



## Categorical Exclusion Approval and Decision to Implement

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

**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 Categorically Excluded (CE) from further NEPA analysis in accordance with NPS Director's Order #12 (D0-12), Sections 3.3:

C.9 Repair, resurfacing, striping, installation of traffic control devices, repair/replacement of guardrails, etc., on existing roads.

C.11 Minor trail relocation, development of compatible trail networks on logging roads or other established routes, and trail maintenance and repair.

Additional supporting information for this determination is in the following attachments and decision file:

- Attachment A: Resurface Crissy Field Promenade and Repair East Beach Parking Area (Project Information; Background; Purpose, Need, and Objectives; Development of Proposal; Actions to be Implemented; Options Previously Under Consideration; Land Management Plan; Impact Assessment; NHPA Section 106 Compliance; Summary of Public Comment; Decision/Implementation Process)
- Attachment B: Pre-Proposal Public Scoping Summary
- Attachment C: Public Comment Summary and Response to Comments
- Attachment D: Design Documents
- Attachment E: Letter of NHPA Section 106 Compliance Completion and Assessment of Actions Having an Effect on Historic Properties

**Final Agency Decision:** The Final Agency Action is described in Attachment A (Section E. Actions to be Implemented).

**CE Approval and Decision to Implement:** On the basis of my review of the environmental impact analysis, public comment, and all information in this decision file, I find that the action fits within the categorical exclusions above. Therefore, I am categorically excluding the described project from further NEPA analysis. No extraordinary circumstances in Section 3.5 of Director's Order 12 apply. I approve this action to be implemented.

Christine Lehnertz, General Superintendent  
Golden Gate National Recreation Area

May 26, 2016  
Date

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National Park Service  
U.S. Department of the Interior

Golden Gate National Recreation Area  
Date: 5/26/2016

## ATTACHMENT A

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### **Resurface Crissy Field Promenade and Repair East Beach Parking Area**

**(Project Information; Background; Purpose, Need, and Objectives;  
Development of Proposal; Actions to be Implemented; Options  
Previously Under Consideration; Land Management Plan; Impact  
Assessment; NHPA Section 106 Compliance; Summary of Public  
Comment; Decision/Implementation Process)**

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ATTACHMENT A

Resurface Crissy Field Promenade and  
Repair 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 Repair 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 minor repairs at 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 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 and parking areas, has been a very popular 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. 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 seal and restripe the existing paved area, rehabilitate the planting areas at the northern edge of the parking area, and improve pedestrian pathways around the restroom. There will be no changes to the number or configuration of parking spaces.

## **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 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. Parking is often full on busy weekends and lacks clear pedestrian walkways through the parking area. 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, the original

decomposed granite material is in disrepair. The promenade no longer drains well and puddles remain for several days after storm events.

*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.

*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.

*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. Near the northwestern end of the promenade, the existing rip rap that lines the outer edge of the promenade will be replaced with larger stones. The changes in the drainage, trail material, and edging will improve the lifespan of the promenade. The proposed material should last another 10-15 years, which is an appropriate lifespan given the future uses of the promenade.

**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
- Enhance the rip rap edge between the NOAA campus and the Warming Hut
- Better define the pedestrian pathways at the northern end of the promenade

**Parking Area Improvements**

- Accommodate parking for 400 cars, which remains the same as the current parking count and the current condition
- Rehabilitate the existing planted areas between the promenade and East Beach parking to separate the promenade from vehicles
- Improve pedestrian pathways around the restroom
- Upgrade picnic facilities at restroom to meet accessible standards
- 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.)

Project managers brought this project to the internal park disciplinary team at project review. This included one meeting for internal scoping and a second for internal approval. All recommendations and conditions assigned have been met prior to final superintendent signature.

## **E. ACTIONS TO BE IMPLEMENTED**

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. Following the two week public comment period, comments were read, analyzed, and the project scope has been modified in response to public input and refined cost estimates. The new proposed action encompasses the most needed actions consistent with deferred maintenance standards and meets the project budget.

The staging plan provides the contractor with the possible location for staging areas as well as information on truck routes. This staging plan was shared with park maintenance and the special events group. As staging locations and project phasing is refined, the project team will share updates with park staff as well as 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. A stabilizing product will be used in the compacted shale, which will hold the material together better than without an additive. Wayfinding signage along the promenade will be replaced with updated signs that meet current park design standards. 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 drainage features will be installed along the promenade at the airfield.

The pathways surrounding the Warming Hut do not drain well and the ramp that leads into the building is in need of replacement. NPS proposes to replace the pathways with the same material as proposed along the promenade. In order to achieve accessible grades around the Warming Hut, NPS proposes to re-grade the entrance and to add a concrete band around the building and into the entrance. This will create an accessible route from the ADA parking spaces into the building.

This change will require an adjustment to the promenade elevation and the addition of a low curb along the existing sea wall.

Rip rap currently lines the eastern edge of the promenade south of the Warming Hut. NPS proposes to make enhancements to this existing rip rap edge in order to extend the lifespan of the promenade. Smaller stones will be replaced with larger stones to support the promenade edge and strengthen the promenade during wave run up events.

## **2. Repairs 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. The East Beach Parking Area would maintain the existing entry and exit drive aisles.

NPS proposes to make minor repairs at the East Beach Parking Area in order to increase the lifespan of the paved asphalt areas. The layout of the paved parking area and informal turf areas will not change as part of this proposed project. Pedestrian walkways and connections across the parking area will be defined with striping and the asphalt areas will be re-sealed and re-striped. A new pedestrian walkway between the planting areas and the northern edge of the parking area will delineate the pedestrian route to the promenade. New stop signs will be installed at the entry and exit drive intersections to improve safety. Pathways that connect the parking area to the restroom will be paved to comply with accessibility standards. Upgrades will be made to the existing picnic tables and grills.

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 improve the existing planted areas by removing the existing sand, re-planting with a durable plant material, and improving irrigation. These planting areas will continue to serve as a separation between the parking area and the promenade.

## **F. OPTIONS PREVIOUSLY UNDER CONSIDERATION**

Based on public comments and updated cost estimates, the scope has been refined to encompass the most needed actions consistent with deferred maintenance standards and meets the project budget. See Section J “Summary of Public Comment” and Attachment C “Public Review and Comment” for more information about public feedback on the project proposal and associated NPS responses. Some of these elements that are no longer part of this proposed project include widening sections of the promenade to 30’ wide, shifting the parking area away from the beach edge, enhancing planting areas, and expanding the paved parking area. The elements which have been removed from the scope of this deferred maintenance project may be addressed at a later date and will incorporate an extensive public outreach process. These actions would be subject to applicable environmental and public review at that time.

## **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 spaces	178 spaces, re-stripped
Unpaved Parking	222 turf/dirt spaces	No change
Total parking spaces	400 spaces	No change
Planted area between the promenade and East Beach parking	14'-16' wide	9' wide, replanted, improved irrigation
Pedestrian pathways, East Beach restroom	Decomposed granite	Concrete
Promenade material	Decomposed granite	Compacted shale with a stabilizer
Promenade width	20' wide	No change

### 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:

<b>Air - Air Quality</b> <i>Air Quality</i>	<b>Issue:</b> 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. <b>Impact:</b> Non-Significant Short term construction impact
<b>Biological - Vegetation</b> <i>Nonnative or exotic species</i>	<b>Issue:</b> Plant palette will include native plants that will not be invasive or have the potential to hybridize with existing native plants. <b>Impact:</b> Non-Significant
<b>Geological - Geologic Processes</b> <i>Shoreline</i>	<b>Issue:</b> The promenade runs near the shoreline at the northern edge of the project. The existing rip rap along the outside edge of the promenade, south of the Warming Hut, will be replaced with larger stones. <b>Impact:</b> Non-Significant – replacement of rip rap
<b>Other - Human Health and Safety</b> <i>Safety</i>	<b>Issue:</b> A new pedestrian walkway along the northern edge of the parking area will provide a clear pedestrian walkway for visitors separate from the parking area. New striping patterns crossing the parking aisle will delineate pedestrian walkways. <b>Impact:</b> Non-Significant Improvements to public safety
<b>Visitor Use and Experience - Recreation Resources</b> <i>Visitor Experience</i>	<b>Issue:</b> The improvements to the parking area and promenade are intended to improve visitor experience. <b>Impact:</b> Non-Significant
<b>Water - Water Quality or Quantity</b> <i>Water Quality and Quantity</i>	<b>Issue:</b> Runoff from promenade will be directed toward existing drain lines, new drain pipes, and to vegetated swales. <b>Impact:</b> Non-Significant
<b>Sea Level Rise – Climate Change</b>	<b>Issue:</b> 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 <b>Impact:</b> Non-Significant

## B. Park Specific Environmental Screening Questions

Question	Answer	Notes
1. Adversely affect historic fabric, vegetation, terrain or setting?	No	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 environment?	No	The East Beach Parking Area is an existing parking lot.
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 with delineated pedestrian walkways in the parking area. 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	Runoff from promenade will be directed toward existing drain lines, drain pipes, 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 pollution 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 beneficially impact visitors by improving 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 and location as the existing parking.
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 as the parking layout remains the same. Safety conditions in the parking lot will be improved with the addition of stop signs and delineated pedestrian 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 will not change. The color of the promenade material will be slightly darker than the existing material. This will not likely have a negative impact on the visual condition.
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 has met 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 signage along the promenade may be replaced as part of the promenade replacement.

#### 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 include repairs to the existing paved area while retaining the same number of total parking spaces. Visitor access and activities will remain unchanged with the implementation of the project. Pedestrian circulation would become easier with additional defined pedestrian walkways along the northern edge of the parking area, through the parking lot, and around the restroom at East Beach. Visitor experience would be enhanced from improved conditions at the parking area and improved circulation.

#### *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: The project will seal and restripe the existing paved asphalt areas including the entry and exit drives and the existing parking area with designated parking spaces. No changes will be made to the width or location of the entry and exit drive. Informal dirt and lawn parking areas will remain unchanged as part of this project. Implementing the proposed action would have no change on the location or quantity of parking spaces.

### *Permeable vs non-permeable surface area*

There will be very little change to the total area of permeable vs non-permeable surface area. The existing promenade will be replaced with a similar material with minor adjustments near the Warming Hut. The East Beach parking footprint will not change. The following table shows the changes in permeable surfaces pre and post construction.

Location/construction	Impermeable	Permeable
East Beach Pre-construction	134,204 sq ft	89,765 sq ft
East Beach Post construction	139,363	84,606
Promenade Pre-construction	111,972	24,087
Promenade Post-construction	111,972	24,087
West Bluff Pre-construction	15,499	15,010
West Bluff Post construction	15,537	14,970

As the project area is greater than one acre, the park will prepare and implement a Stormwater Pollution Prevention Plan (SWPPP).

### *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 is 20 feet wide with a shoulder that varies between one and ten 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: 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 across the parking lot, establishing a walkway along the northern edge of the parking area between the vehicles and the existing planting areas, and improving walkways around the restroom 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. Additional drainage features near the airfield will improve drainage patterns.

### *Park Operations and Sustainability*

Existing Conditions: The promenade requires regular maintenance to address poor drainage and uneven surface conditions.

Conditions with Project: While sea level rise (SLR) 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. 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 be more resilient than the existing promenade surface. Enhancements to the rip rap edge, corrections to the drainage patterns, and additional drainage devices near the airfield will all serve to improve the lifespan of the promenade surface.

### *Vegetation*

Existing Conditions: The existing vegetated area between the promenade and the parking area no longer supports the original native dune planting. These 14-16 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. 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.

Conditions with Project: Under the proposal, the planting areas will be narrowed to nine feet wide. Plant selection for the buffer area will include native plants or species that could not be invasive or hybridize with natives. The planting areas will remain in the same location. Sand that has accumulated over time will be removed. Native species will be planted and a low temporary fence will be installed. 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.

### **5) Cumulative Effects**

The Presidio Trust, who operates and maintains the utilities infrastructure in Area A of the Presidio is planning repair work (approximately Fall 2017) to the outfall structure (Outfall L2) in the same area where rip rap enhancement is being planned as part of this project. The full scope of work for the outfall project has not been completed. This Presidio Trust project will undergo separate environmental compliance for the outfall repair work. Prior to NPS beginning construction on the Promenade, NPS will coordinate with the Presidio Trust to identify whether there are any efficiencies or disturbance minimization measures that can be done by coordinating work efforts in this area.

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

The GGNRA Cultural Assessment Team has reviewed the project and completed its certification for compliance under Section 106 of the National Historic Preservation Act through the Park Programmatic Agreement as having No Adverse Effects to Historic Properties. It has been determined that there will be No Adverse Effect on historical, cultural, or archeological resources, provided all stipulations identified in Attachment E are met. The Resurface Crissy Field Promenade and Repair East Beach Parking Area project is therefore cleared for all NHPA compliance requirements as presented herein.

See Attachment E: "Letter of NHPA Section 106 Compliance Completion and Assessment of Actions Having an Effect on Historic Properties" for full NHPA Section 106 compliance documentation.

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

The Crissy Field Repair project was released for a 14-day comment period on April 8, 2016 and closed on April 22, 2016. Within that time period, the NPS received over 100 total correspondences from the public.

Comments were reviewed and analyzed for substantive content. See Attachment C “Public Comment Summary and Response to Comments” for a detailed discussion of the comments received and park responses.

## **K. DECISION / IMPLEMENTATION PROCESS**

A draft proposal and environmental compliance document for the Crissy Field Repairs was released to the public for a 14-day comment period from April 8 to April 22, 2016. The public was notified of this document’s availability by email and press release. Following the 14-day comment period, the NPS reviewed the comments received. With consideration of the public’s feedback, this document represents a final implementation decision made by the discretionary authority of the Superintendent.

Construction is expected to begin in late fall 2016, and last approximately eight months. The project will be done in multiple phases with clear detour information. The public will be notified of closures and project related construction activities prior to construction and by on site signage.

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Golden Gate National Recreation Area  
Date: 5/26/2016

## **ATTACHMENT B**

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### **Pre-Proposal Public Scoping Summary**

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## ATTACHMENT B

### Pre-Proposal Public Scoping Summary

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#### 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.



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## ATTACHMENT C

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### Public Comment Summary and Response to Comments

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## ATTACHMENT C

### Public Comment Summary and Response to Comments

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#### A. PUBLIC REVIEW BACKGROUND

National Park Service (NPS) DO-12 NEPA Handbook guidance for Categorical Exclusions suggests seeking public comments in situations where there is a high degree of public interest. The NPS solicited public feedback on the Crissy Field Repairs following the release of the schematic design and draft categorical exclusion.

NPS hosted two public meetings on-site in March 2016 with 30 people total in attendance and presented an early concept of the Centennial Repair Project. See Attachment B for a detailed account of the feedback received prior to the proposal's release and park responses. The schematic design was then developed based on public feedback received during the public walks as well as stakeholder meetings.

#### B. PUBLIC COMMENT SUMMARY AND RESPONSES

A draft proposal and environmental compliance document for the Crissy Field Repairs was released to the public for a 14-day comment period from April 8-April 22, 2016. The public was notified of this document's availability by email, public notifications, and press release. A total of 130 comments were received from agencies, organizations, and the general public. Comments were received from representatives from the following agencies or organizations:

- Crissy Field Dog Group
- Crissy Field Yacht Club
- Neighborhood Associations for Presidio Planning
- NOAA Greater Farallones National Marine Sanctuary
- People for GGNRA
- San Francisco Bicycle Coalition
- San Francisco Boardsailing Association
- San Francisco Bay Regional Water Quality Control Board
- US Sailing Association

Following the 14-day comment period, the NPS reviewed the comments received. With consideration of the public's feedback, Attachment A (Section E - Actions to be Implemented) describes the final set of actions to be implemented. The summarized responses to comments below respond to the substantive comments received during the public review and comment period. Response to comments includes comments received on both the Schematic Design and

Draft Categorical Exclusion documents available during public review. All comments are available on the project website.

## **Proposed Alternative**

There were 70 comments related to the proposed alternative shown in the schematic design package. The majority of the comments were in response to the proposed design of the East Beach Parking Area with a focus on the configuration and location of the parking area.

### *Parking lot configuration*

Many of the comments regarding the East Beach Parking Area proposal advised NPS to consider multiple parking layout alternatives, rather presenting one design. Many commenters suggested that NPS maintain the existing parking lot in its current layout and to not make any changes to its current form. Some commenters preferred to retain the front row of parking near the beach in order to maintain views from the parking lot to the beach. Some commenters stated a preference to retain parking spaces for dog walkers west of the restrooms. There were a number of commenters who had specific recommendations to the parking layout. These included a preference for additional parking near lawn areas that are intended for rigging equipment, short term parking spaces near the beach, oversize parking spaces, and no compact parking spaces.

### *Location and quantity of lawn areas*

Several comments were in response to the location and quantity of the proposed lawn areas. Many of the commenters stated a preference for an increase to the amount of lawn areas adjacent to parking. A portion of these comments asked the park for improved maintenance of existing lawn panels, replacement of existing panels with sod, or the installation of a grass-paver system.

### *Vehicular Circulation*

A portion of the comments about the proposed design focused on vehicular circulation. These comments expressed desires to retain the vehicular drive west of the restroom at East Beach, install speed bumps and stop signs, retain electric vehicle parking, and improve vehicle wayfinding signage.

### *Pedestrian and Bicycle Circulation*

Several comments focused on the need for additional pedestrian and bicycle facilities at the East Beach Parking Area. Specifically, comments requested more walking paths through the parking area, additional bicycle lanes, and more locations with bicycle parking.

### *Promenade*

The comments on the proposed promenade configuration were supportive of improving drainage conditions. Some comments suggested the addition of bicycle lanes and speed bumps to separate and slow bicyclists.

Representative Quotes are below:

- Please consider leaving front row parking instead of adding the grassy areas in front of the current restrooms.
- Keep the parking lot "as is". Post signs, repaint stripes and directional arrows, and install speed bumps and stop signs. Keep the park a park. Don't create more pavement. We need MORE parking spaces on the west side of the parking lot - not less. That is why these parking spots are the first to fill up on any busy day.

- I would support the use of pavers or a grid to help support the turf and prevent excessive wear that is causing problems with the current design.
- There needs to be a physical separation of bicycle riders and other users. The "others" include walkers, runners, families with children and baby strollers, dog walkers, etc.

NPS response: Public comments were read, analyzed, and the project scope has been modified in response to public input and refined cost estimates. The new design encompasses the most needed actions consistent with deferred maintenance standards and meets the project budget.

The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No reconfiguration of the parking lot will occur as part of the proposed project. Future changes to this area will be addressed at a separate time through another planning process to allow for additional study and community involvement. Specifically, the scope of work at East Beach Parking Lot will include: 1) re-slurry and re-stripping of the existing asphalt parking area to extend the life of the existing parking, and 2) minor improvements to pedestrian walkways, the planting areas, drainage and site furnishings.

Along the promenade, the refined scope incorporates additional drainage improvements and a proven soil binder that helps stabilize the trail surface, improves durability, and extends the lifespan. The project no longer proposes to widen the promenade at East Beach to 30' wide. The end of the promenade and adjacent pathways will be replaced near the Warming Hut to improve circulation and drainage.

## **Compliance Process**

There were 62 comments related to the compliance process for the proposed project. Many comments spoke of reasons the compliance document should be an Environmental Assessment or an Environmental Impact Statement and that the justifications do not meet the requirements of a Categorical Exclusion. Several comments asked for additional opportunities for public involvement in the planning process including an extension of the 14 day comment period. Several of the comments felt that the 1996 Environmental Assessment is a legally binding document and should not be changed without another equivalent document.

As funding for the Centennial Projects are intended for deferred maintenance several of the comments suggested that the actions under the proposed project are not deferred maintenance. Many of the comments questioned the impact analysis of the recreational impacts suggesting that the proposed project will impact parking and access to the beach.

NPS Response: According to the National Park Service NEPA Handbook (2015), a Categorical Exclusion is appropriate for actions with no significant environmental impacts which do not trigger specific Categorical Exclusion Exception criteria. The documentation is provided to the Superintendent (decision maker) to make an informed decision and provide the analysis that the project qualifies for a Categorical Exclusion. Because the project occurs in an area of high interest to the public the NPS held two public walks and opened the comment period on the proposed action for review and comment. Following the public comment period and updates to the project budget, revisions to the scope of work were adjusted. The project team believes the updated scope addresses the most critical deferred maintenance actions, does not have the potential for significant adverse environmental impacts, and does not trigger CE exception criteria (See Impact Analysis in Attachment A).

## **Project Scope and Analysis**

There were 41 comments related to the project purpose and need as well as the scope of the analysis. Many comments spoke of the importance to maintain the park-like setting at Crissy Field, suggesting that the proposed project does not retain the existing character and would no longer fit the needs of recreationists. The majority of the comments on project scope conveyed that the proposed scope goes above and beyond deferred maintenance actions. A subset of these comments felt that the quantity of paved parking spaces should not be increased and felt that crowds are only an issue a small number of times a year. They also suggested that the park should hold fewer special events in order to decrease the demand at East Beach.

NPS Response: The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No changes will be made to the quantity of parking spaces. Future changes to this area will be addressed at a separate time through another environmental compliance process to allow for additional study and community involvement.

## **Park Operations**

There were four comments related to park operations and management. These comments focused on the wear and tear along the promenade. Some of the comments were regarding vehicle traffic along the promenade particularly at the northwest end, near the NOAA campus. Some of these were supportive of improving the drainage problems in this area and along the airfield.

NPS Response: The project team is studying options to increase the durability of the promenade sections that receive frequent vehicular traffic, particularly near the NOAA facility. Options include a soil stabilizer in the promenade material as well as short asphalt sections at existing driveways, similar to the NOAA driveway, to improve the performance of the promenade and increase its lifespan. Drainage features will be installed along the airfield and in areas that do not currently drain well.

## **Visitor Access - Parking and Circulation**

There were 52 comments related to the negative impact to visitor access and circulation from the proposed project. Many of these comments spoke of specific design changes to the proposed changes to the East Beach Parking Area. Comments were generally unsupportive of removing the parking at the northern edge of the existing parking area as it could limit views of the beach and bay from parked vehicles. Many of the comments spoke against any decrease to the amount of parking on the west side of parking area as it will likely become more crowded. Other comments requested additional lawn areas adjacent to parking so recreationists such as boardsailors are able to unload and rig their gear while remaining near their vehicle. They also spoke to the importance of maintaining short distances from parking to the beach as boardsailing equipment is heavy to carry. Some of the comments requested NPS redesign the entry and exit drives as the current drives are too narrow.

NPS Response: The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No changes will be made to design of the parking area, the location of the lawn areas, or the location of the northern row of parking.

Future changes to this area will be addressed at a separate time through another planning process to allow for additional study and community involvement.

### **Visitor Access at Promenade**

There were 11 comments related to the negative impact of widening the promenade at East Beach. Some of the comments mentioned that bicyclists along the promenade should be directed to walk their bikes rather than ride. Some comments were against expanding the promenade and feared additional congestion where the promenade narrows from 30' to 20' moving to the west. Many of the commenters felt the promenade would become busier if widened to 30'. Some of these comments raised concern about recreationists, specifically board sailors, crossing the promenade if it is widened from 20' wide to 30' wide. Some comments spoke positively about maintaining the line of benches at East Beach.

Park Response: The proposed project scope for the East Beach Parking Area has been reduced and the project no longer proposes to increase the width of the promenade from 20' to 30' wide. NPS will continue to monitor bicycle use on the promenade in order to maintain safe conditions for all users.

### **Visitor Experience**

There were 25 comments related to the impact on visitor experience from the proposed project. Many of these comments were in respect to construction and of phasing the project implementation. Some of these comments requested that construction not impact school groups who use the promenade or adjacent facilities. Comments were supportive of resurfacing the promenade in order to improve visitor experience.

Some commenters felt the proposed parking lot layout would improve visitor experience with designated walkways and lawn areas between the parking and the beach. Other commenters felt the proposed layout would decrease visitor experience as the walk might be longer. In addition, some commenters mentioned that the removal of parking along the promenade would decrease the experience for those who remain in their cars and look out at the beach.

NPS Response: Phasing and staging of construction will be coordinated with stakeholders along the promenade prior to construction. Visitors will be notified of all detours in advance of construction. The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No changes will be made to the location of the parking lot.

### **Visitor Conflicts and Safety**

There were six comments related to visitor conflicts and safety from the proposed project. Some of these comments spoke of the need to remove bicyclists from the promenade and suggested that they be restricted to Mason Street bicycle path. A small number spoke of the need to eliminate use of electric bicycles on the promenade. A number of comments spoke of the potential for visitor conflicts and safety hazards if boardsailors have to carry their equipment across a large parking area.

NPS Response: Park staff will continue to monitor the various user groups along the promenade. The compacted shale material encourages users to travel at a low speed. Future studies will consider the role of the Mason Street bicycle path in relation to the promenade. The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No changes will be made to the location of the parking lot.

### **Visitor Use**

There were 21 comments related to the impacts on visitor use from the proposed project. Many of these comments spoke to the need for recreationists, specifically boardsailors, to have space to rig and launch their equipment adjacent to their vehicle. Many of these comments also spoke of the need for easy access between the parking and the west end of East Beach.

NPS Response: The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No changes will be made to the location or relationship of existing turf and parking.

### **Visitor Opportunities**

There were 29 comments related to the value of opportunities such as recreation, programs, and activities at East Beach. A number of comments spoke to the value of flexible space that can allow for parking, dog walking set up, rigging space, informal picnicking and social gathering spaces.

Park Response: The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. No changes will be made to the location or relationship of existing turf and parking. NPS is supportive of the multiple user groups at Crissy Field and support their continued shared use of the parking, lawn areas, and picnic areas.

### **Water Quality**

There were four comments related to the water quality and water resources at Crissy Field. Some comments spoke to the need to reduce stormwater runoff into the Bay and to capture and treat stormwater runoff from the parking area. Another comment suggested the addition of more pet waste dispensers to improve water quality. A couple of the comments suggested that the project should be able to adapt to sea level rise.

NPS Response: The existing storm drain system at the East Beach Parking lot will be re-used with slight changes to improve their function. The park will consider the installation of additional waste bag dispensers at East Beach and along the promenade. 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 have a 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.



National Park Service  
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Golden Gate National Recreation Area  
Date: 5/26/2016

## **ATTACHMENT E**

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### **Letter of NHPA Section 106 Compliance Completion and Assessment of Actions Having an Effect on Historic Properties**

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## Letter of NHPA Section 106 Compliance Completion

H4217 (GOGA-CRMM)

5/26/16

### Memorandum

**To:** Kirsten Holder, Project Manager

**From:** General Superintendent, Golden Gate

**Subject:** NHPA Clearance: Crissy Field Centennial Repair, Presidio (PEPC 63094)

The Cultural Assessment Team has reviewed the proposed project/action and completed its certification for compliance with the National Historic Preservation Act through our Park Programmatic Agreement. We have determined that there will be No Adverse Effect on historical, cultural, or archeological resources, provided you meet all stipulations identified below.

The subject proposed project/action(s), therefore, is/are now cleared for all NHPA compliance requirements as presented. Project plans and specifications are approved and construction and/or project implementation can commence once you have met any NEPA requirements identified through Project Review, as well as all stipulations identified below.

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

- Project Manager will continue to work with Park Historical Landscape Architect (Amy Hoke, 561-4753) on final designs, including color and texture specs of new concrete and locations for date-stamping new concrete.

For complete compliance information see PEPC Project 63094.

If you have any questions, please contact CRM Specialist (Curator) Bob Holloway at 415-561-4976.

FOR   
Christine Lehnertz

Attachment



# ASSESSMENT OF ACTIONS HAVING AN EFFECT ON HISTORIC PROPERTIES

## A. DESCRIPTION OF UNDERTAKING

1. **Park:** Golden Gate National Recreation Area

### 2. Project Description:

**Project Name:** Crissy Field Centennial Repair, Presidio

**Prepared by:** Bob Holloway **Date Prepared:** 05/26/2016 **Telephone:** 415-561-4976

**PEPC Project Number:** 63094

**Locations:**

**Describe project:**

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, and the city skyline. It is a critical 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 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, inefficient on busy weekends, and difficult to maintain. Originally constructed in 2001, the Promenade and East Beach Parking Area are now in fair to poor condition due to over anticipated heavy use, popularity, and years of degradation.

This project will repair and replace the Promenade surface and improve and reconfigure the East Beach Parking Area, which currently provides parking for over three hundred cars. Visitor amenities such as additional seating, signage, and interpretative media will facilitate flexible group use and formalize new resting areas for all users to better experience the site. The existing parking will be reconfigured to reduce the total parking area, increase efficiency, address safety concerns, reduce high maintenance turf, and expand native planting areas. The Promenade and parking area serves 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.

[Scope Update 5/05/16] Project Update: The GGNRA released schematic design drawings and draft environmental compliance documents for public review on April 8, 2016, for a two-week public comment period. Public comments were read, analyzed, and the project scope has been modified in response to public input and refined cost estimates. We believe the new design encompasses the most needed actions consistent with deferred maintenance standards and meets the project budget.

Along the promenade, the refined scope incorporates additional drainage improvements and a proven soil binder that helps stabilize the trail surface, improves durability, and extends the lifespan. The end of the promenade and adjacent pathways will be clarified near the Warming Hut to improve circulation and drainage.

The proposed project scope for the East Beach Parking Area has been reduced and will include routine repairs to existing paved surfaces. Reconfiguration of the parking lot will be addressed at a separate time to allow for additional study and community involvement. Specifically, the scope of work at East Beach Parking Lot will include: 1) re-slurry and re-stripping of the existing asphalt parking area to extend the life of the existing parking, and 2) minor improvements to existing walkways at the parking lot edge and around the restroom.

Revised Project Description: The Crissy Field Centennial Project is designed to address deferred maintenance associated with the deterioration of the 1.5 mile Promenade and East Beach parking lot. Key components of the proposed project include: • Resurfacing the promenade to maintain access using a durable material. • Repairing the East Beach Parking Area and improving pedestrian circulation. • Addressing storm water runoff issues and decreasing the amount of required maintenance. Next Steps: [End of Update]

**Area of potential effects (as defined in 36 CFR 800.16[d])**

Crissy Field Promenade and East Beach Parking Area within the Presidio of San Francisco NHL District

**3. Has the area of potential effects been surveyed to identify historic properties?**

☐ No  
☒ Yes

**Source or reference:** Presidio Crissy Field NR Nomination Form and SHS  
Presidio of San Francisco NR and NHL Nomination Forms, CLR and HRS

**4. Potentially Affected Resource(s):**

**Archeological Resources Notes:** Archeological resources are present within the Presidio of San Francisco NHL District but are not within the direct area of potential affect of the Promenade or East Beach Parking Lot.

**Historical Structures/Resources Notes:** Historic structures are present within the Presidio of San Francisco NHL District but are not within the direct area of potential affect of the Promenade or East Beach Parking Lot.

**Cultural Landscapes Notes:** Crissy Field Promenade and East Beach Parking Area are located within the Presidio of San Francisco NHL District

**Ethnographic Resources Affected Notes:** Ethnographic resources are present within the Presidio of San Francisco NHL District but are not within the direct area of potential affect of the Promenade or East Beach Parking Lot.

**5. The proposed action will: (check as many as apply)**

☐ **Destroy, remove, or alter features/elements from a historic structure**  
☐ **Replace historic features/elements in kind**  
☐ **Add non-historic features/elements to a historic structure**  
☐ **Alter or remove features/elements of a historic setting or environment (inc. terrain)**  
☐ **Add non-historic features/elements (inc. visual, audible, or atmospheric) to a historic setting or cultural landscape**  
☐ **Disturb, destroy, or make archeological resources inaccessible**

- No Disturb, destroy, or make ethnographic resources inaccessible
- No Potentially affect presently unidentified cultural resources
- No Begin or contribute to deterioration of historic features, terrain, setting, landscape elements, or archeological or ethnographic resources
- No Involve a real property transaction (exchange, sale, or lease of land or structures)
- Other (please specify): \_\_\_\_\_

**6. Supporting Study Data:**

(Attach if feasible; if action is in a plan, EA or EIS, give name and project or page number.)

**B. REVIEWS BY CULTURAL RESOURCE SPECIALISTS**

The park 106 coordinator requested review by the park's cultural resource specialist/advisors as indicated by check-off boxes or as follows:

**[ X ] 106 Advisor**

**Name:** Bob Holloway

**Date:** 05/26/2016

**Comments:** Reviewed as Admin Review with Haller and Hoke and certified No Adverse Effect with a stipulation.

**Check if project does not involve ground disturbance [ ]**

**Assessment of Effect:**      No Potential to Cause Effect      No Historic Properties Affected   X   No Adverse Effect      Adverse Effect   X   Streamlined Review

**Recommendations for conditions or stipulations:** Project Manager will continue to work with Park Historical Landscape Architect (Amy Hoke, 561-4753) on final designs, including color and texture specs of new concrete and locations for date-stamping new concrete.

**Doc Method:** Streamlined Review (PA)

**Streamlined Activity:**

3. Repair/Resurfacing/Removal of Existing, Roads, Trails and Parking Areas

**[ X ] Historian**

**Name:** Stephen Haller

**Date:** 05/26/2016

**Comments:** Reviewed as Admin Review



**Check if project does not involve ground disturbance [ ]**

**Assessment of Effect:**      No Potential to Cause Effect      No Historic Properties Affected   X   No Adverse Effect      Adverse Effect   X   Streamlined Review

**Recommendations for conditions or stipulations:**

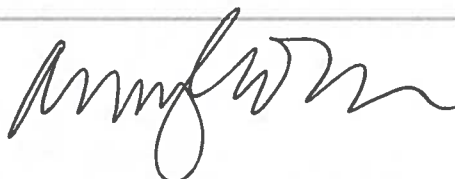
**Doc Method:** Streamlined Review (PA)

**Streamlined Activity:**

3. Repair/Resurfacing/Removal of Existing, Roads, Trails and Parking Areas

**[ X ] Historical Landscape Architect**

**Name:** Amy Hoke



Assessment of Effect Form - Crissy Field Centennial Repair, Presidio - PEPC ID: 63094

Date: 05/26/2016

Comments: Reviewed as Admin Review

Check if project does not involve ground disturbance [ ]

Assessment of Effect: ☐ No Potential to Cause Effect ☐ No Historic Properties Affected ☒ No

Adverse Effect ☐ Adverse Effect ☒ Streamlined Review

Recommendations for conditions or stipulations: Project Manager will continue to work with Park Historical Landscape Architect (Amy Hoke, 561-4753) on final designs, including color and texture specs of new concrete and locations for date-stamping new concrete.

Doc Method: Streamlined Review (PA)

Streamlined Activity:

3. Repair/Resurfacing/Removal of Existing, Roads, Trails and Parking Areas

No Reviews From: Curator, Archeologist, Historical Architect, Other Advisor, Anthropologist

### C. PARK SECTION 106 COORDINATOR'S REVIEW AND RECOMMENDATIONS

#### 1. Assessment of Effect:

☐ No Potential to Cause Effects  
☐ No Historic Properties Affected  
☒ No Adverse Effect  
☐ Adverse Effect

#### 2. Documentation Method:

[ ] A. STANDARD 36 CFR PART 800 CONSULTATION

Further consultation under 36 CFR Part 800 is needed.

[X] B. STREAMLINED REVIEW UNDER THE 2008 SERVICEWIDE PROGRAMMATIC AGREEMENT (PA)

The above action meets all conditions for a streamlined review under section III of the 2008 Servicewide PA for Section 106 compliance.

APPLICABLE STREAMLINED REVIEW Criteria

(Specify 1-16 of the list of streamlined review criteria.)

3. Repair/Resurfacing/Removal of Existing, Roads, Trails and Parking Areas.

Explanation:

[ ] C. PLAN-RELATED UNDERTAKING

Consultation and review of the proposed undertaking were completed in the context of a plan review process, in accordance with the 2008 Servicewide PA and 36 CFR Part 800.

Specify plan/EA/EIS:

**[ ] D. UNDERTAKING RELATED TO ANOTHER AGREEMENT**

The proposed undertaking is covered for Section 106 purposes under another document such as a statewide agreement established in accord with 36 CFR 800.7 or counterpart regulations.

**[ ] E. COMBINED NEPA/NHPA Document**

Documentation is required for the preparation of an EA/FONSI or an EIS/ROD has been developed and used so as also to meet the requirements of 36 CFR 800.3 through 800.6

**[ ] G. Memo to SHPO/THPO**

**[ ] H. Memo to ACHP**

**SHPO/THPO Notes:**

**3. Additional Consulting Parties Information:**

**Additional Consulting Parties:** No

**4. Stipulations and Conditions:**

Following are listed any stipulations or conditions necessary to ensure that the assessment of effect above is consistent with 36 CFR Part 800 criteria of effect or to avoid or reduce potential adverse effects.

Reviewed as Admin Review with Haller and Hoke and certified No Adverse Effect with a stipulation. Project Manager will continue to work with Park Historical Landscape Architect (Amy Hoke, 561-4753) on final designs, including color and texture specs of new concrete and locations for date-stamping new concrete.

**5. Mitigations/Treatment Measures:**

Measures to prevent or minimize loss or impairment of historic/prehistoric properties:  
(Remember that setting, location, and use may be relevant.)

- Assessment of Effect - Cultural Landscapes - Project Manager will continue to work with Park Historical Landscape Architect (Amy Hoke, 561-4753) on final designs, including color and texture specs of new concrete and locations for date-stamping new concrete.

**D. RECOMMENDED BY PARK SECTION 106 COORDINATOR:**

**Compliance Specialist:**

**NHPA Specialist**

Bob Holloway

CRM Specialist (Curator)

**Date:** 5/26/16

**E. SUPERINTENDENT'S APPROVAL**

The proposed work conforms to the NPS *Management Policies* and *Cultural Resource Management Guideline*, and I have reviewed and approve the recommendations, stipulations, or conditions noted in Section C of this form.

**Signature**

For  
Superintendent: Ally Fisher Date: 20 May 2016