue to be managed to preserve historic and natural resources, and provide public access to the variety of settings and experiences where appropriate and safe. The primary visitor experience would be day use, beginning with a ferry ride from San Francisco. The island experience would continue to be centered on the federal penitentiary; however, other periods of the island history and bird life would also be interpreted. Scheduled evening tours of Alcatraz Island would continue to provide visitors with this unique opportunity.

The deterioration of buildings and landscapes (exacerbated by the harsh island environment) and the protection of areas for bird nesting habitat (at least for part of the year) would continue to limit visitor access to much of the island, at least for part of the year. Rehabilitation of historic buildings and landscaped areas would be ongoing and subject to available funding.

The island supports one of the largest concentrations of colonial nesting waterbirds along the Central Coast of California. Many areas of the island would continue to be closed during breeding season to protect the colonies from human disturbance. In areas open to the public, western gulls would be managed under an existing agreement with the U.S. Fish and Wildlife Service in accordance with the Migratory Bird Treaty Act, through the use of bird exclusion measures and other deterrents to protect visitor health and safety. Education and stewardship opportunities would inform visitors about the importance of the island to nesting birds, and what the public can do to help protect them.

Management of Alcatraz Island is currently guided by the 1980 general management plan and the 1993 Alcatraz Island development concept plan, which established zones of year-round and seasonal access and established areas that are closed year-round to visitors. See "Figure 8: 1980 General Management Plan, Park Lands in Marin and San Francisco Counties (No-action Alternative)" for additional information on the current management.

FERRY EMBARKATION

Access to the island would remain at the docks on San Francisco's northern waterfront. The park would continue to provide basic orientation and visitor services at the pier. Ticketing would continue to be through a reservation system, and ferries would operate

daily on a year-round schedule. The length of the ferry trip between the mainland and Alcatraz Island would remain approximately 10–15 minutes.

ARRIVAL AREA (including the Dock, Building 64 (Historic Barracks), and the Sallyport)

The arrival area would continue to provide orientation, restrooms, and other support services for visitors arriving and departing Alcatraz Island. This area includes a mix of structures and landscapes that would continue to support the high volume of visitation. Portions of the first floor of Building 64, the historic barracks, would be adaptively used for administrative purposes and some visitor services, including a small gift shop, exhibits, and a theater. The upper floors have not been rehabilitated and would remain unused. All visitors would continue to pass through the Sallyport, one of the oldest structures on the island.

MAIN PRISON AREA (including the Citadel, Main Cellblock, Hospital Wing, Administration Wing, Recreation Yard, New Industries Building, Post Exchange, and Parade Ground)

The Main Prison Building and several adjacent areas, like the Recreation Yard, have been rehabilitated to represent the federal penitentiary era. They would continue to be managed as part of the central visitor experience. Visitors would have access to most of the building and yard. Several areas, like the Civil War era Citadel (located below the Main Cellblock) and part of the building's hospital wing, would remain closed. Visiting the Main Prison Building would primarily be a self-guiding experience facilitated by an audio tour.

Many adjacent landscape areas would continue to be minimally preserved and inhabited by waterbirds both seasonally and year round, while other areas include the island's restored historic gardens. Before the National Park Service assumed management of the island, the Government Services Administration demolished several residential structures on the Parade Ground. The piles of rubble from these demolished structures would remain and would be used seasonally by waterbirds.

LIGHTHOUSE

The lighthouse would continue to be managed for its historic function as an early aid to navigation in San Francisco Bay. It is currently managed by the U.S. Coast Guard, but is expected to be transferred to the National Park Service. Visitor access would be highly controlled.

NORTH END OF THE ISLAND

These buildings and adjacent yards were once active parts of the prison. They would continue to house the island's diesel generators that currently provide all power to the island's facilities and be used for operations and maintenance functions. The state of preservation would be minimal, and visitors would generally not be permitted in this area.

ISLAND PERIMETER

The perimeter of the island, including the steep cliffs and immediate shore, would continue to be managed to preserve habitat for birds and marine wildlife. Visitor access would be on primary trails that are open year-round, and on seasonal trails such as the Agave Trail. Other areas would be closed year-round for visitor safety and seabird habitat protection.

OFFSHORE BAY ENVIRONMENT

The National Park Service has jurisdiction over the bay environment extending approximately 1,000 feet from the island's shore. This area would not be actively managed, although access to the island would be only through the park's ferry concessionaire.

SUSTAINABILITY

The National Park Service would continue to develop and implement sustainable approaches to meet the island's energy, water, and wastewater needs. Actions that are being considered include replacing diesel generators with renewable (e.g., photovoltaic panels) and grid-tied energy sources. These infrastructure technologies would be interpreted where possible.

COST ESTIMATES

Cost estimates for the no-action alternative are identified in the table below. The costs shown here are not for budgetary purposes; they are only intended to show a relative comparison of costs among the alternatives.

The alternatives describe the maximum potential capital improvements; lesser improvements may be implemented, or built in phases if necessary. The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be

many years in the future. Additionally, some of the future long-term funding needed to implement the various actions called for in the alternatives is anticipated to come from nonfederal partners, consistent with the park's current practices.

Annual Operating Costs

Operating costs and staff numbers for Alcatraz Island are included in Golden Gate National Recreation Area analysis.

One-time Capital Costs

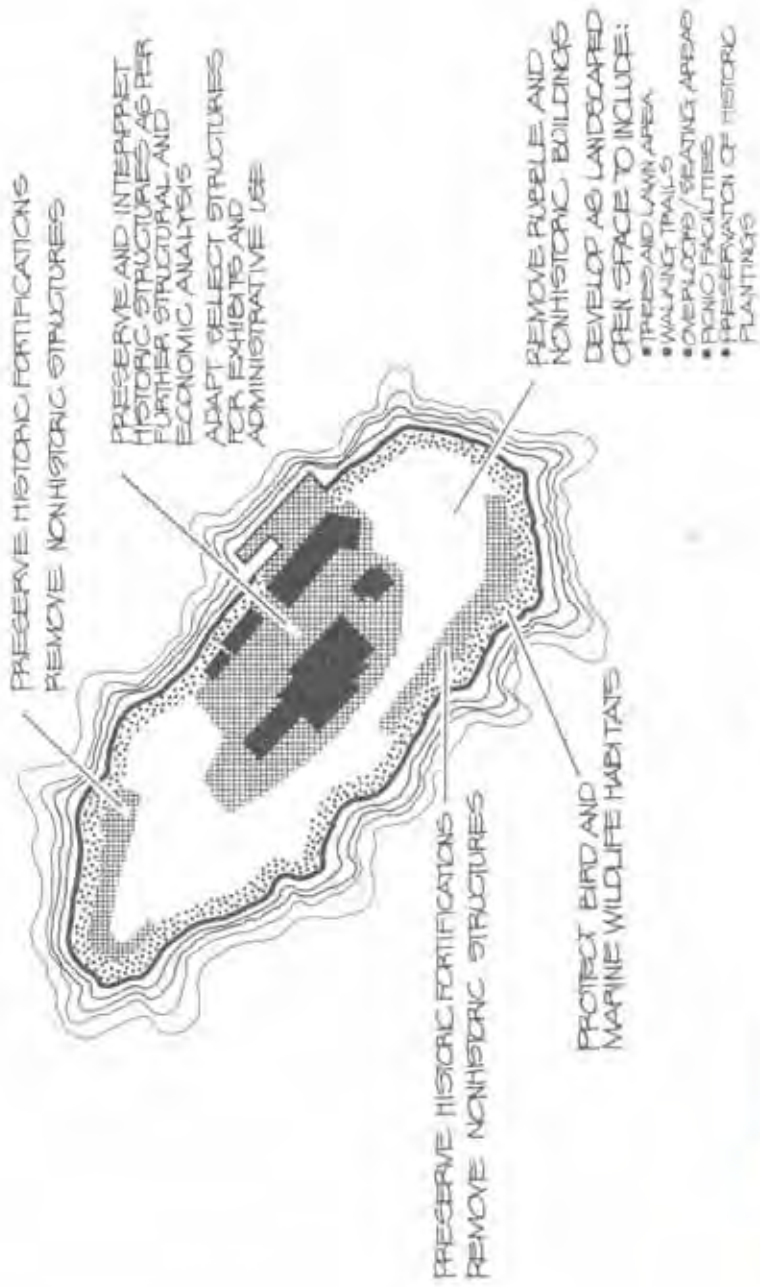
The estimated costs of the no-action alternative reflect the continuation of current management. One-time costs for the no-action alternative are the costs for those projects that are currently approved and funded—any requested but unfunded projects are not considered in this analysis. Therefore, while the action alternatives contain estimates for 20 years of proposed projects, the no-action alternative assumes no new projects would take place except those projects funded in 2009. Projects include electrical upgrades and repair of the Alcatraz Island morgue, and total \$4.3 million.

In the no-action alternative, the current level of facilities would be continued. Improvements to facilities would include deferred maintenance and rehabilitation projects.

Table 4: One-time Costs for the No-action Alternative for Alcatraz Island

SUMMARY OF COSTS FOR THE NO-ACTION ALTERNATIVE	
One-time Capital Costs	
Total	\$ 4,260,000

Operating costs and staff numbers for Alcatraz Island are included in Golden Gate National Recreation Area analysis.



**1980 General Management Plan
Alcatraz Island
No-Action Alternative**

ALCATRAZ

DEVELOPMENT CONCEPT
GOLDEN GATE NATIONAL RECREATION AREA
POINT REYES NATIONAL SEASHORE

ALTERNATIVE 1: CONNECTING PEOPLE WITH THE PARKS

OVERVIEW

Many who visit Alcatraz Island are drawn by the island's notorious prison reputation. Others want to see the crumbling ruins set against the spectacular scenery of San Francisco and the Golden Gate or understand the island's human dimension: the American Indian occupation or the gardens tended by guards and their families.

In this alternative Alcatraz Island would be managed to provide an expanded variety of settings and experiences that will pleasantly surprise visitors attracted by the notoriety of the prison, and connect them to the greater breadth of the island's resources and stories. The park would seek to enrich the scenic, recreational, and educational opportunities in the heart of San Francisco Bay.

Visitors would have access to the majority of the island's historic structures and landscapes to experience the layers of island history and its natural resources and settings. Many of the indoor and outdoor spaces currently inaccessible to visitors would be reopened to expand the range of available activities.

All historic structures would be preserved; most would be rehabilitated and adaptively reused for visitor activities and park operations. Food service, meeting and program space, and overnight accommodations (possibly including a hostel or camp site) would be provided.

Sensitive wildlife areas, like the shoreline, would be protected. Park managers would provide visitors with opportunities to see wildlife and nesting waterbirds and to participate in resource stewardship activities. Gulls would be managed to reduce conflicts in visitor use areas.

FERRY EMBARKATION

The visitor's immersion in Alcatraz Island history would begin at one or more off-island ferry docks that could include the historic Alcatraz dock at Pier 4 in Fort Mason. The primary embarkation site would remain on San Francisco's northern waterfront where visitor services, including education about Alcatraz and orientation to the GGNRA, could be enhanced. Additional ferry connections could be provided to other park sites as part of the facility's role as a portal to the park. Ticketing would continue to be through a reservation system, and ferries would operate daily on a year-round schedule. The length of the ferry trip between the mainland and Alcatraz Island would remain approximately 10–15 minutes.

**ARRIVAL AREA
(including the Dock, Building 64 (Historic Barracks), and the Sallyport)**

Diverse Opportunities Zone

This area would be managed to welcome visitors and provide orientation to the expansive opportunities on the island. Building 64 would be rehabilitated as a multipurpose facility to host an expanded variety of visitor services that could include hospitality (food service and overnight accommodations), interpretation and exhibit space, an audiovisual center, and administrative areas.

**MAIN PRISON AREA
(including the Citadel, Main Cellblock, Hospital Wing, Administration Wing, Recreation Yard, New Industries Building, Post Exchange, and Parade Ground)**

Historic Immersion Zone (Main Prison Building)

The park would manage this area to immerse visitors in the federal penitentiary period. A variety of programming and exhibits would bring prison history alive. Rehabilitation or restoration, where appropriate, would enhance resource integrity.

Evolved Cultural Landscape Zone (Guardhouse, Post Exchange, and gardens)

In this alternative, the park would manage the structures and landscaped areas surrounding the Main Prison Building to protect and interpret the layers of history. The Post Exchange and Warden's House ruins would be stabilized and the Guardhouse would be rehabilitated.

Diverse Opportunities Zone (Hospital Wing of Main Prison Building, Recreation Yard, New Industries Building, and Parade Ground)

These buildings and outdoor spaces would be rehabilitated to provide a range of visitor activities that could include informal gatherings, interpretive programs, and special events. The New Industries Building would be rehabilitated as a multipurpose facility. It would include flexible space that could accommodate interpretation, special events, classrooms and meetings and would include service areas to support these uses. The perimeter trail would use the existing path on the west side of the structure with appropriate separation to protect nesting birds on the cliff below.

The building rubble on the Parade Ground could be removed and bird populations would be managed to accommodate enhanced visitor access in coordination with the management of the Western gulls. This rehabilitation of the parade ground could incorporate measures to support wildlife.

LIGHTHOUSE

Historic Immersion Zone

The lighthouse and surrounding area would be preserved to give visitors opportunities to learn about the maritime history of Alcatraz Island and its strategic location in the bay. Access and interpretation would be enhanced.

NORTH END OF THE ISLAND

Park Operations Zone

The historic structures in this zone, including part of the Model Industries Building, would be rehabilitated and adaptively reused for maintenance, storage, and public safety functions. They could house green, sustainable infrastructure technologies. Where appropriate, visitor access would be provided to showcase the technologies and interpret the island's energy history.

ISLAND PERIMETER

Natural Zone (northeastern and southern perimeter of the island)

This area would be managed to protect natural habitat values while providing opportunities for visitors to walk on trails around more of the island's perimeter, at all times of the year to the extent feasible.

Sensitive Resources Zone (western coastal cliffs and Little Alcatraz Island)

Visitor access along the western coastal cliffs, rocks, and tide pools would be highly managed to protect visitors and natural habitat values. Seasonal closures would protect sensitive seabird habitat.

OFFSHORE BAY ENVIRONMENT

Sensitive Resources Zone (extending 100 feet from the island's western shore)

This area would be managed to protect marine resources. The National Park Service would prohibit boat landing in this area and exclude boat tours from this area.

Scenic Corridor Zone (extending beyond the Sensitive Resources Zone and along the island's eastern shore)

This area on the east side of the island would be managed to accommodate ferry service to the island. Boat tours around the island and some types of water-based recreation could be permitted. The area adjacent to the entry dock would be managed to expand the capacity and range of uses that may occur. This would enable the island to be part of the

San Francisco Bay Water Trail, welcoming nonmotorized boats via permits or reservations.

SUSTAINABILITY

The National Park Service would continue to develop and implement sustainable approaches to meet the island's energy, water, and wastewater needs. Actions that are being considered include replacing diesel generators with renewable (e.g., photovoltaic panels) and grid-tied energy sources. These infrastructure technologies would be interpreted where possible.

COST ESTIMATES

Cost estimates for alternative 1 are identified in the table below. The costs shown here are not for budgetary purposes; they are only intended to show a relative comparison of costs among the alternatives.

The alternatives describe the maximum potential capital improvements; lesser improvements may be implemented, or built in phases if necessary. The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be many years in the future. Additionally, some of the future long-term funding needed to implement the various actions called for in the alternatives is anticipated to come from nonfederal partners, consistent with the park's current practices.

Alternative 1 for Alcatraz Island would provide an expanded variety of settings and experiences, thereby connecting visitors to the greater breadth of the island's resources and stories. Visitors would have access to the majority of the island's historic structures and landscapes, including areas currently closed to the public.

Annual Operating Costs

Operating costs and staff numbers for Alcatraz Island are included in Golden Gate National Recreation Area analysis.

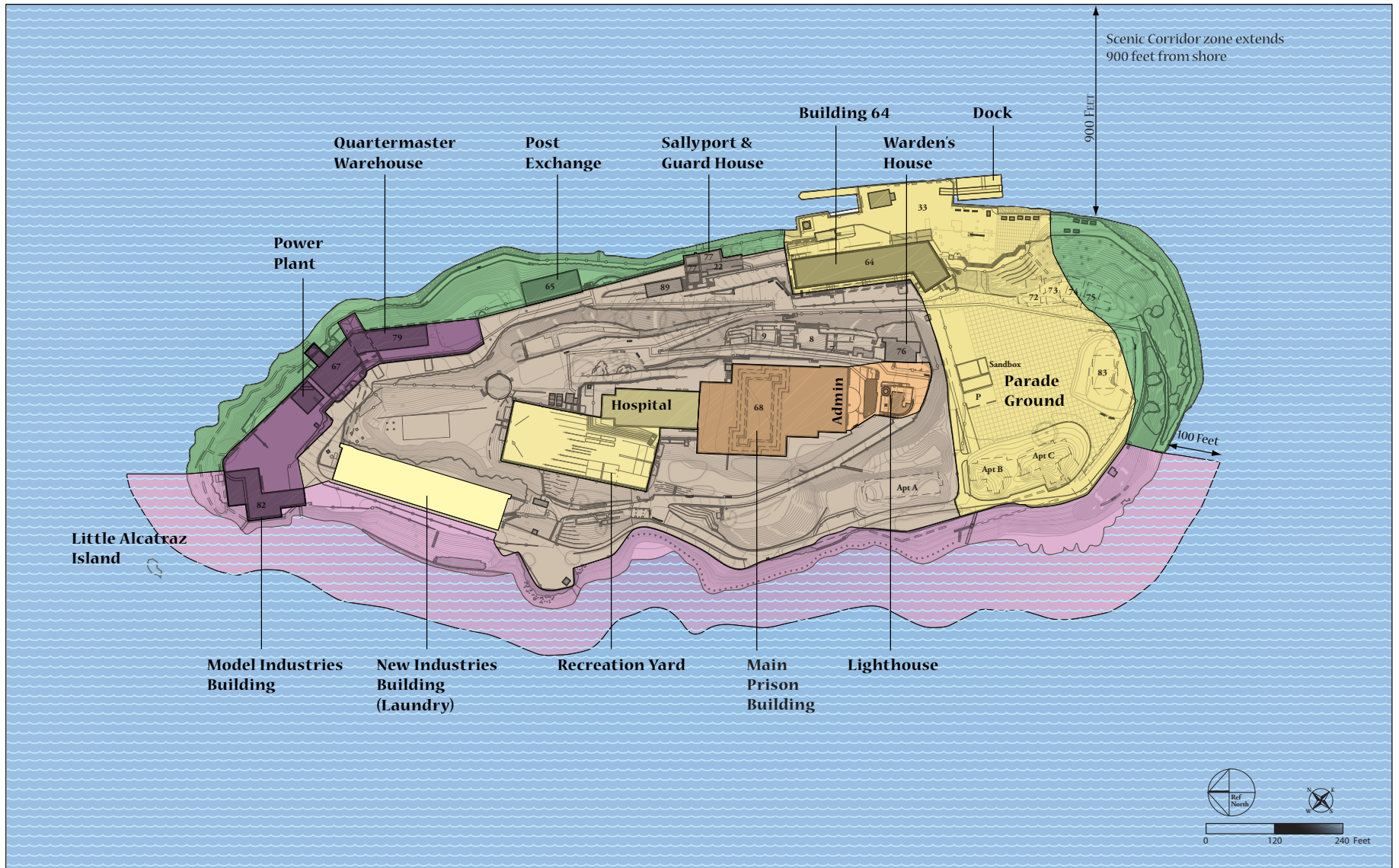
One-time Capital Costs

One-time facility costs of this alternative reflect the extensive rehabilitation required to more fully open buildings and landscapes to the public. All buildings would be preserved, with most rehabilitated and adaptively reused for visitor activities or park operations. Many of the structures on Alcatraz Island are in a deteriorated state and the stabilization costs to ensure the continuation of national landmark status alone is large. Total one-time costs for alternative 1 are estimated at \$61.2 million.

Table 5: One-time Costs for Alternative 1 for Alcatraz Island

SUMMARY OF COSTS FOR ALTERNATIVE 1	
One-time Capital Costs	
HISTORIC PRESERVATION	
Building 64 rehabilitation	\$10,080,000
Guardhouse and gardens rehabilitation	\$4,320,000
Main Prison Building stabilization and rehabilitation	\$19,030,000
Model Industries Building rehabilitation	\$5,730,000
New Industries Building rehabilitation	\$10,970,000
Parade Ground rehabilitation	\$2,360,000
Post Exchange stabilization	\$780,000
Power Plant rehabilitation	\$1,890,000
Quartermaster Warehouse stabilization and rehabilitation	\$5,120,000
Recreation Yard rehabilitation	\$910,000
Total	\$61,190,000

All costs in 2009 dollars



Management Zones

- Diverse Opportunities
- Scenic Corridor
- Natural
- Park Operations
- Historic Immersion
- Sensitive Resources

- NPS Managed
- Marine Resources
- Island Shoreline

Connecting People with the Parks

**Alternative 1
Golden Gate National Recreation Area
Alcatraz Island**

ALTERNATIVE 2: PRESERVING AND ENJOYING COASTAL ECOSYSTEMS

OVERVIEW

Isolation—whether for soldiers, prisoners, birds, or plants—is a recurrent theme in the story of Alcatraz Island. In this alternative, the island’s inhospitable and isolated—yet strategic—location at the entry to the Golden Gate and San Francisco Bay would be highlighted. The island’s past and present significance to colonial nesting birds and its layers of human history—the Civil War fortress, the lighthouse, the prison and penitentiary—all derive from its position in the bay.

The island’s changing natural and built landscape would continue to evolve, further enhancing habitat for nesting birds. Only those buildings and features necessary to maintain the island’s national historic landmark status would be preserved; the natural elements would reclaim other features as part of the wilding of Alcatraz Island.

Visitors would be immersed in opportunities that showcase the island’s isolation, its natural resources, and all the layers of history that can be found at the Main Prison Building. Visitor experiences would include outdoor learning, and natural and cultural resource stewardship programming delivered in partnership with Bay Area nonprofits.

While access would be managed to protect sensitive resources, visitors would be able to more freely explore, discover, and experience nature reclaiming Alcatraz Island, and understand the role the island plays in the broader marine ecosystem (reaching from San Francisco Bay to the Farallon Islands) as a result of its strategic location.

FERRY EMBARKATION

The visitor’s immersion in Alcatraz Island history would begin at one or more off-island ferry docks that could include the historic Alcatraz dock at Pier 4 in Fort Mason. The primary embarkation site would remain on San Francisco’s northern waterfront where visitor services, including education about Alcatraz and orientation to the GGNRA, could be enhanced. Additional ferry connections could be provided to other park sites as part of the facility’s role as a portal to the park. Ticketing would continue to be through a reservation system, and ferries would operate daily on a year-round schedule. The length of the ferry trip between the mainland and Alcatraz Island would remain approximately 10–15 minutes.

ARRIVAL AREA (including the Dock, Building 64 (Historic Barracks), and the Sallyport)

Evolved Cultural Landscape Zone

This area would welcome visitors while protecting the multitude of cultural resources. Building 64 would be adaptively reused to support the science, education, and stewardship programs. It could include space for offices, classrooms, labs, minimal food service, and hostel-like overnight facilities for program participants. Co-locating these functions would promote interactive learning and association among the scientists, teachers, and student participants. Administrative functions would also be housed in this building.

The park would also manage the structures and landscaped areas (such as the Guardhouse and gardens) between the entry dock and the Main Prison Building to protect and interpret the various periods of history.

MAIN PRISON AREA (including the Citadel, Main Cellblock, Hospital Wing, Administration Wing, Recreation Yard, New Industries Building, Post Exchange, and Parade Ground)

Historic Immersion Zone (Main Prison Building, including the Hospital Wing and Recreation Yard)

These historic structures would be managed to provide visitors with access to the wide range of resources in historically accurate conditions, from the military period through the Indian occupation. Rehabilitation or restoration of historic resources would enhance their historic integrity.

Natural Zone (Model Industries Building, New Industries Building, Parade Ground, and western side of island)

The park would manage these structures and adjacent areas to enhance bird habitat and protect sensitive resources. Visitor use would be managed and controlled to support natural resource management goals. The New Industries Building would be stabilized and no efforts would be made to avoid its loss to coastal erosion. Visitor access could be provided for wildlife viewing, research, and education but would be highly controlled. The rubble piles on the Parade Ground would be retained to maintain and enhance seabird habitat. The existing Agave Trail would protect natural habitat while providing seasonal access to the shoreline for visitors. The Model Industries Building would be stabilized to allow expanded habitat for nesting birds. No efforts would be made to avoid the loss of the building to coastal erosion. Visitor access could be provided for wildlife viewing, research, and education but would be highly controlled.

LIGHTHOUSE

Historic Immersion Zone

The lighthouse and surrounding area would be preserved to give visitors opportunities to learn about the maritime history of Alcatraz Island and its strategic location in the bay. Access and interpretation would be enhanced.

NORTH END OF THE ISLAND

Park Operations Zone (Post Exchange, Quartermaster Warehouse, and Power Plant)

The interior spaces of the Post Exchange, Quartermaster Warehouse, and Power Plant would be dedicated park operation activities. The Post Exchange would be stabilized to preserve the exterior of the structure. An interior shell could be constructed within the ruin to support park operational functions if needed. Maintenance activities and visitor access outside and close to these structures would be managed to prevent disruption of sensitive natural resources.

ISLAND PERIMETER

Sensitive Resources Zone (majority of the island perimeter)

The majority of the perimeter of Alcatraz Island would be preserved to protect natural habitat values. Visitor use and access would be highly managed.

OFFSHORE BAY ENVIRONMENT

Sensitive Resources Zone (extending 300 feet from the island's western shore)

This zone extends out 300 feet and would be managed as a marine protected area to preserve coastal resources, including submerged resources, and seabird colonies using the island's cliffs. The area would be closed to boats during seabird breeding season.

Scenic Corridor Zone (extending beyond the Sensitive Resources Zone and along the island's eastern shore)

This area would be managed to accommodate ferry access to the island. Some other types of water-based access could also be permitted. Enforcement of resource protection measures and visitor access regulations would be strengthened. For example, tours near the island would be regulated.

SUSTAINABILITY

The National Park Service would continue to develop and implement sustainable approaches to meet the island's energy, water, and wastewater needs. Actions that are being considered include replacing diesel generators with renewable (e.g., photovoltaic panels) and grid-tied energy sources. These infrastructure technologies would be interpreted where possible.

COST ESTIMATES

Cost estimates for alternative 2 are identified below in the table below. The costs shown here are not for budgetary purposes; they are only intended to show a relative comparison of costs among the alternatives.

The alternatives describe the maximum potential capital improvements; lesser improvements may be implemented, or built in phases if necessary. The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be many years in the future. Additionally, some of the future long-term funding needed to implement the various actions called for in the alternatives is anticipated to come from nonfederal partners, consistent with the park's current practices.

Alternative 2 for Alcatraz Island would highlight the island's isolated location, harsh environment, and strategic location in telling the story of the island. The weather, plants, and wildlife would reclaim much of the island, leaving only the historic landmark structures preserved.

Annual Operating Costs

Operating costs and staff numbers for Alcatraz Island are included in Golden Gate National Recreation Area analysis.

One-time Capital Costs

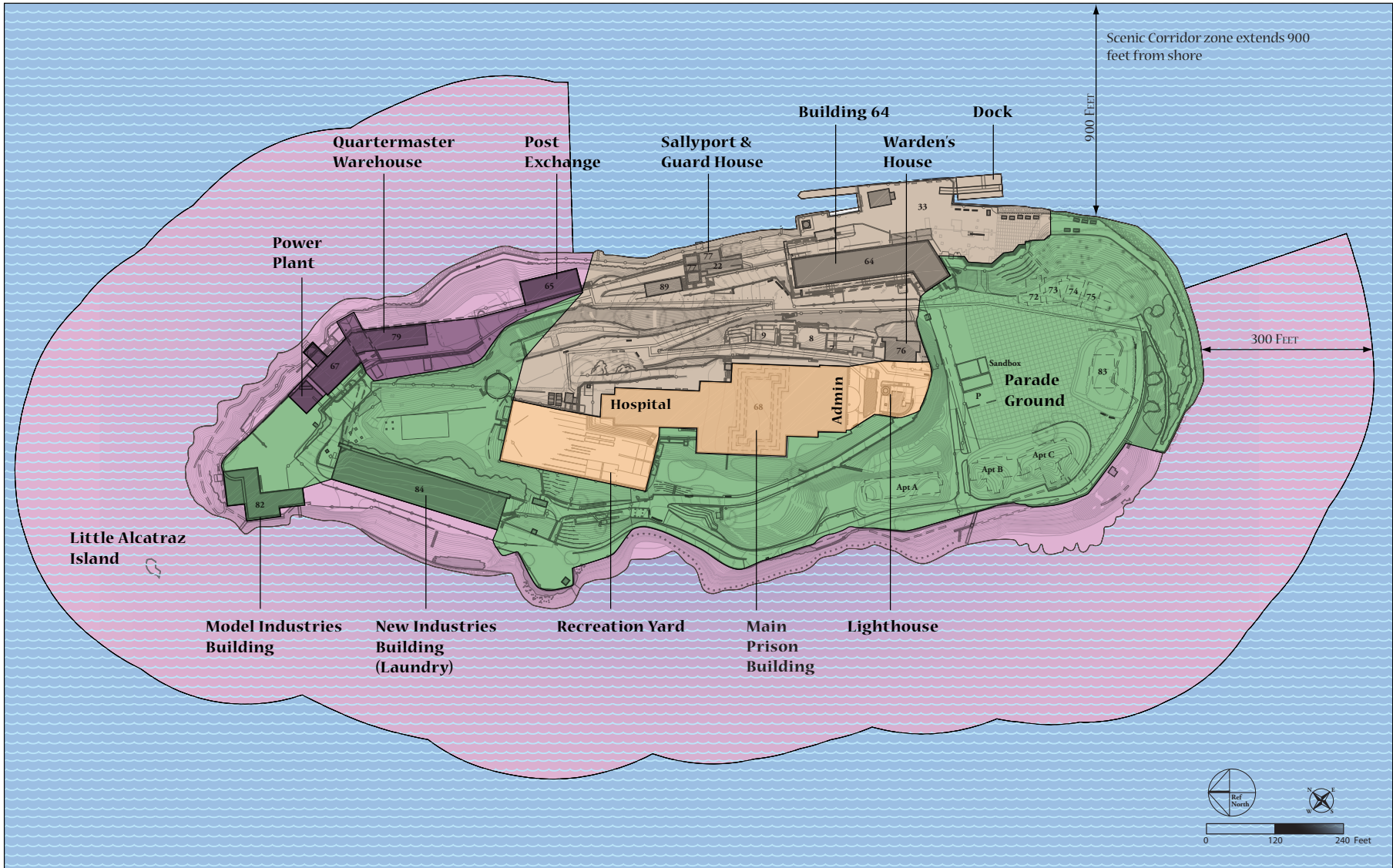
One-time costs reflect the rehabilitation of select buildings for contemporary uses and limited restoration to historic conditions, allowing other buildings and areas to be managed for natural resource objectives or as ruins. Many of the structures on Alcatraz Island are in a deteriorated state and the stabilization costs to ensure the continuation of national landmark status alone is quite large. Total one-time costs for alternative 2 are estimated at \$37.4 million.

Table 6: One-time Costs for Alternative 2 for Alcatraz Island

SUMMARY OF COSTS FOR ALTERNATIVE 2	
One-time Capital Costs	
HISTORIC PRESERVATION	
Building 64 rehabilitation	\$10,080,000
Guardhouse and gardens stabilization	\$120,000
Main Prison Building stabilization and rehabilitation	\$19,030,000
Model Industries Building Habitat Enhancement	\$10,000
Post Exchange stabilization	\$780,000
Power Plant rehabilitation	\$1,890,000
Quartermaster Warehouse Rehabilitation	\$5,120,000
Recreation Yard stabilization	\$410,000
Total	\$37,440,000

All costs in 2009 dollars

PART 4: THE ALTERNATIVES FOR ALCATRAZ ISLAND



Management Zones

- Diverse Opportunities
- Historic Immersion
- NPS Managed
- Scenic Corridor
- Natural
- Sensitive Resources
- Park Operations
- Interpretive Corridor
- Marine Resources
- Evolved Cultural Landscape
- Island Shoreline

Preserving and Enjoying Coastal Ecosystems

**Alternative 2
Golden Gate National Recreation Area
Alcatraz Island**

ALTERNATIVE 3: FOCUSING ON NATIONAL TREASURES THE PREFERRED ALTERNATIVE

OVERVIEW

For more than 150 years, Alcatraz Island has been reworked and altered by human activity. This alternative would immerse visitors extensively in all of Alcatraz Island's historic periods, including the Civil War military fortifications and prison, federal penitentiary, and American Indian occupation. Alcatraz Island's history would be interpreted, first and foremost with tangible and accessible historic resources, including the structures, landscape, archeology, and museum collection. These resources contribute to the island's national historic landmark status and its recognition as an international icon.

Most visits would begin at an enhanced ferry embarkation facility in San Francisco. ON the way to the island, the ferry would pass a line of historic warning buoys. The immersive experience would continue at the island's arrival dock, with greater access to restored portions of Building 64, the historic barracks. Visitors would ascend to the main prison in the summit through a landscape of preserved historic structures and features. While the primary visitor experience would focus on the federal penitentiary, visitors also would be exposed to the other periods of history, literally and programmatically.

This alternative would require extensive stabilization, rehabilitation, and restoration of historic buildings and small-scale landscape features, as well as creative interpretative and educational programs and visitor services. It would create additional opportunities for cultural resource stewardship programs.

Visitors would have opportunities to learn about the natural history of San Francisco Bay. The colonial waterbird habitat that has grown in regional importance would be protected, enhanced, and interpreted. Visitors could also explore the island perimeter, managed to protect sensitive bird populations while providing opportunities to observe them or participate in stewardship activities. The large population of gulls would be managed to reduce conflicts in primary visitor use areas like the Parade Ground.

FERRY EMBARKATION

The visitor's immersion in Alcatraz Island history would begin at one or more off-island ferry docks that could include the historic Alcatraz dock at Pier 4 in Fort Mason. The primary embarkation site would remain on San Francisco's northern waterfront where visitor services, including education about Alcatraz and orientation to the GGNRA, could be enhanced. Additional ferry connections could be provided to other park sites as part of the facility's role as a portal to the park. Ticketing would continue to be through a reservation system, and ferries would operate daily on a year-round schedule. The length of the ferry trip between the mainland and Alcatraz Island would remain approximately 10–15 minutes.

ARRIVAL AREA (including the Dock, Building 64 (Historic Barracks), and the Sallyport)

Historic Immersion Zone

Here, as in alternative 1, the park would welcome, orient, and begin to immerse visitors in the island's prison landscape, creating an atmosphere evocative of its history. Selected areas of Building 64 would be restored to tell the story of its history and use. Period restoration in the building would include the post office, canteen, and a prison-era guard apartment to extend the immersive experience. To better reveal the early military prison period, the guardhouse could be restored by removing the later boathouse addition. Other areas would be rehabilitated for visitor services and administrative functions and could include modest dorm-like overnight accommodations for participants in education, conservation, and stewardship programs. The upper floors would be stabilized to preserve the structure's integrity.

MAIN PRISON AREA (including the Citadel, Main Cellblock, Hospital Wing, Administration Wing, Recreation Yard, New Industries Building, Post Exchange, and Parade Ground)

Historic Immersion Zone

The many historic resources of the Main Prison Building would provide visitors with the opportunity to explore the federal penitentiary's history. Visitors would also have access to the wide range of historic structures and features, in historically accurate conditions that tell stories about the different layers of island history. Park managers would look for opportunities to expose visitors to the tangible resources (including artifacts in the park's museum collection) of the federal penitentiary and military eras.

Treatments ranging from upgrades to exhibits and furnishings to more complete restoration would continue with the goal of increasing access and interpretation of the structure's history.

In this alternative, the park would also manage the adjacent areas, such as the main road, Warden's House, and the Parade Ground, to reinforce the sense of history as visitors move around the island. The Parade Ground would be rehabilitated to support year-round visitor exploration of this area in coordination with adaptive management of Western gulls. The rehabilitation could incorporate measures to support natural systems with preservation of cultural resources.

The Post Exchange would be stabilized while providing visitors with opportunities to explore this historic structure. Additional preservation would be possible with the involvement of partners to make a more complete visitor experience and interpret the building's history.

LIGHTHOUSE

Historic Immersion Zone

The lighthouse and surrounding area would be preserved to give visitors opportunities to learn about the maritime history of Alcatraz Island and its strategic location in the bay. Access and interpretation would be enhanced.

NORTH END OF THE ISLAND

Park Operations Zone

The Quartermaster Warehouse would be rehabilitated and used as an operational center for maintenance, public safety, and a preservation stewardship workshop.

The Power Plant would be stabilized to house green, sustainable infrastructure technologies. Where appropriate, visitor access would be provided to showcase the technologies and interpret the story of energy use on the island. The adjacent yard would support island operational needs. Access to the yard would employ measures to protect nearby seabird habitat.

Although this area is currently identified as the primary park operations area, the National Park Service would continue to evaluate other portions of the island that may be advantageous for operational uses such as administrative space, maintenance, and auxiliary functions.

Evolved Cultural Landscape Zone (including Model Industries Building and New Industries Building)

The Model Industries Building would be stabilized. The building and adjacent cliffs would be closed to general visitation and park operational uses to protect nearby sensitive habitat of nesting waterbirds. Vehicular access through the courtyard to the adjacent Power Plant yard would employ measures to protect habitat, possibly including seasonal closures.

The New Industries Building would be rehabilitated as a multipurpose facility. It would include flexible space that could accommodate interpretation, special events, classrooms, and meetings, and would include restrooms and a service kitchen to support these uses. The perimeter trail would connect through the building and provide bird-viewing opportunities from its interior.

ISLAND PERIMETER

Evolved Cultural Landscape Zone (majority of the island perimeter)

The perimeter of the island, including the coastal cliffs, would be managed to stabilize significant historic resources, protect colonial nesting birds and intertidal habitat, and interpret the island's evolving cultural and natural history. Opening a perimeter trail,

including segments of the historic sentry walk, would provide visitors with enhanced access to much of the island. Sensitive design and seasonal closure of the trail, which could include the Agave Trail, would protect nesting bird habitat.

OFFSHORE BAY ENVIRONMENT

Sensitive Resources Zone (extending 300 feet around most of Alcatraz Island)

This zone extends out 300 feet and would be managed as a marine protected area to preserve coastal resources, including Little Alcatraz island, submerged resources, and seabird colonies using the island's cliffs. The area would be demarcated by warning buoys and closed to boats year-round.

Historic Immersion Zone (extending from the Sensitive Resources Zone out to 900 feet from the island's shore)

The National Park Service would manage this area to accommodate ferry service to the island. Park managers would mark and interpret the historic no-trespass zone that was in place during previous periods. Only approved vessels, like the visitor ferry, would be allowed to approach and use the island's dock.

SUSTAINABILITY

The National Park Service would continue to develop and implement sustainable approaches to meet the island's energy, water, and wastewater needs. Actions that are being considered include replacing diesel generators with renewable (e.g., photovoltaic panels) and grid-tied energy sources. These infrastructure technologies would be interpreted where possible.

COST ESTIMATES

Cost estimates for alternative 3 are identified in table 5. The costs shown here are not for budgetary purposes; they are only intended to show a relative comparison of costs among the alternatives.

The alternatives describe the maximum potential capital improvements; lesser improvements may be implemented, or built in phases if necessary. The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be many years in the future. Additionally, some of the future long-term funding needed to implement the various actions called for in the alternatives is anticipated to come from nonfederal partners, consistent with the park's current practices.

Alternative 3 for Alcatraz Island would require extensive but focused stabilization, rehabilitation, and restoration to effectively immerse the visitor in the history of Alcatraz Island as previously described in the alternative.

Annual Operating Costs

Operating costs and staff numbers for Alcatraz Island are included in the analysis for Golden Gate National Recreation Area.

One-time Capital Costs

Many historic resources are in poor condition and would be stabilized to maintain the integrity of the National Historic Landmark district. Decisions to go beyond stabilization, including rehabilitation of a building or landscape, were based on the benefit to the visitor experience, capital and operating costs, impact on the sustainability of the island, and other factors such as the availability of new interpretive technologies. The estimated one-time capital costs are approximately \$54.4 million.

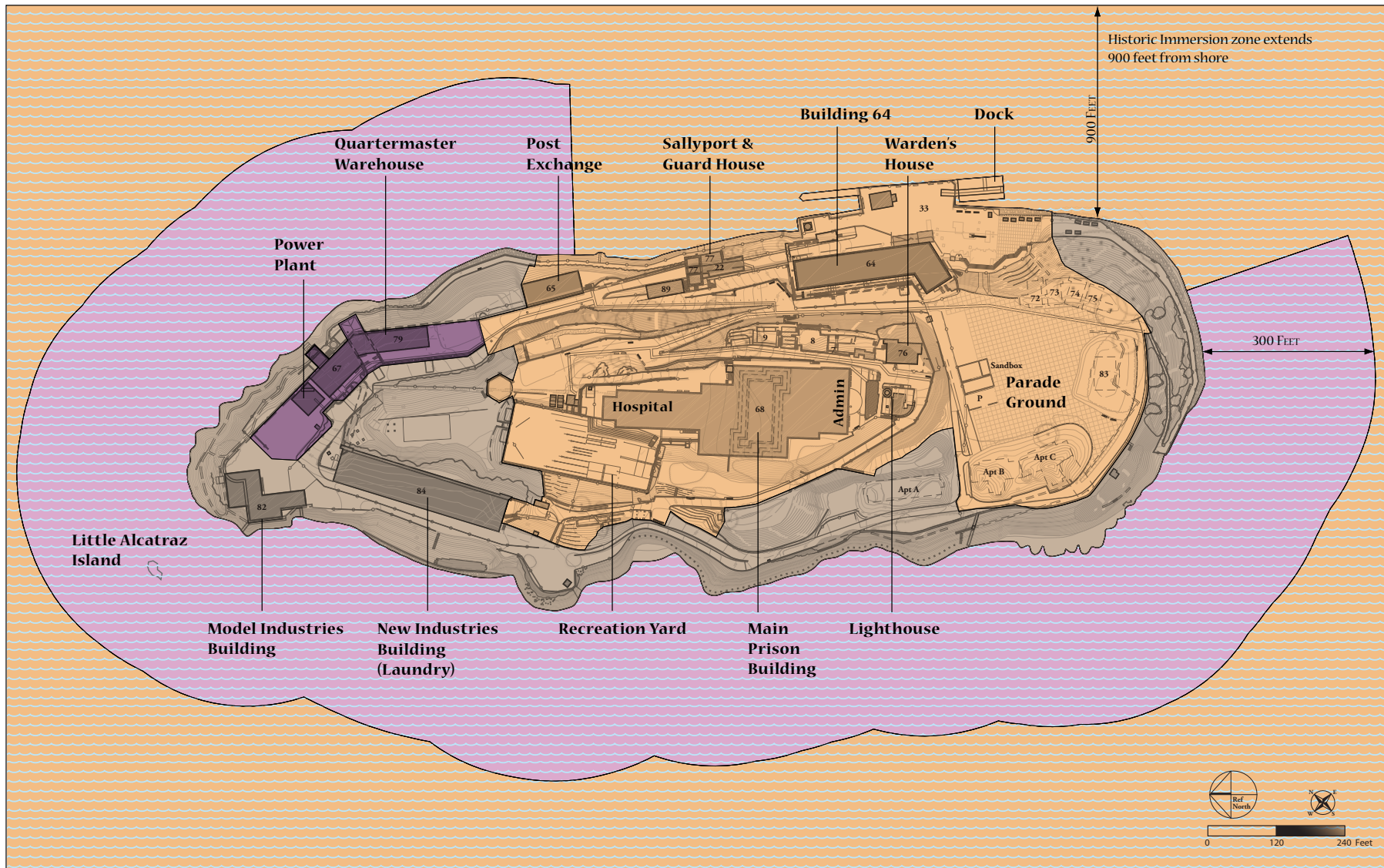
Table 7: One-time Costs for Alternative 3 for Alcatraz Island

SUMMARY OF COSTS FOR ALTERNATIVE 3 (NPS Preferred Alternative)	
One-time Capital Costs	
HISTORIC PRESERVATION	
Building 64 stabilization	\$4,000,000
Building 64 rehabilitation: offices, overnight accommodations, exhibits*	\$6,080,000
Guardhouse stabilization	\$1,970,000
Guardhouse rehabilitation*	\$2,350,000
Main Prison Building stabilization and rehabilitation	\$19,030,000
Model Industries Building stabilization	\$1,100,000
New Industries Building stabilization	\$4,000,000
New Industries Building rehabilitation*	\$5,290,000
Parade Ground rehabilitation*	\$2,360,000
Post Exchange stabilization	\$780,000
Power Plant stabilization	\$1,890,000

SUMMARY OF COSTS FOR ALTERNATIVE 3 (NPS Preferred Alternative)	
One-time Capital Costs	
HISTORIC PRESERVATION	
Quartermaster Warehouse stabilization and rehabilitation	\$5,120,000
Recreation Yard stabilization	\$410,000
Total	\$54,380,000

All costs in 2009 dollars

*These projects are desirable/lower priority, and while important to full implementation of the alternative, may be accomplished with nonfederal funds or in later phases.

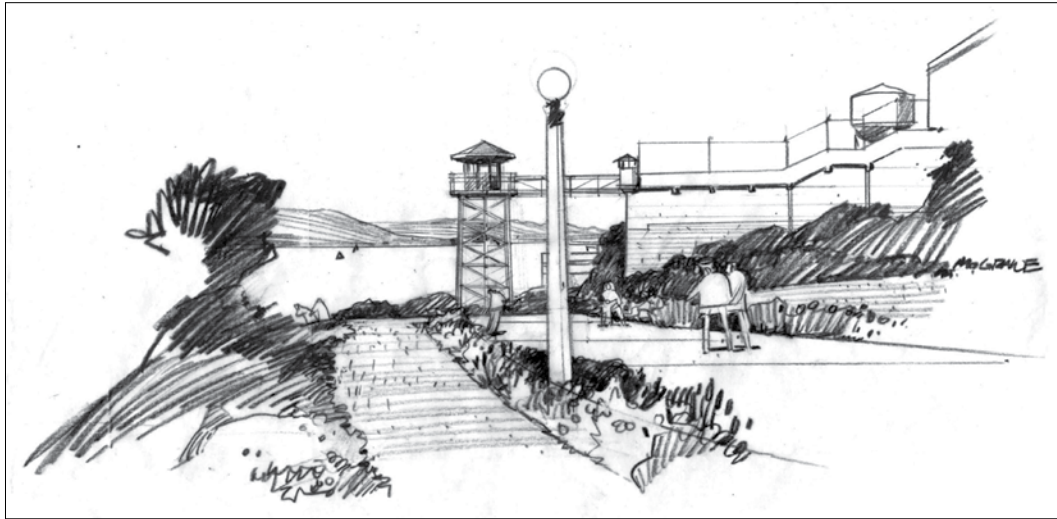


Management Zones

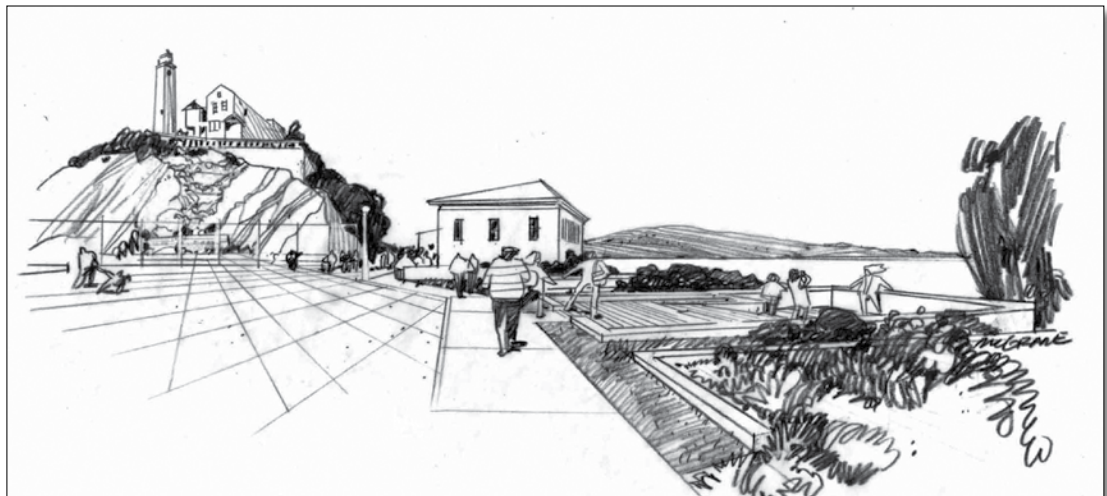
- Diverse Opportunities
- Historic Immersion
- Scenic Corridor
- Natural
- Interpretive Corridor
- Sensitive Resources
- Evolved Cultural Landscape
- Park Operations
- NPS Managed
- Marine Resources
- Island Shoreline

Focusing on National Treasures

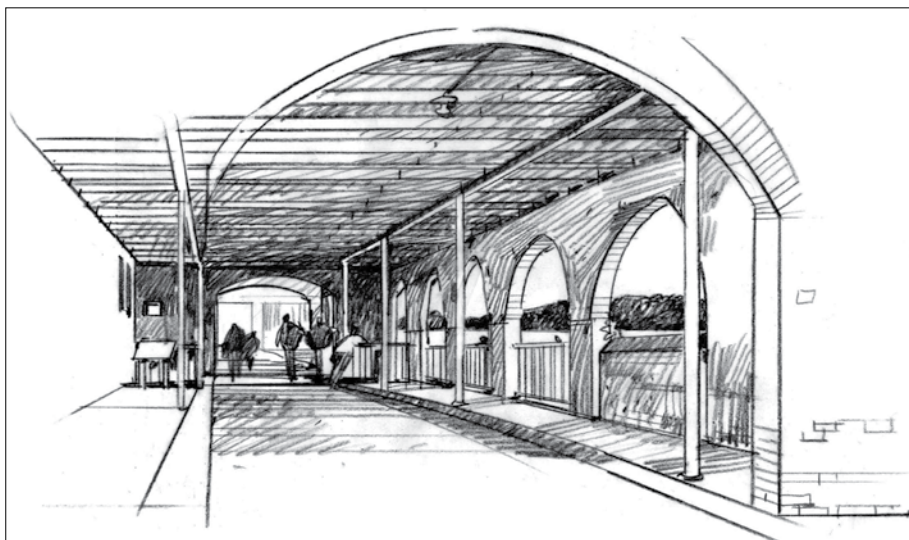
**Alternative 3 - Preferred Alternative
Golden Gate National Recreation Area
Alcatraz Island**



Partial restoration of guard towers and fences, along with maintaining vegetative buffers, could balance historic preservation and waterbird habitat goals on Alcatraz.



Controlling gulls and repairing the foundations of buildings razed after the American Indian occupation could enrich visitor's understanding of Alcatraz's parade ground.



Selectively removing later building additions could help visitor's understand the character and central role of the Guardhouse-Sallyport when Alcatraz was a military prison.

SUMMARY COST ESTIMATES FOR ALCATRAZ ISLAND

The cost figures shown here and throughout the plan are intended only to provide conceptual costs for a general comparison of alternatives. NPS and industry cost estimating guidelines were used to develop the costs (in 2009 dollars), but the estimates should not be used for budgeting purposes. Specific costs will be determined in subsequent, more detailed planning and design exercises, identifying detailed resource protection needs and changing visitor expectations. Actual costs to the National Park Service will vary depending on when actions are implemented, and on contributions by partners and volunteers.

The alternatives describe the maximum potential capital improvements; lesser improvements may be implemented, or built in phases if necessary. The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be many years in the future. Additionally, some of the future long-term funding needed to implement the various actions called for in the alternatives is anticipated to come from nonfederal partners, consistent with the park's current practices.

Table 8: Summary of Costs Associated with the Implementation of the Alternatives for Alcatraz Island

	No-action Alternative	Alternative 1	Alternative 2	Alternative 3 (NPS Preferred)
One-time Capital Costs ¹	\$4,260,000	\$61,190,000	\$37,440,000	\$54,380,000

NOTES:

1 One-time costs for the no-action alternative only include costs associated with projects already approved and fully funded in 2009.

DEFERRED MAINTENANCE

The “Actions Common to All Alternatives” section, earlier in this document, contained a discussion of facilities that could be removed to reduce maintenance funding needs. However, in addition to removing facilities, expending one-time costs on park facilities would reduce the deferred maintenance by bringing the facilities up to a sustainable condition. Deferred maintenance—or work needed to bring park assets into good condition—exceeds \$198.1 million at Golden Gate National Recreation Area, according to the 2009 *Park Asset Management Plan*.

Each alternative contains proposals that would reduce total deferred maintenance. Although the reductions in deferred maintenance are similar in amount for each alternative, the alternatives do not all contain the same proposals for reducing deferred maintenance; each alternative proposes different treatments for structures, including rehabilitation or removal.

Park staff continue to seek out additional measures to reduce deferred maintenance at the park. The *Park Asset Management Plan*, in particular, addresses strategies for reducing deferred maintenance.

Table 9: Reductions in Deferred Maintenance Associated with the Implementation of the Alternatives for Alcatraz Island

	No-action Alternative	Alternative 1	Alternative 2	Alternative 3 (NPS Preferred)
Alcatraz Island	\$0	\$16,130,000	\$16,130,000	\$15,920,000

ENVIRONMENTALLY PREFERABLE ALTERNATIVE FOR ALCATRAZ ISLAND

The environmentally preferable alternative is the alternative that promotes the national environmental policy expressed in the National Environmental Policy Act (Sec. 101(b)). This includes alternatives that

- 1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- 2) ensure for all Americans safe, healthful, productive, and esthetically and culturally pleasing surroundings;
- 3) attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;
- 4) preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice;
- 5) achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities; and
- 6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources" (NPS DO-12 Handbook, Section 2.7D).

The alternatives are very similar with respect to criteria 1, 2, 5, and 6. The park staff continues to work in achieving these factors as a basic course of implementing the legal mandates for Golden Gate National Recreation Area and Muir Woods National Monument. All the alternatives equally meet the attainment for these four criteria; therefore, the evaluation focuses on criteria 3 and 4.

The no-action alternative represents a continuation of current management and was included to provide a baseline against which to compare the effects of the other (action) alternatives. The no-action is the weakest alternative in relationship to criteria 3 and 4. In this alternative, much of Alcatraz Island is not accessible to the public and therefore limits the range of beneficial uses. The primary purpose of preserving Alcatraz Island is to preserve and protect its historic resources. In the no-action alternative, minimal preservation efforts are applied to the island's historic resources. The limited visitor access and programs minimizes the range of beneficial uses.

Alternatives 1 and 2 include actions to significantly improve the current conditions of the historic resources while strengthening the island's natural resources. A variety of natural and cultural resource restoration activities, improved public access to more areas on the island, and enhanced stewardship programs would greatly enhance criteria 3 and 4. Alternative 3 has an even higher standard of historic preservation and visitor programs that improves upon the other alternatives. In addition, alternative 3 is strengthened by incorporating many of the natural resource restoration actions that were identified in alternative 2.

After considering the environmental consequences of the alternatives, including consequences to the human environment, the National Park Service has concluded that the NPS preferred alternative, Alternative 3 for Alcatraz Island, is also the environmentally preferable

alternative. This alternative best realizes the full range of national environmental policy goals as stated in section 101 of the National Environmental Policy Act.

SUMMARY TABLES OF THE ALTERNATIVES FOR ALCATRAZ ISLAND

NOTE: The following table summarizes the alternatives as applied to Alcatraz Island. The potential key impacts of implementing the alternatives for Alcatraz Island are included in Table 15: Summary of Potential Key Impacts of Implementing the Alternatives for Park Lands in Marin, San Francisco, and San Mateo Counties (including Alcatraz Island). The impacts to Alcatraz Island are not separated out from the rest of Golden Gate National Recreation Area.

Table 10: Comparison of the Alternatives for Alcatraz Island

NO ACTION	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3 (PREFERRED)
OVERVIEW			
<ul style="list-style-type: none"> • Management would continue to focus on the federal penitentiary. • Visitors would have limited access to the island's outdoor settings and other historic structures. • Many areas would continue to be protected for nesting birds. 	<ul style="list-style-type: none"> • Expand visitor experience beyond prison focus to include human, natural and historic aspects of Alcatraz Island. • Preserve and rehabilitate more structures to share layers of history. • Protect sensitive natural areas and provide more visitor opportunities to see wildlife. 	<ul style="list-style-type: none"> • Focus on how geographic isolation has impacted the natural and human experience at Alcatraz Island. • Minimally preserve the built environment to maintain national historic landmark status. • Visitor experience would be similar to alternative 1 in the prison, but based on self-discovery throughout the rest of the island. • Emphasize natural habitat for nesting birds. 	<ul style="list-style-type: none"> • Immerse visitors in all historic periods; interpretation would be focused on tangible historic resources. • Stabilize, rehabilitate, and restore historic resources, including the cultural landscape. • Protect colonial waterbird populations.
FERRY EMBARKATION			
<ul style="list-style-type: none"> • Embarkation from San Francisco's northern waterfront would remain as the 	<ul style="list-style-type: none"> • Primary embarkation would remain on San Francisco's northern waterfront; 	<ul style="list-style-type: none"> • Same as alternative 1. 	<ul style="list-style-type: none"> • Same as alternative 1

NO ACTION	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3 (PREFERRED)
only access point.	additional ferry connections could be provided.		
ARRIVAL AREA			
<ul style="list-style-type: none"> Adaptively use Building 64 for administrative purposes and some visitor services; majority of the structure would remain unused. 	<ul style="list-style-type: none"> Building 64 would be rehabilitated and used as a multi-purpose facility with expanded visitor services. 	<ul style="list-style-type: none"> Building 64 would be adaptively used to support science education and stewardship programs, as well as administrative functions. 	<ul style="list-style-type: none"> This area would be used to welcome and immerse visitors into the island's prison landscape. Selected areas of Building 64, including the prison post office, canteen, and guard apartment would be restored to reflect historic uses. Addition to guardhouses would be removed.
MAIN PRISON AREA			
<ul style="list-style-type: none"> The Main Prison Building and several adjacent areas, like the Recreation Yard, represent the federal penitentiary era. They would continue to be managed as part of the central visitor experience. Visitors would have access to most of the building and yard. Several areas, like the Civil War-era Citadel (located 	<ul style="list-style-type: none"> The Main Prison Building and several adjacent areas would be managed to immerse visitors in the federal penitentiary period. A variety of programming and exhibits would bring prison history alive. Rehabilitation or restoration, where appropriate, would enhance resource integrity of the historic structures. In this alternative, 	<ul style="list-style-type: none"> Visitors would have access to Main Prison Building and features in historically accurate conditions that tell the stories of the different layers of island history. The Main Prison Building and several adjacent areas would be managed to provide visitors with access to the wide range of resources in historically accurate conditions, from the military period 	<ul style="list-style-type: none"> The Main Prison Building and several adjacent areas would provide visitors with the opportunity to explore the federal penitentiary's history. Visitors would also have access to the wide range of historic structures and features, in historically accurate conditions that tell stories about the different layers of island history. Park managers would look for opportunities to expose visitors to the tangible

PART 5: THE ALTERNATIVES FOR PARK LANDS IN MARIN, SAN FRANCISCO, AND SAN MATEO COUNTIES

NO ACTION	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3 (PREFERRED)
<p>below the Main Cellblock) and part of the building's hospital wing, would remain closed.</p> <ul style="list-style-type: none"> • Visiting the Main Prison Building would primarily be a self-guiding experience facilitated by an audio tour. • The piles of rubble on the Parade Ground would remain and would be used seasonally by waterbirds. 	<p>the park would manage the structures and landscaped areas surrounding the Main Prison Building to protect and interpret the layers of history.</p> <ul style="list-style-type: none"> • The building rubble on the Parade Ground could be removed and bird populations would be managed to accommodate enhanced visitor access in coordination with management of the Western gulls. Building rubble on the parade ground could be removed; rehabilitation could incorporate measures to support wildlife. 	<p>through the Indian occupation. Rehabilitation or restoration of historic resources would enhance their historic integrity.</p> <ul style="list-style-type: none"> • The park would manage these structures and adjacent areas to enhance bird habitat and protect sensitive resources. Visitor use would be managed and controlled to support natural resource management goals. • The building rubble on the Parade Ground would be retained to maintain and enhance seabird habitat. 	<p>resources (including artifacts in the park's museum collection) of the federal penitentiary and military eras.</p> <ul style="list-style-type: none"> • Treatments ranging from upgrades to exhibits and furnishings to more complete restoration would continue with the goal of increasing access and interpretation of the prison's history. • The Parade Ground would be rehabilitated to portray its historic period and support year-round visitor exploration in coordination with adaptive management of Western gulls. Rehabilitation could incorporate measures to support wildlife.
Lighthouse			
<ul style="list-style-type: none"> • The lighthouse would be managed for historic function with highly controlled visitor access. 	<ul style="list-style-type: none"> • The lighthouse would be preserved. Access and interpretation would be enhanced. 	<ul style="list-style-type: none"> • Same as alternative 1. 	<ul style="list-style-type: none"> • Same as alternative 1.
North End of Island			
<ul style="list-style-type: none"> • Area and buildings would continue to be used for operations and 	<ul style="list-style-type: none"> • Historic structures including the Model Industries Building would be 	<ul style="list-style-type: none"> • The interior of the Post Exchange, Quartermaster Warehouse, and Power Plant would 	<ul style="list-style-type: none"> • The Quartermaster Warehouse would be rehabilitated for park operations and a preservation

NO ACTION	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3 (PREFERRED)
<p>maintenance.</p> <ul style="list-style-type: none"> Visitors are not permitted. 	<p>rehabilitated and adaptively reused for maintenance, storage, and public safety.</p> <ul style="list-style-type: none"> Some visitor access would be provided to showcase infrastructure technologies. The New Industries Building would be rehabilitated as a multipurpose facility (both floors) 	<p>be used for park operations.</p> <ul style="list-style-type: none"> The Model Industries Building would be stabilized to provide additional nesting bird habitat. Visitor access would be highly controlled. No effort would be made to avoid loss of buildings in this area due to coastal erosion. 	<p>stewardship workshop; the Power Plant would be stabilized to house green, sustainable infrastructure with possible visitor access and interpretation.</p> <ul style="list-style-type: none"> The Model Industries Building would be stabilized to protect sensitive natural resources. The New Industries Building would be rehabilitated as a multipurpose facility (on the second floor).
Island Perimeter			
<ul style="list-style-type: none"> This area would continue to be managed for bird and wildlife habitat. Year-round and seasonal trails would remain; other areas would be closed for visitor safety and sea bird protection. 	<ul style="list-style-type: none"> This area would be managed for natural habitat. Trails would provide year-round visitor access. Visitor access to western coastal cliffs and tide pools would be highly managed. Seasonal closures would protect sea bird habitat. 	<ul style="list-style-type: none"> The perimeter would be preserved to protect natural resources. Visitor use and access would be highly managed. 	<ul style="list-style-type: none"> The perimeter and coastal cliffs would be managed to stabilize historic resources and protect natural resources. Visitor access would be provided to much of the island perimeter; there could be seasonal closures.
Offshore Bay Environment			
<ul style="list-style-type: none"> NPS jurisdiction extends 900 feet from shore; no active management of this area; access would 	<ul style="list-style-type: none"> The western shore and the area extending 100 feet beyond it would be managed to 	<ul style="list-style-type: none"> The western shore and the area extending 300 feet beyond it would be managed to protect coastal resources 	<ul style="list-style-type: none"> The western shore and the area extending 300 feet beyond it would be managed to protect coastal resources

PART 5: THE ALTERNATIVES FOR PARK LANDS IN MARIN, SAN FRANCISCO, AND SAN MATEO COUNTIES

NO ACTION	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3 (PREFERRED)
<p>continue to be limited to the ferry.</p>	<p>protect marine resources. Boat landings and boat tours would be prohibited.</p> <ul style="list-style-type: none"> The eastern shore and the area beyond 300 feet from the western shore would be managed to accommodate ferry service and permit non-motorized boat tours. 	<p>and nesting seabird colonies on the cliffs. The area would be closed to boats during breeding season.</p> <ul style="list-style-type: none"> The eastern shore and the area beyond 300 feet from the western shore would be managed to accommodate ferry access. Enforcement of resource protection measures would be strengthened. 	<p>and nesting seabird colonies on cliffs. The area would be closed to boats during breeding season.</p> <ul style="list-style-type: none"> The area extending out to 900 feet from the island's shore would be managed as a historic zone and would accommodate ferry service. The historic no-trespass zone would be marked and interpreted.

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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