

FORT BAKER

Proposed Plan EIS

2.0 ALTERNATIVES INCLUDING THE PROPOSED ACTION



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2.0 ALTERNATIVES INCLUDING THE PROPOSED ACTION

2.1 OVERVIEW OF ALTERNATIVES

Four alternatives were formulated as a result of the public scoping process for this document, collection and refinement of information about the site, and the analysis of issues by the interdisciplinary planning team.

The alternatives differ primarily in their approach to the use of the buildings around and north of the Parade Ground, and in the treatment of the waterfront, including the beach, the historic boat shop (currently Presidio Yacht Club) and the marina. All action alternatives would:

- protect, enhance and interpret the natural and cultural resources of the site;
- improve pedestrian and bicycle access;
- retain the BADM and Coast Guard Station as park partners;
- upgrade or replace utility infrastructure systems (water, sewer, stormwater, gas, electrical) prior to reuse.

The alternatives are described by reference to areas of the site (planning areas) that would undergo change as a result of the Proposed Action or alternatives. The planning areas are shown in Figure 2-1 and include the following:

- Parade Ground and Capehart area
- BADM and Coast Guard Station
- marina/historic boat shop
- other historic buildings
- waterfront/fishing pier
- open space, natural habitats, roads and trails

An overview of the alternatives is provided in Table 2-1. A comprehensive listing and map of all buildings (including building numbers) at Fort Baker is provided in Appendix A.

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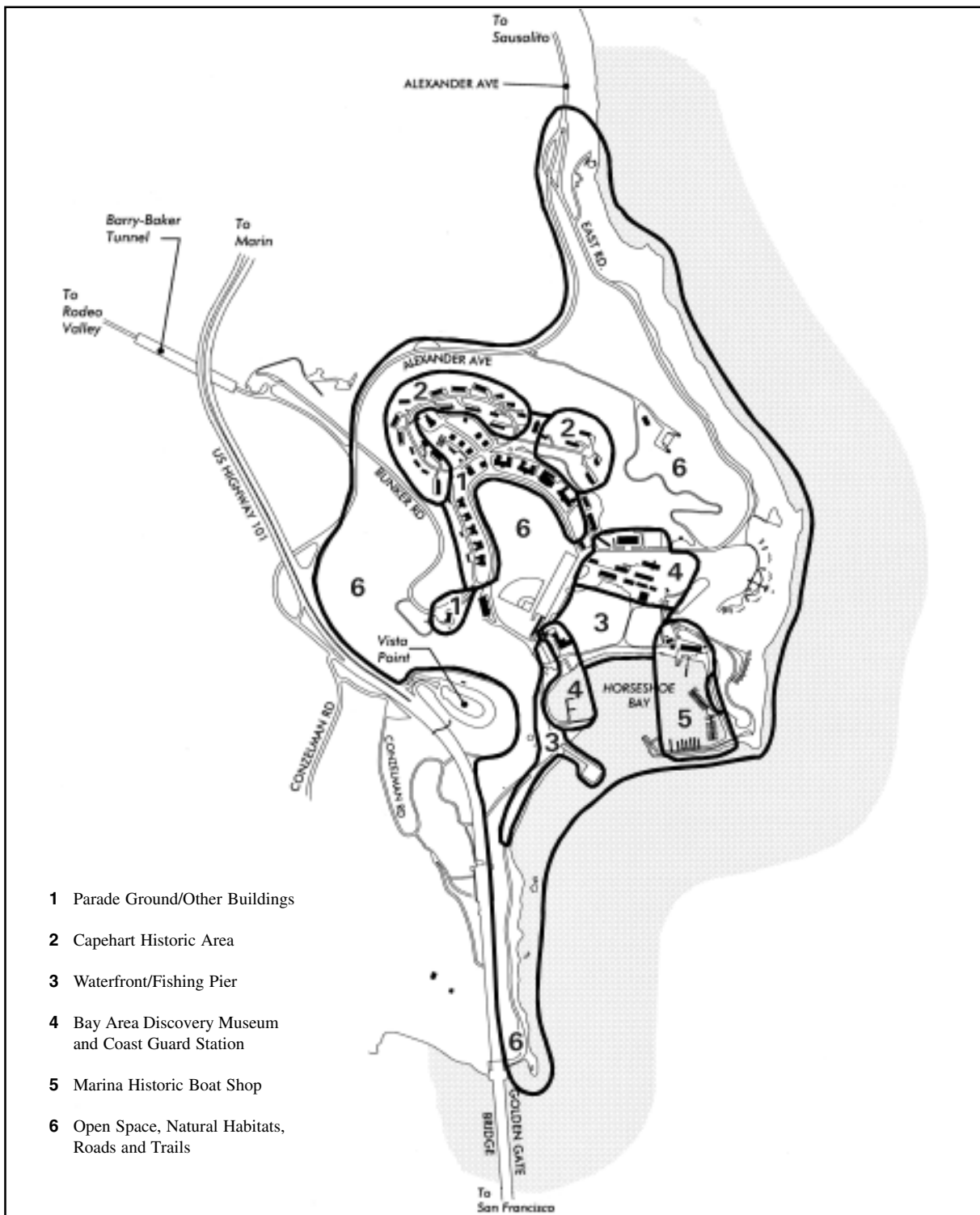
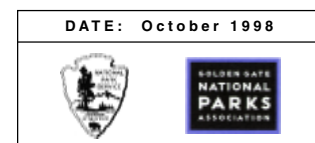


Figure 2-1 Planning Areas



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Table 2-1
Summary of Alternatives

Planning Area	Proposed Plan (Proposed Action)	GMP Alternative	Office and Cultural Center	No Action
Parade Ground	28 historic structures rehabilitated for a conference and retreat center to include conference and meeting rooms, food service, accommodations for guests (maximum of 350 rooms) and other support spaces. Historic Parade Ground restored. Three new structures for conference and retreat center. Three garages removed.	19 historic structures adapted for educational conference center and artists-in-residence program (350 people); five adapted for 200-bed hostel. One structure adapted as a ranger information station. Existing parking at Parade Ground retained. Parade Ground adapted as field for sports and informal activities.	28 historic structures leased for offices, restaurant/food service, meeting space, performance space, and program space needs for private and nonprofit groups.	Historic residences leased/permitted for residential use. Non-residential buildings "mothballed," to stabilize without major rehabilitation or adaptation for visitor use. Current interim uses under NPS permit remain (NPS maintenance and storage in buildings 513 and 670; BADM storage/offices in buildings 511/631; NPS/partner storage in building 691).
Capehart Area	Six structures removed to restore historic setting. Remaining structures rehabilitated for accommodations/conference and retreat facilities OR removed and replaced with new buildings for this purpose. Four historic structures, including the chapel, rehabilitated for conference and retreat center use.	Four structures removed and replaced with an NPS maintenance facility; 19 structures removed and site regraded for a 700-car parking lot for staging bus shuttles into Rodeo Valley.	Structures retained and leased/permitted for residential use for park partners. Some nonhistoric structures removed to provide space for parking for office and cultural center.	Residential nonhistoric buildings leased/permitted for residential use where feasible.
Bay Area Discovery Museum and Coast Guard Station	Retained as park partners. BADM expanded within existing structures (10,000 square feet) and new construction (25,000 square feet). Parking (240 spaces) relocated to permit safer pedestrian movement and minimize visual intrusion. Modest expansion of Coast Guard Station (1,500 square feet)	Retained as park partners. No expansion. 150 parking spaces constructed at site of nonhistoric building removal north of BADM.	Same as Proposed Action.	Retained as park partners. No expansion of facilities.

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Planning Area	Proposed Plan (Proposed Action)	GMP Alternative	Office and Cultural Center	No Action
Marina/ Historic Boat Shop	Facilities converted to public facility. Combination of slips and mooring buoys for up to 60 boats and five NPS/Coast Guard slips. Historic boat shop used for public activity space, modest food and beverage service, general store, bicycle rentals.	Facilities converted to activity center with food service, restrooms and recreational rentals. Short-term public use docks (50 slips).	Marina and 70 existing slips retained for combination of long-term rental and short-term visitor use. Up to 10 mooring buoys added for visitors. Public program and marina support space provided in historic boat shop.	Marina closed for public safety. Dilapidated docks removed; historic boat shop mothballed. Two slips retained to support Coast Guard needs.
Other Historic Buildings	NPS visitor center, public restrooms, maintenance facility, park stewardship program, park partner use. Batteries Duncan and Yates stabilized, preserved and interpreted. Separate plan to preserve Battery Cavallo.	Considered for NPS information station and other NPS uses.	Same as Proposed Action.	Nonresidential historic buildings mothballed.
Waterfront/ Fishing Pier	Wooden bulkhead and riprap removed; beach created; road relocated; 6-acre natural landscaped meadow; boardwalk; picnic area. Boat ramp retained; fishing pier improved (fish cleaning stations, railings, benches, information), restrooms provided. 170 parking spaces in three locations to serve waterfront users.	Wood bulkhead and riprap removed; new sandy beach and urban landscape created (6 acres). Development of ferry landing and improvements including railings, benches, comfort stations and fish cleaning stations on pier. Boat launching ramp repaired and resurfaced.	Same as Proposed Action.	Bulkhead, road access and parking retained. Parking defined and organized with minimum changes necessary for visitor safety.
Open Space, Natural Habitats, Roads and Trails	Habitat restoration/enhancement (42 acres). Improvements to pedestrian, bicycle connections. Battery Duncan loop trail provided. Conzelman Road closed to public autos. East Road reconfigured through striping existing paved surface to slow traffic and provide safer	Environmental study area and overnight campsites created near Battery Cavallo. Roads and trails improved.	Same as Proposed Action.	Resources protected to meet legislative requirements (signing, fencing, patrol). Current habitat restoration programs continued, no new restoration programs. Basic maintenance of roads and trails.

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Planning Area	Proposed Plan (Proposed Action)	GMP Alternative	Office and Cultural Center	No Action
	pedestrian connection and overflow parking capability. Bay Trail improvements from Lime Point to East Road.			
Total Parking Spaces	895	1,632	1,300	818
Peak Daily Visitation Level	2,700	4,000	3,500	1,500
Total New Construction/ Building Removal (square feet)	156,000 / 71,000	8,000 / 63,589	0 / 16,500	0 / 0

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2.2 PROPOSED PLAN (PROPOSED ACTION)

2.2.1 Parade Ground and Capehart Area

Under the Proposed Action, a conference and retreat center would be created in the campus-like setting of the historic buildings around and north of the Parade Ground and in the adjacent nonhistoric residential area (Figures 2-2a, 2-2b and 2-3). The conference and retreat center would use Fort Baker's contemplative atmosphere as a setting for meetings and retreats that could last from one to several days. The NPS would work with the conference and retreat center's operator to create an ambiance similar to the great national park lodges and retreat centers throughout the country.

Conference and retreat activities would become primary use. The NPS would work with the operator to ensure that the majority of the center's use is for conference and retreats on both weekdays and weekends. Surplus rooms could be made available to provide lodging to park visitors. The dining facility and other public spaces could be open to the public as well.

A program element would be developed to create a distinct identity for the conference and retreat center that would strengthen the relationship of uses of the center's facilities to national park purposes. The NPS and Golden Gate National Parks Association are working with park partners, educators and others to help define exciting program themes. It is anticipated that a significant number of the center's programs would focus on park-related themes such as the environment, culture and community, and sustainable design technologies and operations. Programs would be designed to attract diverse audiences from the Bay Area and beyond.

The conference and retreat center would be established in a combination of rehabilitated existing buildings and new construction. The 28 historic buildings around and north of the Parade Ground would be rehabilitated to provide accommodations and conference facilities. The chapel would be available for special activities and programs.

The six nonhistoric Capehart residences closest to the historic buildings would be removed to restore the historic setting of these turn-of-the-century structures. Other Capehart residences would either be rehabilitated to provide accommodations or conference facilities, or would be removed and replaced with new buildings for this purpose. Some on-site housing for employees of the conference and retreat center, and possibly for visiting scholars associated with the center, may also be provided in this area. This EIS analyzes removal and replacement as the maximum potential impact under the proposed action.

Two new compatibly designed structures, totaling approximately 28,000 square feet (sf) would be constructed in locations where historic buildings were either planned but never built, or were built and later demolished.

Proposed new construction is anticipated to consist of a dining facility of approximately 8,000 sf on Murray Circle between buildings 604 and 605, and a meeting facility of approximately 20,000 sf on Murray Circle between buildings 636 and 615. (Refer to Appendix A for a complete list of all buildings and map with building numbers.) For comparison, building 605 is approximately 18,000 sf. These new structures would be needed for food service and a large meeting/assembly space that would be able to provide technically advanced meeting/computer/audio visual and other conference support facilities which could not easily be accommodated in a historic structure. A third potential site for 2,400 sf of new construction is located on Kober Road between buildings 522 and 523.

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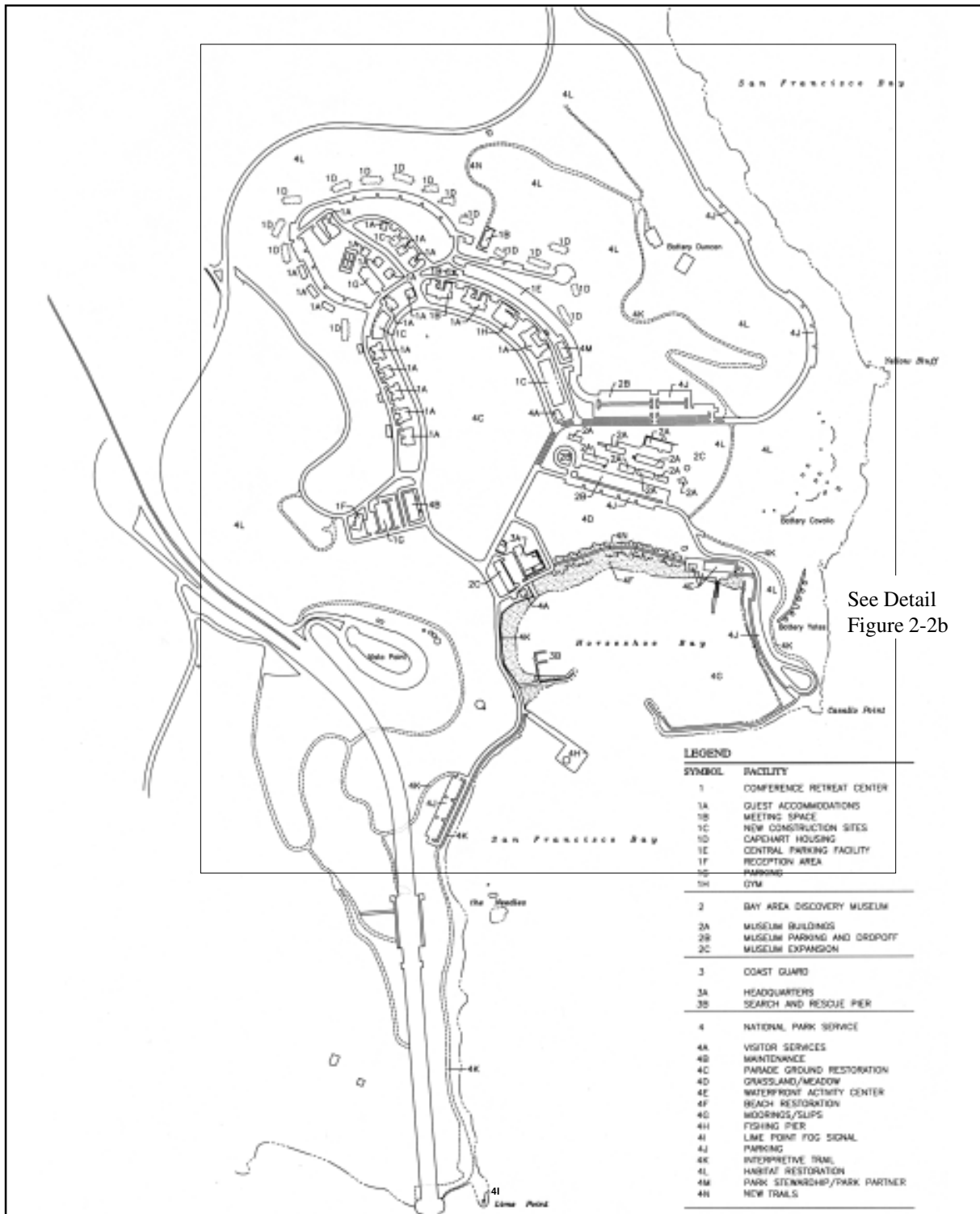


Figure 2-2a Proposed Plan for Fort Baker



Approx. Scale in Feet
0 500

DATE: October 1998



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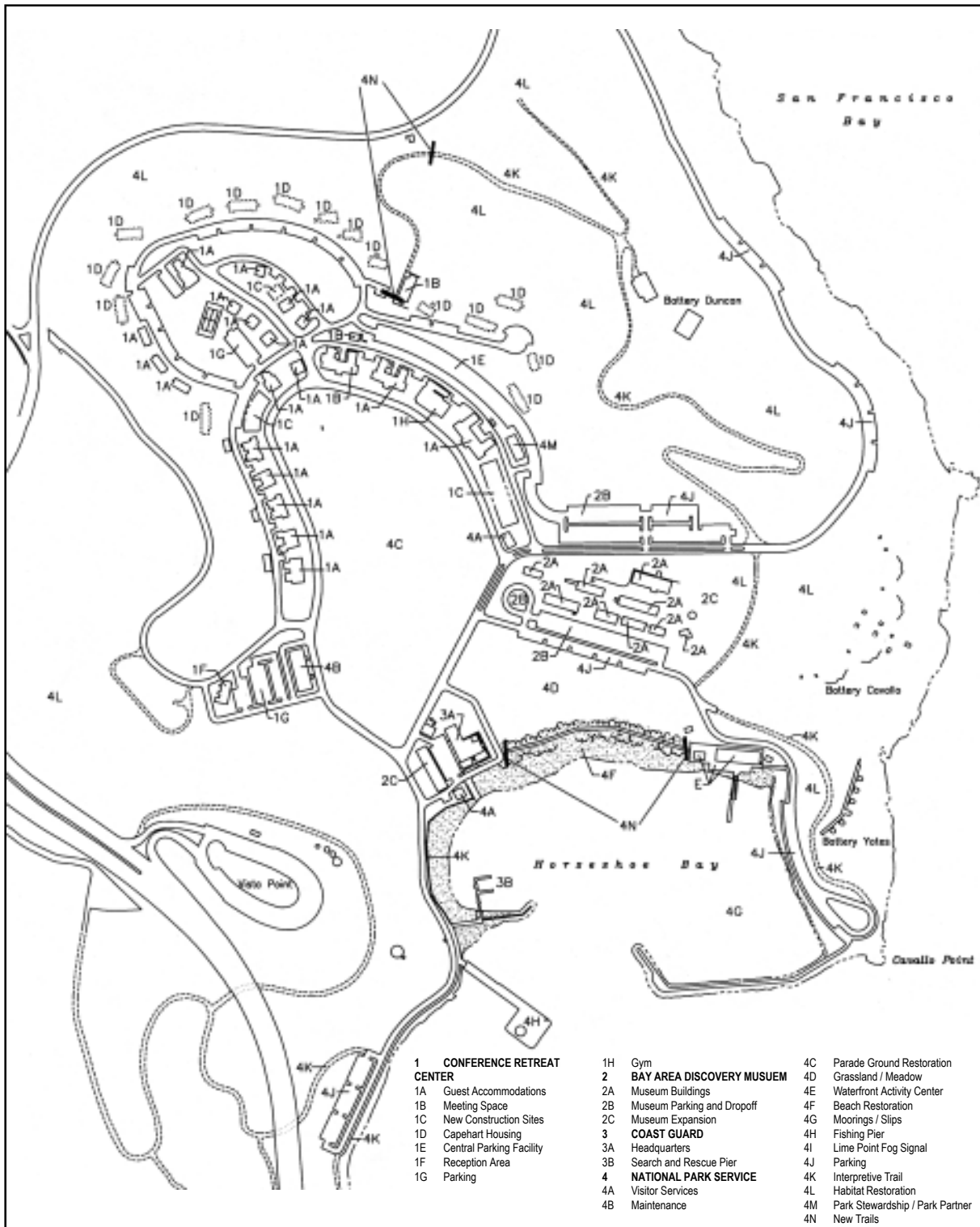


Figure 2-2b Detail of Proposed Plan for Fort Baker



Approx. Scale in Feet
 0 100 200 300 400 500

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HIGHLIGHTS OF THE PLAN

1. Conference and Retreat Center

Creation of a conference and retreat center in the historic buildings around the parade ground and in the adjacent nonhistoric housing area. Some new, compatibly designed construction will provide adequate space for meetings, dining and accommodations.

2. Bay Area Discovery Museum

Retention of the children's learning center and improvements to the facility to

enhance visitor experiences and serve children of a range of ages. Plans include creation of an outdoor learning environment, expansion into historic buildings totaling 10,000 sq. ft. and construction of a new, compatibly designed structure or structures totaling 25,000 sq. ft.

3. U.S. Coast Guard

Retention of the Coast Guard's Golden Gate Station with a possible small addition to the facility for classroom and dormitory space.

National Park Service

4. Restoration of the historic parade ground landscape.

5. Use of the historic boat shop as a public center with meeting and program space, and supporting food service, bicycle rental, restrooms and other visitor facilities.

6. Removal of most existing slips at the marina and installation of up to 60 moorings/slips for day or overnight use.

7. Removal of the wooden bulkhead and restoration of the beach, with an adjoining six acres of native coastal plants, a meadow, picnic area and boardwalk.

8. Improvements to the fishing pier including the addition of fish cleaning stations and benches.

9. Protection and restoration of habitat for the mission blue butterfly.

10. Preservation and interpretation of batteries and other fortification structures.

11. Establishment of a National Park Service visitor center (potential site).

12. Creation of an interpretive trail from Lime Point along the waterfront, continuing as the SF Bay Trail to East Road, Battery Duncan and the chapel.

Site-wide Improvements

- Restoration of more than 40 acres of native habitat.
- Improvements to hiking trails and bicycle routes.

- Rehabilitation of historic landscape features such as stone retaining walls, the tennis court, walkways and roads.
- Improvements to circulation routes and parking arrangements, with sufficient, unobtrusive parking around the site.
- Installation of directional signage and exhibits interpreting the site's resources and park partners.
- Repair or replacement of utilities with sustainable systems that meet or exceed building and energy efficiency codes.

Figure 2-3 Highlights of the Plan

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New building design would meet criteria to assure compatibility with the historic district, as required of the modern Coast Guard Station and the Bay Area Discovery Museum exhibit space built in the early 1990s.

A maximum of 350 rooms for overnight accommodations would be provided. The goal of the NPS in determining the number of accommodations is to create the smallest economically-viable public serving conference and retreat center that meets the stated goals of the project (see Section 1.3). To fully disclose the maximum potential impact, this EIS evaluates the largest size (350 rooms) that would potentially be considered for implementation, and which would meet the objectives of the plan to preserve the historic buildings, promote public access, minimize environmental impacts, and preserve the character of the site. The NPS would solicit a smaller facility, and the size would be determined by the NPS through the competitive developer-operator selection (bidding) process.

Parking for a maximum 455 cars would be provided in existing disturbed areas that would not be visually obtrusive, along streets north of the Parade Ground structures, in existing garages, and in lots adjacent to building 405 and on a former road bed behind buildings 601–636.

Many of the programs conducted as part of the program element would be at below-market rates (affordable to institutions including nonprofits, public agencies, academic organizations, etc.). The balance of use of the conference and retreat center, likely a majority of total use, would be on a first come, first served basis at market rates. As soon as sufficient income is generated by the conference and retreat center, the NPS would seek to expand below-market rates to accommodate a broader range of users for both weekday and weekend programs and lodging.

The NPS proposes to select one or more organizations to rehabilitate and preserve the buildings, manage the conference and retreat center and assist the NPS, Golden Gate National Parks Association and others to create a unique programmatic identity for this national park site. The conference and retreat center operator would be expected to operate a shuttle service to local airport connections, public transit stops and other park sites. This service could be shared by NPS and other park partners. The conference and retreat center operator would be selected under existing NPS authorities that provide for long-term agreements for rehabilitation and operation of park buildings.

The garage building (building 691) and parking at the foot of the Parade Ground would be removed and the historic Parade Ground configuration and landscape, including the perimeter of trees, restored. Other important features of the cultural landscape would be preserved.

Total maximum building space, capacity and parking requirements for the conference and retreat center are as follows:

Conference and Retreat Center (maximum total rooms)	Rehabilitated Historic Structures (total sf)	Rehabilitated Buildings or New Construction in Capehart Area (maximum total sf)	New Construction at Parade Ground (maximum total sf)	Guests/ Employees (total)*	Parking (total)**
350	167,300	101,400	28,000	446/350	455

*Assumes 75% occupancy and 1.0 employees per room.

**Parking requirements are maximums, and assume no public or private transit alternatives included as mitigation.

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If it is determined that individual buildings in this area are not needed for the conference and retreat center, they would be used for other NPS or partner needs.

2.2.2 Bay Area Discovery Museum and Coast Guard Station

Over the last decade, the NPS has demonstrated its ability to successfully attract and work with partners at Fort Baker. The Proposed Action proposes to strengthen existing partnerships with the Bay Area Discovery Museum and the U.S. Coast Guard and meet their additional space needs in existing historic buildings or in new construction.

Bay Area Discovery Museum. The BADM was founded in 1987 and moved to Fort Baker in 1991. Since that time, it has established a national reputation for its children's educational programs. The museum, which won awards for its sensitive adaptations of historic structures, now serves more than 170,000 visitors a year on a 7-acre complex.

The BADM would refine its central theme to focus on San Francisco Bay and expand through a combination of new construction and rehabilitation of existing structures within the footprint of its existing complex and use of building 670 on the waterfront. A compatibly designed new building or buildings totaling up to 25,000 sf would be constructed to provide classroom and exhibit space. The additional space would support school groups and children of an older age range than currently served by the museum. Outdoor space within the museum complex developed footprint would be improved to provide an interactive outdoor learning environment.

Approximately 10,000 sf of space in existing historic buildings (building 670 on the west waterfront and building 637 in the BADM complex) would be rehabilitated for exhibit repair, fabrication and storage and for staff offices.

Three nonhistoric structures adjacent to the BADM (buildings 689, 511, 513) would be removed, and the sites used to accommodate parking and access improvements to permit safer pedestrian movement and minimize visual intrusion. Parking spaces would be provided in two lots constructed adjacent to the BADM. These lots would accommodate the projected BADM parking requirement of 240 spaces, including parking for school buses.

Coast Guard Station. The Coast Guard Station at Fort Baker operates in one of the world's most challenging marine environments, providing search and rescue and other activities at the Golden Gate, stretching north to Point Reyes and as far south as Pillar Point. Under the Proposed Action, the Coast Guard would remain in the building it constructed at Fort Baker in 1990 and may build a small addition to its facility (up to 1,500 sf) for a meeting/training room or additional quarters.

Coast Guard and Coast Guard Auxiliary periodically conduct open houses and other events to educate the public about their mission. The NPS would continue to work with the Coast Guard to interpret the mission of this important organization and develop a regular program for educating and involving the public.

2.2.3 Marina/Historic Boat Shop

The facilities at the marina and historic boat shop (currently the Presidio Yacht Club) would be converted to fully serve the public, under NPS management. The Proposed Action calls for the boat shop to be rehabilitated and used as a center for community meetings and programs, with supporting space for visitor information, food and beverage service, a small convenience store, public restrooms and telephones. Figure 2-4 shows the view of Horseshoe Bay from the historic boat shop under the Proposed Action. The wooden deck would be rehabilitated for seating and dining, and a nearby

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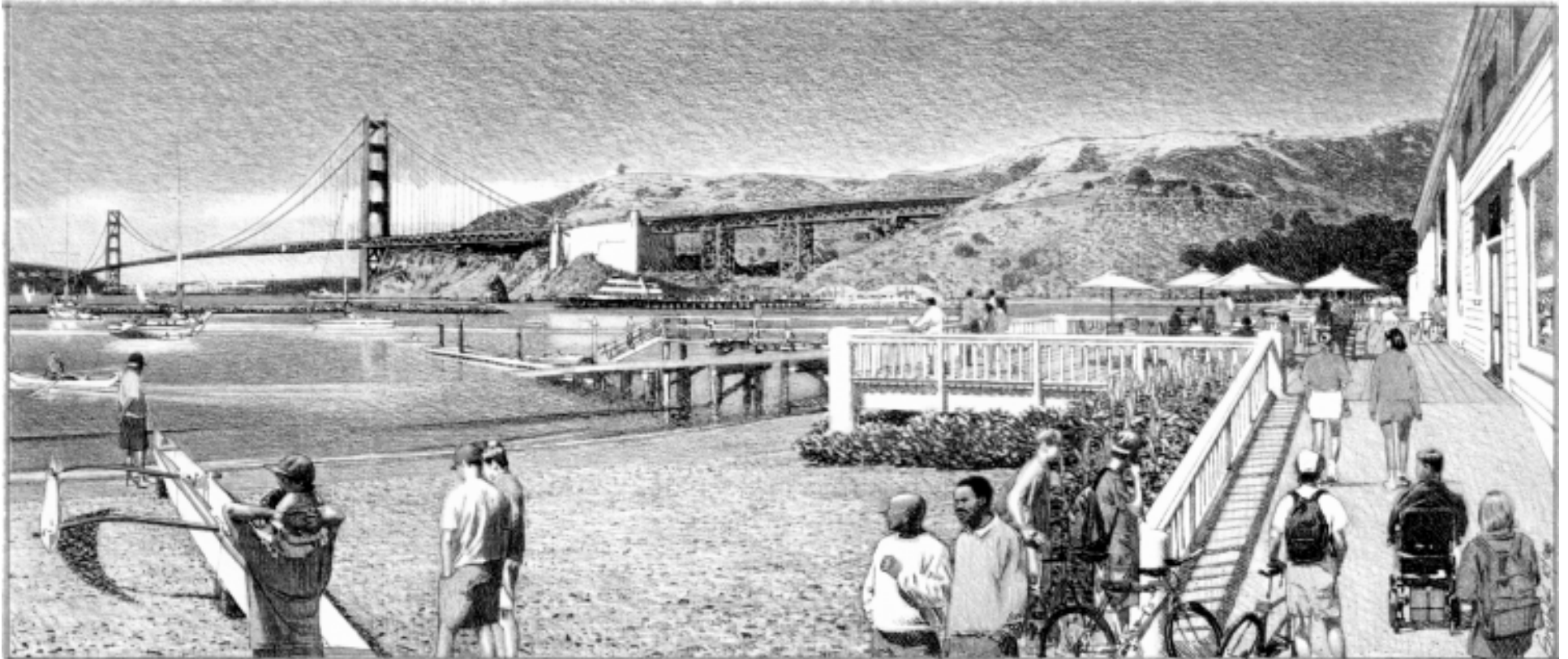


Figure 2-4 View of Horseshoe Bay from Historic Boat Shop

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historic storage building may be used for bicycle rentals. Building 665, an historic storage structure adjacent to the boat shop, would be removed. Building 659, adjacent to Building 665 could also be removed.

The NPS would seek nonprofit or private partners to operate the historic boat shop and marina. The partner(s) would be responsible for rehabilitating the historic boat shop and marina, developing new programs related to the area's role in World War II coastal defense and its historic use for boat maintenance, and facilitating use of the boat shop by community organizations and other visitors to the park. The NPS would continue to work with the Presidio Yacht Club and their military sponsor, Travis Air Force Base, to identify ways for its members to remain involved in the new park operation.

Deteriorated docks and slips would be replaced to provide for day use and short-term /overnight use. A combination of mooring buoys and slips with dock access would accommodate up to 60 boats. The number of moorings vs. slips will be determined by future design work which will address safety, operating, and other design considerations within the overall constraint of accommodating no more than 60 boats total and providing for eelgrass protection and enhancement. Several slips would be provided for Coast Guard use as temporary mooring of rescued disabled boats, and for other NPS program-related boats (i.e., sail training). This could include a historic boat to interpret the historic boat shop/mine depot function of the World War II era.

Access to the marina and boat shop would be provided on a road to be constructed closer to the BADM, which would terminate in a parking lot (60 spaces) and a turnaround near Point Cavallo. The road that continues as a one-way loop to Battery Yates would be closed to vehicle traffic and downgraded to trail dimensions, remaining as a San Francisco Bay Trail connection.

2.2.4 Other Historic Buildings

Other historic buildings would be used for NPS operational or park partner needs as follows:

- The guardhouse (building 615) would be used for NPS visitor services and its exterior restored.
- The mine storehouse (building 407) would be used for NPS maintenance functions currently located at Fort Baker in a nonhistoric building that would be removed to provide parking.
- World War II-era barracks (building 507) would house an NPS park stewardship program, or provide for other park or park partner needs.
- Batteries Duncan and Yates would be stabilized, preserved and interpreted. The NPS would provide for the stabilization and preservation of all cultural and natural resources at Battery Cavallo in a separate planning and environmental analysis process. The interpretation of all resources at the Battery would be addressed in this planning effort.

2.2.5 Waterfront

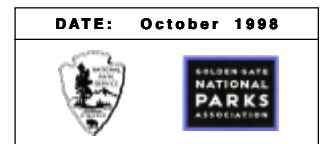
With changes outlined in the Proposed Action, Fort Baker's waterfront and other open space would create a multitude of opportunities for visitors to enjoy the area's scenic beauty, and to hike, bike, sail, kayak, picnic and explore. A key feature of the Proposed Action is removal of the wooden bulkhead and restoration of the beach, creating an expansive viewshed from the top of the parade ground to the cove. Figure 2-5 shows the view from the top of the restored Parade Ground under the Proposed Action.

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Figure 2-5 View from Top of Restored Parade Ground



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The 800-foot-long wooden bulkhead, associated riprap, roadway, parking, and approximately 20,000 cubic yards of fill behind the bulkhead would be removed and the site regraded to create a natural beach. Beach restoration would be protective of the boat ramp, the Coast Guard Station and the historic boat shop structures and sites, with retaining walls or other transitional shore protection constructed as needed. The beach would not be promoted as a swimming beach, and safety would be addressed in interpretive materials and signing, as well as in decisions regarding use of watercraft.

The road along the bulkhead would be relocated to the north side of the waterfront open space to provide a pedestrian-friendly environment, and improve safety of park visitors in this area. A new 50-car parking lot would be provided at the north edge of the waterfront open space.

Behind the waterfront, site improvements would create a grassy meadow and a picnic area. Native species and species that would complement the natural landscape would be used to restore the beach and a grassy meadow on the 6-acre waterfront. These species are listed in Appendix B. Only species that can accommodate informal recreational uses would be selected from this list.

A picnic area would be located in a wind-sheltered area near the waterfront, and a boardwalk would provide an ADA¹-accessible Bay Trail connection between the Coast Guard Station and the historic boat shop. Figure 2-6 shows the boardwalk through the restored beach under the Proposed Action.

The boat ramp, and launching access on the beach for kayaks and outrigger canoes would be retained. A staging area for unloading boats and equipment would be provided close to the ramp. Parking for boaters would be provided in the east and west waterfront lots.

Building 663, located on the water's edge near the Coast Guard Station, would be used for visitor services. Moved to this location in the 1960s, this building would either be rehabilitated at the current site, or moved to a new location adjacent to the historic boat shop.

The fishing pier would be improved with fish-cleaning stations, new railings, benches and visitor information. Parking would be provided in a 60-car lot located along Moore Road near the fishing pier. Overnight parking for kayak use and for boat trailers would be designated in one of the waterfront lots.

Water-based transportation could be provided from the pier and is being evaluated as part of a separate (regional transit) planning process. As such it is not included in the Proposed Action and would be the subject of separate environmental analysis that would include other park sites to be served.

Public restrooms would be provided in convenient waterfront locations, in existing structures, possibly the magazines, building 670, or building 663.

2.2.6 Open Space, Natural Habitats, Roads and Trails

The Proposed Plan proposes to restore and enhance Fort Baker's valuable open space and natural habitats. Approximately 42 acres of natural habitat would be maintained, enhanced or restored. The communities are coastal grassland, which can provide habitat for the mission blue butterfly, coastal scrub, and coast live oak woodland.

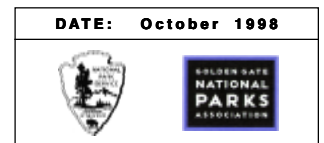
¹ ADA is the Americans with Disabilities Act.

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Figure 2-6 Boardwalk through Restored Beach



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Of the 42 acres proposed for restoration treatments, approximately 14.25 acres of existing mission blue butterfly habitat would be maintained and enhanced, and 8.75 acres of mission blue butterfly habitat actively restored. Approximately 6.75 acres of coastal scrub would be maintained and enhanced, and 5.25 acres would be actively restored. Approximately 1.5 acres of oak woodland would be maintained and enhanced and 5.5 acres would be actively restored. (Active restoration requires a greater effort than maintenance and enhancement as a result of predominance of exotic vegetation.)

Restoration would involve the removal of broom and other exotic species in areas outside the historic landscape within identified restoration areas. Removal of eucalyptus trees would be a separate action subject to additional environmental analysis.

Existing trails would be improved where surfaces are degraded, signing inadequate, or where accessibility improvements are possible without conflicting with other resource values. The trail to Battery Duncan would become a loop trail with access to the chapel area provided on a 400-foot trail segment to be constructed in conjunction with habitat restoration.

The San Francisco Bay Trail connection to Lime Rock would be rehabilitated following completion of the Golden Gate Bridge lead remediation and seismic work, and an interpretive trail would follow the Bay Trail alignment from Lime Rock, through the waterfront area and connect to Battery Yates and East Road. The trail surface would be improved and interpretive signs and benches installed along the trail.

East Road would be reconfigured through striping to reduce excess lane width, improve pedestrian and bicycle safety, slow traffic speeds, and provide the capability for overflow parking on the existing paved surface to support event parking needs.

Conzelman Road would be generally closed to regular visitor and cut-through automobile traffic to increase pedestrian and bicycle safety and recreational benefits. Service and emergency vehicles, however, would have continued access to this road and it may also be opened for use as a one-way exit for automobiles during event or peak traffic conditions (with use of proper safety controls).

2.3 1980 GMP ALTERNATIVE

This alternative calls for a comprehensive approach to carrying out the provisions of the approved 1980 GMP, as amended to accommodate the existing programs and facilities of the BADM and the Coast Guard. Under this alternative, there would be no change from the 1980 GMP (Figure 2-7). In many ways, the 1980 GMP proposed similar, but higher density uses than the Proposed Action.

2.3.1 Parade Ground and Capehart Area

The 1980 GMP calls for adaptive use of the historic buildings around and north of the Parade Ground as a conference center, hostel and performing arts facility. The 1980 GMP envisioned 15 structures adapted for an educational conference center that would accommodate 350 people, and an additional 5 structures as a 200-bed hostel that would accommodate the general public and conferees. Several historic structures would be used for performing arts. All of the Capehart structures would be removed and replaced with a 700-car parking lot for staging bus shuttles into Rodeo Valley. Four non-historic structures would be removed and an NPS maintenance facility constructed.

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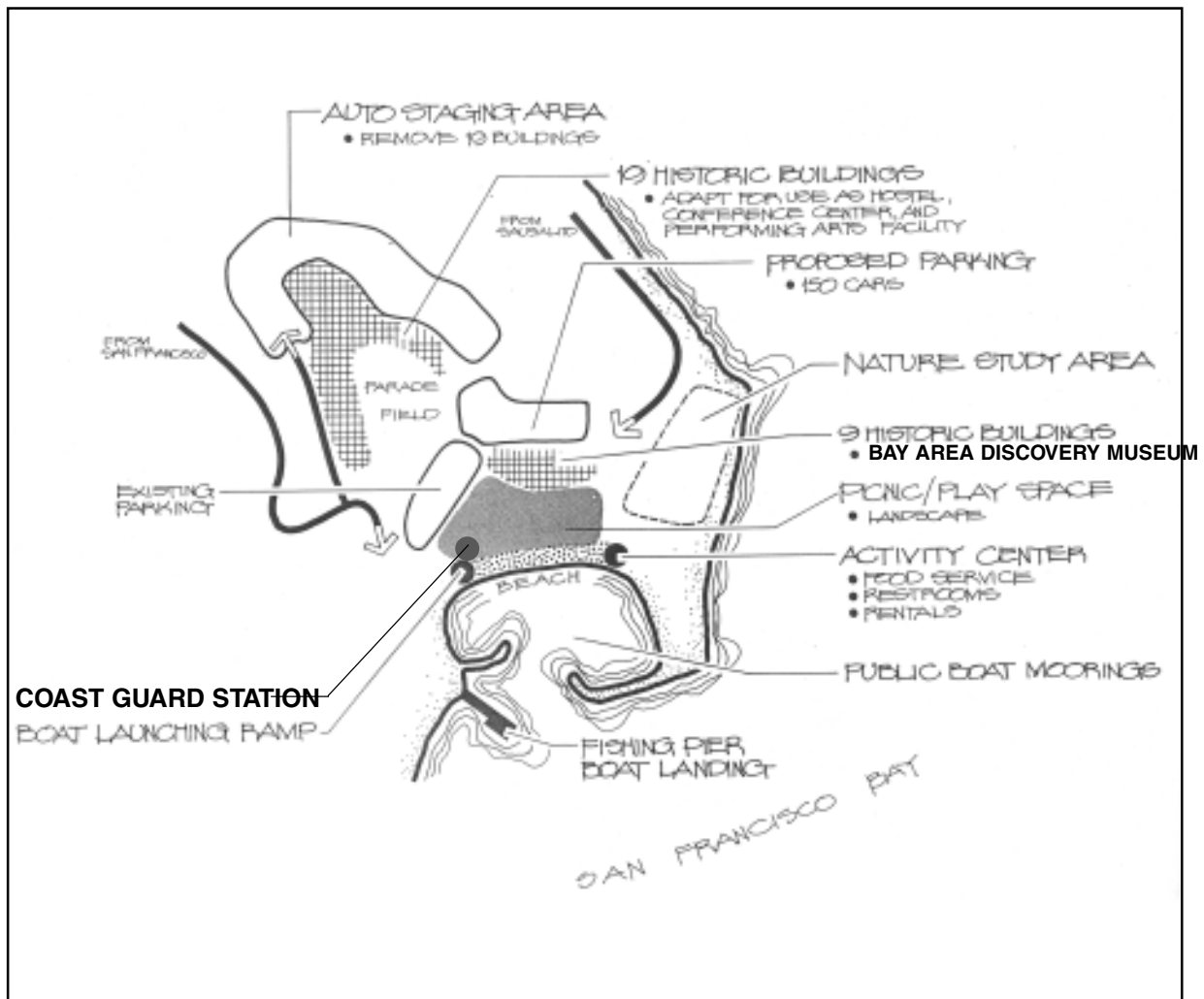


Figure 2-7 1980 GMP Alternative (as shown in 1980 GMP as amended)



Not to Scale

Source: GGNRA

DATE: October 1998



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The 185-car parking lot at the foot of the Parade Ground would be retained, and a new 150-car lot constructed north of the BADM.

2.3.2 BADM and Coast Guard Station

The BADM and Coast Guard would remain under their existing agreements with the NPS. There would be no expansion of their facilities.

2.3.3 Marina/Historic Boat Shop

The historic boat shop would be converted to an activity center with indoor and outdoor eating space, areas for socializing and playing games, restrooms and recreational equipment rentals. The marina would be converted to provide one-night berthing for up to 50 boats on the existing piers. The slips could also provide for existing Coast Guard use for temporary mooring of rescued disabled boats.

2.3.4 Other Historic Buildings

Historic buildings not needed for the conference center, hostel and performing arts facility would be used for an NPS visitor center and other NPS needs. Coastal fortifications (Batteries Yates, Duncan and Cavallo) would be preserved.

2.3.5 Waterfront/Fishing Pier

The wooden bulkhead and its protective riprap would be removed, fill behind the bulkhead would be removed, and the site regraded to create a sandy beach backed by grass and trees. Landscaping of a 6-acre area adjacent to the waterfront would include a picnic area and irrigated and mowed lawn to provide a play space with hard surfaced areas for walking and congregating. The boat ramp would be repaired and resurfaced. The fishing pier would be improved for fishing with the installation of railings, benches, restrooms, fish cleaning stations and development of a water shuttle landing. A visitor information station would be created in an adjacent building.

2.3.6 Open Space, Natural Habitats, Historic Resources, Roads and Trails

An environmental study area and overnight group campsite would be created near Battery Cavallo, subject to consultations with the U.S. Fish and Wildlife Service (USFWS) to protect mission blue butterfly habitat. Roads, intersections and circulation routes would be improved.

2.4 OFFICE AND CULTURAL CENTER ALTERNATIVE

2.4.1 Parade Ground/Capehart Area

Under this alternative, a single operator would be selected to lease buildings for office and program space for private and nonprofit groups. No new construction would be included. Tenants would be responsible for financing, rehabilitating and preserving the buildings that they occupy. Use of the buildings would relate to the park purpose.

Approximately 155,000 sf of space in existing structures would be rehabilitated for uses that would combine public programming similar to the Fort Mason Center, although on a smaller scale, with specialized program-related office uses similar to the Thoreau Center for Sustainability in the Presidio. Uses could include offices, restaurant/food service, assembly, meeting and performance space, and program space for private and nonprofit groups.

Sufficient Capehart housing would be removed to provide parking to support this use. Remaining residences could be used for NPS or park partner residential use.

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The historic Parade Ground would be restored as in the Proposed Action.

A maximum of 890 parking spaces would be located in several parking lots to support the center's projected needs.

2.4.2 BADM and Coast Guard Station

Same as the Proposed Action.

2.4.3 Marina/Historic Boat Shop

The marina and the 70 existing slips would be retained as a concession, government or non-profit operated program-supporting activity. Mooring would be provided for long term rental as well as short-term visitor use, with the addition of up to 10 mooring buoys. The use of volunteer-supported maintenance and work in lieu of full fees would be considered. The historic boat shop would provide public program space similar to that described under the Proposed Action, but also offering space to support the marina function (office/boat repair/boater use).

2.4.4 Other Historic Buildings

Same as the Proposed Action.

2.4.5 Waterfront/Fishing Pier

Same as the Proposed Action.

2.4.6 Open Space, Natural Habitats, Roads and Trails

Same as the Proposed Action.

2.5 NO ACTION ALTERNATIVE

Under the No Action Alternative, only those actions necessary to meet the legislative requirements to protect Fort Baker's natural and cultural resources, provide for visitor safety, and support existing park partners and NPS programs would be carried out. The NPS would be responsible for overall management and operations, with existing park partners (BADM and Coast Guard) responsible for continuing the responsibilities of their agreements.

2.5.1 Parade Ground and Capehart Area

Residential buildings would receive minimum rehabilitation for code compliance to meet safety needs, and would be leased or permitted for residential use. Nonresidential structures would be "mothballed" to arrest decay without restoration or adaptation for visitor use.

Interim uses in buildings currently managed by or permitted to the NPS would remain as follows:

- Building 513: NPS maintenance
- Building 511: BADM storage
- Building 631: BADM offices
- Building 670: NPS museum collection storage
- Building 691: NPS and partner storage

The 185-car parking lot adjacent to the Parade Ground would remain.

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2.5.2 BADM and Coast Guard Station

The BADM and Coast Guard would remain under their existing agreements with the NPS. There would be no expansion of their facilities.

2.5.3 Marina and Historic Boat Shop

The marina would be closed for public safety, the docks and related structures would be removed, and the historic boat shop (currently Presidio Yacht Club) would be mothballed. Two slips would be retained for Coast Guard use to support the current operational requirement requiring temporary docking of rescued disabled boats.

2.5.4 Other Historic Buildings

Nonresidential historic buildings would be mothballed to arrest decay without restoration or adaptation for visitor use.

2.5.5 Waterfront/Fishing Pier

Minimal changes in the waterfront area would be carried out to improve visitor safety and to organize and define appropriate roads and parking.

2.5.6 Open Space, Natural Habitats, Roads and Trails

Natural and cultural resources in the open space areas surrounding the developed area of the site would be protected to meet NPS legislative requirements, through such means as signing, fencing and routine patrol. Basic maintenance of roads and trails would continue. Existing programs to restore and enhance habitat for the mission blue butterfly would continue. These individual actions would be implemented as funding permitted. Minimal interpretive and educational signs/programs would be implemented as funding permitted. No new habitat restoration would be initiated.

2.6 MITIGATION MEASURES INCLUDED AS PART OF THE PROPOSED ACTION

As part of the Proposed Action, the NPS would implement the following mitigation measures. These measures represent modifications of the Proposed Action that would minimize or avoid the environmental impacts of the project or create a beneficial effect. Measures are presented for all impacts which are considered potentially significant, as well as those that are not potentially significant but for which the NPS wishes to minimize the impact. A complete discussion of the environmental consequences of the Proposed Action is provided in Chapter 4 of this EIS. All measures would be regularly evaluated and monitored by the NPS to determine their effectiveness in reducing impacts. Several measures presented in this section would require the approval and/or participation of other agencies. Such measures are clearly identified in the text below and in Chapter 4, and are in addition to those needed to reduce the Proposed Action's effects to a less-than-significant level. The NPS, as Lead Agency, will have primary and full responsibility for coordinating the specific elements of each mitigation measure, including those that involve cooperation or approval of other agencies. The NPS also would be responsible for ensuring that each mitigation measure has been implemented as specified in this document.

2.6.1 Geology and Soils

Soil Erosion. Stormwater pollution prevention plans (SWPPP) that prescribe best management practices (BMPs) to minimize potential soil erosion, and include prescriptions for monitoring of conditions before and after the completion of work (and for immediate post-restoration site

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stabilization) would be prepared and implemented. The SWPPP could include standard measures such as the following:

- Restrict grading and vegetative cover removal to the dry season between May 1 and November 15. This measure would generally preclude rainfall runoff from causing erosion of bare soils in disturbed areas.
- Seed exposed bare soil, apply appropriate soil amendments, and sprinkle irrigate if necessary to encourage establishment of a self-sustaining vegetative cover as soon as practical after grading or other soil disturbance are completed. Irrigation should continue until natural rainfall sustains the vegetation.
- Minimize soil disturbances by restricting heavy equipment, trucks and vehicles to the immediate construction area.
- Use soil tackifiers, jute netting, hydroseeding, or other effective measures to retard erosion on steep slopes (over 10% gradient). These sites would be monitored on a weekly basis until a vegetation cover of 90% is minimally established. If rills or gullies form, corrective actions would be taken to retard erosion.
- Install temporary/permanent water bars on trails and slope exposures which are difficult to vegetate or that would be subject to long-term soil compaction.
- Use straw bales and silt fences to retard movement of loose soil at disturbed sites. Excessive silt deposition in drainage swales, channels and culverts would be removed mechanically at the end of the construction period and repeated as necessary for a minimum of one year.
- Where appropriate, the tires of trucks and heavy equipment leaving the site would be washed or brushed off mechanically to reduce soil deposition on roads.
- The SWPPP would include specific mitigation measures for each construction site over ¼ acre. The SWPPP would be compatible with other objectives of the Proposed Action. For example, vegetation in the habitat restoration area would use plant species that support the restoration objectives.
- The implementation of the SWPPP would be monitored by the NPS to ensure compliance with all stipulations, mitigation measures and performance standards identified in the SWPPP. If the NPS uses contractors for construction, the NPS would incorporate into contract specifications the requirement that contractor will comply with and implement the provisions of the SWPPP for erosion control noted above, as well as other measures to protect water quality.

Additional BMPs, if necessary, would be implemented based on monitoring. (Also refer to Section 2.6.3.

Changes in Shoreline Configuration. Removal of the bulkhead and restoration of the beach would be designed to provide protection for adjacent structures which would remain (U.S. Coast Guard and historic boat shop). Protective measures would be specified by the project engineer and may include installation of temporary or permanent shoring around the foundation of each structure, temporary

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dewatering and use of physical devices to prevent settlement in the foundation of each structure. Seasonal monitoring of the restored beach would be conducted to verify its stability. Extension of protective structures would be implemented by the NPS, if needed based on monitoring. As mitigation, a temporary barrier would be installed at the low water line to prevent erosion of exposed soils during the restoration effort. The barrier would be permeable to allow water flow through it, but it would retard wave erosion, and would hold back sediment and soil and prevent its deposition in Horseshoe Bay. Also refer to Section 2.6.2 for additional information.

Landslides. Detailed design-level landslide geotechnical engineering investigations would be performed by a licensed geotechnical engineer to confirm the characteristics and extent of landslides that pose potential hazards to the areas to be developed. These investigations would provide site-specific evaluation of the stability of these landslides with respect to proposed grading. The studies would be used to develop and implement design criteria for the stabilization of landslides as required to reduce the hazards to existing and proposed developments to an acceptable level of risk. Design-level geotechnical investigation would include: subsurface exploration to characterize the thickness of landslide deposits, obtain samples for testing, and obtain groundwater level information; laboratory testing of geologic materials; slope stability analysis, including hazards under seismic ground shaking conditions; and development of stabilization/repair recommendations. For these areas, required and recommended slope stabilization measures may include slope benching, buttresses, retaining walls, installation of drainage features and excavation and reworking of the landslide materials. The project's engineering geologist would specify performance standards to achieve acceptable level of risk. The project's engineering geologist would establish requirements and make recommendations to the NPS prior to the development of specific construction plans. The NPS would either implement the measures to reduce the hazard to an acceptable level of risk or select an alternative course of action, such as avoidance of construction of the proposed facilities in an area subject to high risk

Grading, Infrastructure Facilities and Building Foundations. Prior to NPS approval of a specific development construction plan, detailed design-level geotechnical engineering investigations would be performed to develop appropriate geotechnical engineering design criteria for grading, infrastructure facilities, and building foundations for individual projects implementing the Plan. The scope of these investigations would include site-specific subsurface testing, laboratory testing, and geologic/engineering analyses that address specific geologic conditions, constraints on development, and performance standards. In conformance with code requirements, the NPS would undertake a structural safety evaluation of all buildings on the project site to be used for human occupancy and use. All substandard buildings would be upgraded over time and new construction would meet applicable seismic codes, laws and NPS policies. These include the 1997 Uniform Building Code (or more recent), the 1998 California Building Code (or more recent), and Seismic Retrofit laws. In areas underlain by soft Quaternary Sediments, custom earthquake ground motion estimation would be used for design of new structures and retrofitting of existing structures to meet current performance standards. The report will specify structural design recommendations and materials. The NPS would incorporate the recommendations of the engineering geologist/structural engineer into the design and construction of the buildings/facilities. As required by law, the buildings would be inspected during their construction and retrofitting to ensure that the standards are met. As recommended by the California Division of Mines and Geology, Special Publication 117: *Guidelines for Evaluating and Mitigating Seismic Hazard Conditions in California* would be used in preparation of such design.

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2.6.2 Coastal Processes

Shorefront Stabilization. Native plant species would be planted in the graded area adjacent to the new beach no later than 120 days after grading is completed to prevent the contours from eroding while natural vegetation becomes established. If the grading occurs after the winter months, temporary irrigation would be provided to support plant establishment. A boardwalk would be constructed across the beach to buffer vegetation from increased foot traffic and minimize visitor disturbance. Please also see Section 2.6.1.

Removal of Bulkhead Timbers. Handling and disposal of creosote-coated timber would be conducted in accordance with state regulatory standards.

2.6.3 Water Resources

Stormwater Pollution Prevention Plan. NPS would develop and implement a stormwater pollution prevention plan (SWPPP) that prescribes best management practices (BMPs) and compliance monitoring to control erosion and contaminated runoff from the construction site, including structural, management, and vegetation measures. Measures similar to those presented in the *Presidio of San Francisco Stormwater Management Plan* (May 1994) and the *State of California Best Management Practices Handbook: Construction Activity* (prepared for the State Water Resources Control Board, March 1993) would be implemented. Examples of such BMPs included use of sediment trapping and filtering systems, bioswales, storm drain inlet protection, sediment basins, and other such BMPs. Refer to Section 2.6.1 for additional detail.

Public Education. In addition to the positive structural actions to improve water quality, the NPS would provide educational programs (e.g., stenciling of storm drains, prohibition of discharge of boat wastes) to increase knowledge and understanding of the importance of water quality to the health of the environment to prevent and/or minimize inadvertent water pollution.

Water Quality Protection and Monitoring. Periodic monitoring of urban and stormwater runoff would be conducted. Appropriate monitoring protocols would identify parameters and maximum levels allowed. If these levels are exceeded, water quality improvement features such as additional BMPs previously described would be implemented by the NPS.

Dredging Requirements. The following measures would be implemented for any proposed future dredging operation at Fort Baker to protect natural resources. These measures would be implemented in addition to the existing resource protection requirements of relevant regulatory agencies, including but not limited to the US Army Corps of Engineers, State Water Resources Control Board, Regional Water Quality Control Board, Environmental Protection Agency, and the State Lands Commission.

The NPS would require the future operator of the marina to consult with the NPS (Division of Resource Management and Planning) to determine the specific location and total volume of material proposed for removal within Horseshoe Bay. All dredging operations would be subject to the following measures prior to submitting necessary permit applications to other (outside) agencies. The NPS would also work with the Coast Guard to implement the following.

- the need for dredging must be specifically demonstrated;
- the total volume of material proposed for removal would be reduced to the maximum extent feasible;

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- dredging operations would be restricted to the months of June-September;
- important fisheries and natural resources would be protected; and
- proposed dredging operations must demonstrate consistency with the Long Term Management Strategy (LTMS) program and the Bay Conservation and Development Commission's (BCDC) policies regarding dredging, including consideration of dredging need, beneficial reuse, and upland disposal site alternatives.

In addition to demonstrating the above, the NPS would require the following priorities be used in determining disposal methods for dredged material from Fort Baker:

- the first priority for disposal of dredged material would be beneficial reuse on-site. If not deemed feasible based on the tested quality of material and/or lack of on-site demand for reuse, then;
- beneficial reuse at alternative off-site location would be considered. If the tested quality is not consistent with standards for available off-site opportunities and/or if no demand for such materials exists at the time of disposal, then;
- material would be disposed of at the site currently authorized/designated disposal site. Non-tidal sites would be used to the maximum extent feasible.

2.6.4 Biological Resources

Threatened, Endangered, Rare, and Sensitive Species. The NPS has consulted with the USFWS and NMFS regarding potential effects to listed species. This Final EIS has been revised to incorporate the recommendations, terms, and conditions provided by these agencies to protect listed species.

Control of Visitor Use. Sensitive habitats, including native plant communities/habitats, mission blue butterfly habitat, steep or eroded soils, and areas identified for habitat restoration would be protected by identification and closure of social trails, careful location of new trails and the use of protective fencing, interpretive and enforcement signing, and educational materials/programs. The following measures would be implemented:

- Post and cable or other appropriate barrier fencing would be used in locations where hikers would be likely to leave the trail with potential to damage adjacent mission blue butterfly habitat. Appropriate buffer zones would be established to further protect mission blue butterfly habitat.
- Barrier fencing or vegetation would be installed at the rear of the conference center lodging to prevent visitors from taking shortcuts through habitat to reach trails and open space.
- An existing trail and all social trails through mission blue butterfly habitat would be closed and the site restored, and a new trail would be constructed to provide a loop trail experience for visitors using the Barrier Duncan Trail. This would discourage off-trail use by providing an attractive alternative route.
- Monitoring of off-trail use and the effectiveness of planned protective measures would determine the need for additional actions or increased educational and enforcement actions.
- Sensitive areas along the proposed San Francisco Bay Trail, including mission blue butterfly habitat, nesting/roosting seabird areas, and steep slopes would be protected by trail alignment, interpretive signs, fencing, and where appropriate, patrols.

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Also see Section 2.6.9 (Recreation and Visitor Enjoyment) for additional measures related to visitor use.

Mission Blue Butterfly Habitat Restoration. Planned restoration of mission blue butterfly habitat as mitigation for the Golden Gate Bridge seismic retrofit work would continue to be implemented at Fort Baker. Future restoration efforts identified as part of the Proposed Action would expand on this project, completing up to 23 acres of additional butterfly habitat restoration onsite. The NPS would develop assurances that the mission blue habitat restoration, enhancement, and maintenance takes place in a timely manner as proposed by ensuring that funding would be available for these efforts. The NPS would provide a description of these assurances to the USFWS for review and approval before November 1, 1999, consistent with the terms and conditions of the USFWS's Biological Opinion for the project (signed September 29, 1999).

Mission Blue Butterfly Management and Monitoring Strategies. The NPS would carry out a protocol for monitoring visitor-associated impacts to the mission blue, its host plants and habitats, including unauthorized trail formation. Habitat enhancement areas not specifically targeted for the mission blue would also be monitored for establishment of host plants, mission blue populations, and visitor impacts. The results of this monitoring would be reported to the USFWS in an annual report.

Temporary Disturbance to Mission Blue Butterfly Habitat Areas. When construction or infrastructure repair is to take place near threatened, endangered, or other species of special concern, a qualified biologist would monitor construction activities to ensure protective measures are implemented, and stop work if necessary to protect biological resources. The NPS would also enforce measures to avoid accidental habitat degradation during construction phases, including establishment of buffer areas (minimum 50 feet where possible), flagging *lupinus albifrons* in the vicinity of construction activity, installation of temporary fencing, dust control during construction, worker education, and posting and enforcing a 20 mph speed limit on Conzelman Road during the flight season.

Anti-Poacher Training. The NPS would train on-site workers and volunteers to detect and respond to suspicious activities characteristic of endangered butterfly poachers.

Anti-Poacher Patrols. The NPS would conduct daily, irregularly scheduled patrols of the plan area by law enforcement or uniformed park staff during the mission blue's vulnerable season (late March to early July) to detect, deter and prevent poaching. The NPS would document the number and results of patrols in the annual reports copied to the USFWS.

Control Invasive Plants in Developed Areas. Invasive non-native plants such as french broom, fennel, and eupatorium are currently found in developed areas of Fort Baker adjacent to existing and proposed mission blue habitat restoration areas, and provide a source of propagules that threatens these habitats. The NPS would control invasive plants within dispersal distance of natural habitats so that the integrity of the restored and enhanced areas may be preserved. These actions would be accomplished through implementation of an exotic plant management plan.

Control Non-Native Trees. The NPS would reduce the extent of non-native tree stands in the Fort Baker Plan area, outside of the developed and landscaped lands, to only the extent as seen in 1991. The focus would be on the trees encroaching on mission blue habitat and blocking connection between habitat at Battery Duncan and Battery Cavallo. The NPS would follow tree removal promptly with efforts to restore mission blue habitat in the cleared areas.

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Ongoing Consultation. Before January 1, 2005, the NPS would review with USFWS the status of the Fort Baker Plan, the mission blue, and the success of the plan in minimizing impacts to the species. As a result of this review, USFWS will consider the extension or reinitiation of the biological opinion.

Monarch Butterfly. Monarch butterfly autumnal and overwintering sites would continue to be monitored, protected and interpreted. Restoration activities would avoid known monarch sites. Removal of eucalyptus groves which provide overwintering sites would be a separate action subject to additional environmental analysis.

Fisheries. Bulkhead/riprap removal, beach restoration, marina conversion, and future dredging activities shall occur during the months of June through September. Implementation of this measure is recommended by the National Marine Fisheries Service to minimize potential effects to special status species and habitat.

Eelgrass Beds. Mitigation for potential impacts to eelgrass would conform to the requirements set forth in the *Northern California Eelgrass Mitigation Policy* (as adopted July 31, 1991). In addition, the following measures would be implemented to protect and enhance eelgrass beds:

1. During construction: removing riprap through a land-based operation, timing of beach restoration to occur as much as possible during the period of plant dormancy, and removing riprap during low tide periods to minimize turbidity. Other mitigation such as silt fences and relocating plants and associated animals to other areas of Horseshoe Bay during beach restoration would be considered.
2. During dredging: any dredging activities would avoid areas with eelgrass where feasible. Pre-project surveys would be required before implementation of any dredging.
3. Long-term operational: education, signs and restriction of boats from eelgrass zones; removal of large floating debris; prohibition of the use of herbicide and fertilizers on landscapes at Fort Baker during the winter and spring (November 1 to March 30) or requiring application procedures that would not result in runoff; as well as enhancements of the beds within the bay through selective removal of scattered riprap in the southeast corner.

Raptor Nests. Prior to any construction activities, NPS biologists would determine whether any birds of prey are nesting in the vicinity of proposed construction activities. Observations would be made during the breeding season (January through July) prior to and during construction activities. If nesting pairs are located in the work vicinity, appropriate buffer zones would be delineated by a qualified biologist and the area closed by installation of temporary fencing until the biologist has determined that nesting activity has ended. Other preventive measures, such as the use of signing, implementation of a monitoring program, and establishment of contingency plans, would also be implemented as necessary to avoid accidental habitat degradation during the construction phase.

Nesting/Migratory Birds. Any removal (including mowing and tree-trimming) of landscaped, nonnative or native vegetation would follow park guidelines for protection of nesting birds. These guidelines include restrictions on timing of vegetation removal, requirements for searching for active nests prior to removal, and maintaining mowed areas at low height to discourage nesting. Restrictions would also apply to cliff swallow nests on buildings. Bird exclusion measures, such as temporary netting, would also be considered for implementation prior to the start of nesting season. Such actions would be considered on a case-by-case basis by the NPS. Use of this measure could help reduce or avoid impacts to nesting birds during construction activities.

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Marine Mammals/Seabirds/Waterbirds. The NPS would provide interpretive signage and materials to inform boaters and other visitors of appropriate actions to prevent disturbance to marine mammals, wintering waterbirds and nesting seabirds, including waterbirds offshore and nesting seabirds on the Needles near Lime Point. Prior to reopening of the trail to Lime Point, a survey of current bird use of the Needles and Lime Rock would be completed to determine if additional mitigation to avoid disturbance of birds either nesting or resting on the rocks would be necessary. In addition, ongoing monitoring of marine mammal and waterbird activities would continue to document seasonal numbers and distribution of these species.

Vegetation Removal. Site-specific revegetation plans would be implemented for native plant communities that may be negatively affected by construction projects such as infrastructure improvements or building rehabilitation. Native plants that could be disturbed would be salvaged from the work areas prior to construction and transported to the Marin Headlands native plant nursery or stored onsite for restoration and mitigation sites. Revegetation of disturbed areas after construction or demolition would proceed as quickly as possible to reduce recolonization by invasive species. Any loss of native habitat due to construction projects would be fully mitigated through restoration such that no net loss of native habitat is achieved. This may include eucalyptus tree and broom removal.

Signage and Educational Materials. Directional signs and trail signs, Fort Baker orientation maps and outdoor wayside exhibits would be appropriately placed to help direct and inform visitors to the site. Informational and enforcement signs similar to those used at other park sites would be installed that would warn users about activities that are disturbing to wildlife. Printed material would be provided in visitor contact areas such as the NPS visitor center, exhibit areas, in conference rooms, and at the boat ramp regarding the sensitivity of habitats and the need for visitor cooperation for their protection. Requirements would be included in agreements with existing or future park partners, such as the conference center operator and the BADM to provide educational materials at their facilities.

Bat Survey. Prior to any building removal or rehabilitation of abandoned or minimally occupied buildings, attic spaces, roofing or replacement of tile roofs, bat surveys would be performed to determine presence, species identification, roosting locations, type of roosting habitat (i.e., day, night, maternity, winter, etc.) and to document intensity of use. These surveys would be used to develop appropriate measures (consistent with the preservation of historic structures) to avoid or mitigate impacts. Regional bat experts would be consulted in the preparation of these measures.

Food, Litter and Pests. All park partners and concessionaires would be educated on and be required to implement the NPS Integrated Pest Management Policies. Visitors would have signs and information regarding the importance of litter control, not feeding wildlife and other pest management issues. Animal proof trash receptacles would be used. Fish-cleaning stations would be designed to be self-contained so that they do not leak/dump into the bay and such that odors and wildlife access are minimized.

Feral Cats. Feral cats are predators to native wildlife species. Any feral cats found at Fort Baker would be captured live and taken to nearby humane societies.

2.6.5 Cultural Resources

Memorandum of Agreement. A Memorandum of Agreement (MOA) between the State Historic Preservation Office (SHPO) and the NPS was developed to address the effects of the Proposed Action on all contributing elements to the Fort Baker historic property. When all signatures have been

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obtained, the Advisory Council on Historic Preservation (ACHP) will be notified and provided copies of the consultation documentation. All but twelve of the contributing structures at Fort Baker would be preserved and maintained under the MOA.

Programmatic Agreement (Interim Treatment). Until Fort Baker is transferred to the NPS, the U.S. Army will be the Lead Agency responsible for the preservation of the site's historic structures. These responsibilities are outlined in an existing Programmatic Agreement signed by the Army, SHPO, and the NPS in May 1996. The Programmatic Agreement identifies the Army's responsibility to preserve and maintain Fort Baker historic structures in a manner consistent with the policies and purposes of the National Historic Preservation Act and related regulations, standards and guidelines. The NPS would continue to work with the Army to insure that the commitments made in that agreement are carried out in the interval of time until transfer to the NPS.

Beach Restoration. Prior to excavation work, archeological testing would be conducted to identify archeological sites and develop a treatment plan for archeological resources. Treatment of archeological resources may require changes to the project design or intensive monitoring.

Rehabilitation of Buildings Surrounding the Parade Ground. Rehabilitation of the historic buildings surrounding the Parade Ground would be compatible with the qualities that currently qualify each structure for inclusion in the National Register of Historic Places. Care would be taken to retain character-defining features of the buildings: those distinctive aspects, qualities or characteristics that contribute significantly to their physical character. These include form, structure, materials, particular features such as roofs, windows, entrances and porches, interior spaces and finishes, and mechanical and electrical systems. Accessibility would be a particular consideration, as most buildings at Fort Baker do not comply with current standards. The NPS requires that full program accessibility be achieved as part of the rehabilitation process. In adapting the buildings to new uses, encouragement would be given to reconstructing the porches that previously existed on buildings 601, 602 and 636.

New Construction. New construction at Fort Baker would be designed in a manner that is compatible with but clearly differentiated from buildings of the historic district. Design direction would be guided by compatibility criteria based upon character-defining elements of the historic district. Scale, texture, color, rhythm of openings, massing, and materials would be some of the elements of the compatibility criteria that would help provide continuity between the new construction and its historic surroundings. It is expected that new designs would neither be abject repeats of historic style nor isolated statements without reference to the history within which they rest.

Increased Security and Protection Measures for Batteries. The NPS would employ the most effective concepts, techniques, and equipment to protect the existing batteries at Fort Baker against vandalism, graffiti, and other threats without compromising their integrity or unduly limiting their appreciation by the public.

Battery Cavallo Preservation and Interpretation Plan. In a future planning effort with separate environmental analysis, the NPS would develop a detailed multidisciplinary plan for the preservation and interpretation of Battery Cavallo, integrating requirements for historic preservation, natural resource protection, visitor use and interpretation.

Archaeological Resources. Documentary research and test excavations would be conducted in areas of high archaeological sensitivity to assist in identifying, evaluating and avoiding significant remains

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at these sites during plan implementation. Unexpected discoveries may occur outside of these areas, and routine archaeological clearances would be conducted for all areas within Fort Baker. An archaeological monitoring program designed in accordance with the MOA would be used to evaluate and record historic features that may be discovered during the Proposed Action, as noted above.

Native American Consultation. Communication has been initiated by the NPS with the Federated Indians of Graton Rancheria. The NPS will consult with the Tribe to develop an agreement for the treatment of prehistoric sites or burials in the Fort Baker planning area. The first priority will be to conduct a testing program in the vicinity of prehistoric sensitivity areas identified within the *Fort Baker Cultural Landscape Report*. The NPS would then seek to preserve in place such resources.

2.6.6 Traffic and Circulation

Traffic Management Plan. Prior to construction, a Traffic Management Plan would be prepared by the contractor(s) and submitted to the NPS for review and approval. The plan will include specifications on construction traffic scheduling, proposed haul routes, construction parking, staging area management, visitor safety, detour routes, and speed controls (including those addressed in Section 2.6.4 for the mission blue butterfly). The contractor(s) will limit the transport of construction equipment and materials to periods of off-peak traffic to the maximum extent feasible. If not deemed feasible by the construction contractor, the NPS would condition the plan to require additional measures to ensure that the traffic effects evaluated in the EIS are not exceeded. Such measures might include requirements to stagger worker shifts and material deliveries, and/or provide traffic control officers during construction to help speed the flow of traffic and enhance traffic safety. Provision of traffic control officers would be reviewed with Golden Gate Bridge Highway and Transportation District (GGBHTD), California Department of Transportation (Caltrans) and other relevant agencies to ensure coordination with their operations and assure that proper permits are received and qualified personnel employed. Modifications, if any, to the Traffic Management Plan would be subject to written approval by the NPS. A copy of the draft plan would be made available for review and comment to other agencies upon request.

Onsite Vehicle Access and Circulation. To improve onsite circulation, the following would be implemented:

- To avoid confusion to drivers arriving at Fort Baker, channelization/signage would be provided at key points within Fort Baker (Bunker Road and East Road, and intersections with Alexander Avenue at Danes Drive and East Road). Drivers/vehicles would be directed to their destinations and/or available parking locations. Signs directing Highway 101-bound motorists to use Bunker Road/Danes Drive/Alexander Avenue would be installed.
- Danes Drive/Bunker Road – NPS proposes to lengthen the westbound right-turn lane from Danes Road to Bunker Road by a minimum of 75 feet. In the event of a queue extending east of the Baker-Barry tunnel, this improvement would allow vehicles destined for Fort Baker to safely bypass, and avoid contributing to the queue.
- To allow for adequate access and egress for emergency and service vehicles, on-street parking would be regulated and enforced. On-street parking would also be prohibited on Murray Circle around the Parade Ground.
- Provision of overflow parking along East Road on existing paved/graveled surfaces (with shuttle service provided to special event sites as appropriate depending on the scale of the event).

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- At mid-block locations on East Road or intersections near the BADM, median pedestrian refuges would be installed to facilitate pedestrian crossings. These could also be designed as raised crosswalks to improve their visibility. “Traffic calming” features intended to reduce the speed of vehicular traffic could also be installed in this area. Such measures may include reducing lane widths, lowering speed limits, addition of stop signs and/or advance pedestrian crosswalk signs, pedestrian refuge areas, raised medians, and other techniques to improve the safety of visitors and reduce the speed of cars.
- NPS would work with Fort Baker park partners to provide an onsite shuttle service for travel locations between parking and onsite facilities, as appropriate.

Pedestrian/Bicycle Improvements. Bicycle/pedestrian link routes or pathways would be provided between the proposed land uses and connected to the existing Bay Trail. Vehicular traffic except for emergency and service vehicles, and potentially one-way outbound traffic during peak traffic conditions (as described under the TSM below), would be prohibited on Conzelman Road. Signs warning hikers and bicyclists of possible intermittent vehicles would be posted for safety reasons. Secure bicycle parking facilities would be provided by all Fort Baker tenants. In addition, the shuttle system required under the TDM program to and from Fort Baker and Sausalito would accommodate bicycles to help bypass the constrained areas of Alexander Avenue, Second Street and Bridgeway. Also see Offsite Transportation Enhancement below for a description of regional efforts.

Transit. The NPS would pursue the provision of direct transit service to Fort Baker by initiating consultation with Golden Gate Transit, the Marin County Transit District and MUNI to determine the feasibility and cost of such service. The NPS would also coordinate with public transit officials and tour companies to determine where standard or other-sized buses can be accommodated given the road geometry of Fort Baker.

Size of Conference and Retreat Center. When selecting the developer and operator for the proposed conference and retreat center component of the Proposed Action, the NPS would establish competitive selection criteria to solicit the smallest possible economically feasible facility that meets the objectives of the project including minimizing impacts on the site and its surroundings.

Transportation Demand Management Program. Under the direction and coordination of the NPS, a Transportation Demand Management Program (TDM) would be developed and implemented for Fort Baker. The focus of the TDM will be to reduce automobile use and parking requirements, alleviate traffic congestion, and enhance transportation safety. Each park partner including the future operator of the conference and retreat center would be required to prepare individual TDM plans which would be integrated into an overall program for the site. Oversight of the development and implementation of the TDM would be done by the NPS, in consultation with relevant agencies, and in conjunction with the Monitoring Program proposed by the NPS as described later in this section.

The TDM measures listed below are presented under two primary categories: those that “would” be implemented (i.e., those measures which have been identified to address and mitigate the traffic impacts identified in the EIS); and those that “could” be implemented in the future (i.e., additional measures that would be considered by the NPS in the future based on the results of ongoing monitoring).

The measures that would be included in the Fort Baker TDM program include:

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- A site manager or other NPS designee would be assigned the responsibility for oversight and management of the TDM. The duties of the site manager would include, but not be limited to: working with park partners to develop and ensure implementation of TDM, oversight of construction activities to ensure compliance with the approved Traffic Management Plan, conduct review of park permits for special events, and function as the point of contact for potential traffic concerns.
- Provision of shuttle service appropriate to the scale of the approved facility. The shuttle service would include airport connections, local attractions (including sites within the GGNRA and the City of Sausalito) and service to local transportation nodes (such as the Sausalito ferry dock) by the operator of the conference and retreat center with coordination and cost-sharing with other Fort Baker park partners. This service would be actively promoted and advertised to conference and retreat center participants in advance of their trip. Shuttle service would be shared by the BADM, Coast Guard and the NPS. Convenient and regularly scheduled shuttles to and from the City of Sausalito would be provided for patrons of Fort Baker, and would be designed to accommodate bicyclists.
- Promoting alternative travel modes by providing reduced or free fares or other incentives to use transit or a shuttle connection, as well implementation of a ridesharing program. Informational packets describing available services would be provided to employees and visitors.
- Require that all large events secure a park permit as part of the approval process. The TDM would establish the criteria used to define a “large” event, as well as the procedure used by park partners to secure such a permit. As part of the permit approval process, the NPS may condition a permit to require implementation of the Transportation System Management (TSM) measures presented below or other restrictions specific to the proposed event that the NPS identifies as necessary to minimize traffic effects. Scheduling of all large events would be coordinated with other site users and the City of Sausalito, where relevant.
- Require that the conference and retreat center TDM plan include measures specifically aimed at reducing peak hour trips as well as an overall reduction in single vehicle trips to the site including:
 - staggering employee work shifts to avoid peak hours,
 - schedule check-in and check-out times to avoid peak traffic hours,
 - provide future patrons of the conference and retreat center with information on how to get to Fort Baker without a car before their arrival,
 - upon arrival to the center, educate patrons about congestion on the Golden Gate Bridge and congestion and limited parking in downtown Sausalito and provide information on alternative means of transportation including shuttle system.
- Work closely with BADM to identify measures to reduce total number of trips and parking demands including: working with participating schools for students to arrive to the BADM via bus or carpool; spread out BADM event schedules throughout the day and thereby decrease simultaneous parking demand; and other incentives to reduce automobile trips.

Other measures that could be implemented as part of Fort Baker’s TDM include:

- Implement limitations on programs offered and scheduling of large events.

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- Use conference and retreat center parking fees to further discourage individual vehicle trips to Fort Baker.

Bay Area Discovery Museum. Phase the proposed BADM expansion such that the TDM is in place for each phase prior to occupancy of the expansion.

Transportation Systems Management. In addition to the TDM measures presented above, NPS would also pursue implementation of the following Transportation Systems Management (TSM) measures. TSM measures are intended to alleviate traffic congestion at peak demand periods and could include:

- Conzelman Road could be opened to one-way outbound vehicular traffic during peak traffic conditions as a means to alleviate congestion on Alexander Avenue in the vicinity of U.S. 101 and Danes Drive. The decision to implement this measure would be reviewed with relevant jurisdictions, and would be based on review of data gathered during Monitoring Program discussed later in this section. Any use of Conzelman Road for this purpose would require implementation of protective/safety measures for bicyclists and pedestrians.
- During special events requiring a park permit (as described under the TDM discussion), the NPS could require the use of traffic control officers at potential bottleneck locations to improve traffic flow and safety. This measure could also be used to alleviate construction-related effects if deemed necessary through monitoring. If implemented, this measure will be reviewed with the GGBHTD, Caltrans, and other relevant agencies to ensure coordination with their operations and assure that proper permits are received and qualified personnel employed.
- Temporarily or conditionally closing East Road to general through traffic such that vehicle access to Sausalito is discouraged. Implementation of this measure would be reviewed by the NPS in conjunction with the data compiled from the monitoring program, and consultation with relevant agencies.

Offsite Transportation Enhancements. The measures presented below would require approval by other agencies (i.e., GGBHTD, Caltrans). The NPS has already consulted the GGBHTD regarding the proposed Alexander/Danes improvements. The GGBHTD has concurred with the recommendations, and the NPS would pursue implementation of these actions following the Record of Decision (ROD). Implementation of the two other items, although not necessary to reduce a significant adverse impact identified in this EIS, are being proposed by the NPS to improve existing conditions (traffic flow and safety) within the project area.

- Alexander Avenue/Danes Drive – NPS proposes to coordinate with the appropriate agencies to re-configure the Danes Drive approach to this intersection. With the re-configuration, the skewed approach angle of Danes Drive would be converted to a more perpendicular alignment by narrowing the intersection flare. This would improve conditions for the eastbound right-turn movements from Danes Drive, eliminating the need for the driver to turn more than 90 degrees to see southbound on-coming traffic. It would also allow the extension of the southbound left-turn lane on Alexander Avenue into Danes Drive adding storage capacity for roughly two additional passenger cars in the left-turn lane. As part of the re-striping, a “Keep Clear” area would be established on Alexander Avenue to keep vehicles from blocking the intersection during periods of peak congestion or queuing. The NPS would conduct a signal warrant analysis for this intersection for review and discussion with relevant transportation agencies.

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- Alexander Avenue / East Road – NPS proposes to coordinate with relevant agencies to implement changes to this intersection to improve channelization and provide clearer direction to drivers on the proper use of the intersection. To achieve this, an operational analysis during peak traffic demand conditions would be used to identify, design and construct appropriate roadway alignment, and traffic control features such as new directional signing, use of raised or striped islands to channelize vehicles and/or other methods to improve sight distance.
- NPS would work with GGBHTD and Caltrans through the Parklands Transportation Task Force to explore opportunities under other agencies' jurisdictions to alleviate congestion and backup experienced along the Alexander Avenue approach to US Highway 101 and improve bicycle and pedestrian safety. NPS would also consult with GGBHTD and Caltrans to develop and implement channelization improvements to the west side of the Alexander Avenue interchange at Highway 101.

Monitoring Program. Consistent with NPS-12 (NPS NEPA Guidelines), a Monitoring Program would be implemented by the NPS to:

1. measure the effectiveness of the proposed mitigation measures; and
2. verify that no impacts greater than those already analyzed and mitigated in the EIS occur.

The Monitoring Program would establish an ongoing traffic data collection program; during pre-construction, construction, and post-project implementation periods. Periodic data collection would include, but not be limited to:

- Ongoing traffic monitoring during peak season weekends; and
- Collection and analysis of directional hourly traffic counts and queuing data from 2:00 p.m. Friday to 8:00 p.m. Sunday at three locations:
 - Bunker Road south of Danes Drive;
 - Alexander Avenue between Danes Drive and East Road; and
 - East Road south of Alexander Avenue.

The traffic data set would be used to develop mitigation “trigger levels or thresholds” which would assist the NPS with the timing/implementation of the traffic mitigation measures identified in the EIS. These triggers/thresholds would also be developed and used by the NPS to implement contingency measures in the event that traffic generated by the Proposed Action exceeded the impacts projected in this EIS. Such measures could include more stringent TDM requirements (i.e., more rigid controls related to employee arrival/departure times), increased use of the TSM measures presented above, and/or implementation of the future measures described under the TDM program (i.e., those that “could” be implemented).

In addition, NPS would periodically evaluate the effectiveness of its TDM program by collecting data on the use of various transportation modes. Such data could consist of vehicle occupancy, transit ridership, and bicycle and pedestrian volumes. The NPS would review such data with relevant transit agencies in order to promote and maximize the use and availability of alternative modes of transportation at Fort Baker.

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The Monitoring Program would be developed in consultation with the Parklands Transportation Task Force and City of Sausalito, and data gathered as part of the program would be shared with the member agencies of the Task Force and Sausalito to promote and extend a regional approach to transportation systems management.

2.6.7 Air Quality and Noise

Construction Hours. To control the daily duration of construction-generated noise impacts, the NPS would limit hours of construction to the times between 7 a.m. and 5 p.m. Monday through Friday, except when construction deadlines make this infeasible. No construction would be allowed on Saturday or Sunday, except when construction deadlines make this infeasible. The limitations on hours of construction would be binding by their inclusion in contract documents for authorizing the work of construction contractors.

Heavy Equipment Noise. Noise baffling devices would be installed on heavy equipment during site excavation, grading, and/or construction activities.

Traffic Noise. To reduce noise from vehicle traffic, the NPS would implement a Transportation Demand Management (TDM) program at Fort Baker to minimize the number of vehicles travelling to and from the site. The TDM program and other transportation-related measures are described in Section 2.6.6. Maintenance and other divisions would use energy-conserving government vehicles. If possible, electric or other alternative vehicles would be used to reduce noise.

Noise Barriers. Temporary barriers would be erected around construction sites and stationary equipment such as compressors, as warranted.

Construction Sites. Construction sites would be limited to the smallest feasible area. Ground disturbance would be carefully controlled to preclude undue damage to vegetation, and soils, and to reduce air, water, and noise pollution.

Bay Area Air Quality Management District (BAAQMD) Control Measures. To reduce construction-generated PM₁₀ emissions, construction contractors would be required to implement the following BAAQMD-required feasible control measures:

- All active construction areas would be watered at least twice daily.
- All trucks hauling soil, sand, and other loose materials would be covered *or* all trucks would be required to maintain at least 2 feet of freeboard.
- Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas and staging areas at construction sites.
- All paved access roads, parking areas and staging areas at construction sites would be swept daily (preferably with water sweepers).
- Streets would be swept daily (preferably with water sweepers) if visible soil material is carried onto adjacent public streets.

2.6.8 Visual and Aesthetic Resources

Preservation of Character. Landscape changes would be in keeping with the historic character of the site. Natural and historic resources of the site would be preserved. Visitor use levels would be monitored and management actions taken led to preserve the special quality of the site.

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Protection of Natural Darkness. Lighting would be minimized to protect natural darkness. New outdoor lighting would be limited to areas required for safety, and would be low to the ground and muted.

Scenic Viewing Locations. Scenic viewing locations would be provided or improved along East Road, the cliffs and batteries, and Lime Point Trail.

Landscape Plants. A pallet of nonaggressive, noninvasive landscape plants, compatible with the historic district, would be provided for landscape maintenance and rehabilitation, and would be used in lease and park partner agreements.

Tree Removal. Habitat restoration involving tree removal would be carried out in phases to minimize visual impact.

Signage. Signs would be carefully planned and designed to fulfill their important role in conveying an appropriate image for Fort Baker and in providing information and orientation to visitors. Signs would reflect the site's unique resources and values. Entrance and other key signs would be distinctively designed to reflect the character of the site. Signs would be held to the minimum number, size, and wording required to serve their intended functions, so as to minimally intrude upon the site's natural or historic setting. They would be placed where they do not interfere with visitors' enjoyment and appreciation of site resources.

2.6.9 Recreation and Visitor Use

Restrictions on Recreation and Visitor Use. The NPS would manage recreational activities at Fort Baker so as to protect and preserve its natural and cultural resources, provide for public enjoyment, promote public safety, and minimize conflicts with other visitor activities and site uses. The NPS would take management actions if onsite monitoring determines that visitation levels exceed desired conditions. The actions for managing recreational activities include: public use limits and closures; controlling auto access wherever possible; informing visitors of opportunities in less heavily used areas; implementing use restrictions on trails, boating, the boat ramp and parking; and other practical management strategies. Restrictions on recreational use would be limited to those necessary to protect the site's resources and values and to promote visitor safety and enjoyment. Public use limits established by the NPS would be based on professional judgment, law and policy, USFWS consultation, the results of scientific research and other available data.

Event Guidelines. Event guidelines would be established to assure that events are small- to medium-sized, and that the location, frequency, duration and nature of events at Fort Baker are compatible with the conference and retreat center and the quiet character of the site, and protective of the site's natural and cultural resources.

Accessibility for Disabled Persons. Every reasonable effort would be made to make the facilities, programs, and services of the NPS and its Fort Baker park partners accessible to and usable by all people, including those who are disabled. This policy is based on the commitment to provide access to the widest cross section of the public and to ensure compliance with the intent of the Architectural Barriers Act (42 USC 4151 et seq.) and the Rehabilitation Act (29 USC 701 et seq.). Specific guidance for implementing these two laws is found in the secretary of the interior's regulations regarding "Nondiscrimination in Federally Assisted Programs" (43 CFR 17). Special, separate, or alternative facilities, programs, or services would only be provided when existing ones cannot

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reasonably be made accessible. The determination of what is reasonable would be made after consultation with disabled persons or their representatives.

2.6.10 Infrastructure

Upgrades and Replacements. Infrastructure would be upgraded to provide a sustainable, functioning, code-compliant support system for the safe and efficient operation of the site and preservation of historic structures. Loads would be reduced to the greatest extent possible. This would reduce the extent and cost of new utilities or upgrades to existing utilities. The following specific strategies would guide the more detailed design of the infrastructure upgrades and replacements for Fort Baker:

- Energy efficient strategies would be applied to new and rehabilitated structures through the establishment of performance standards to address the building envelope, mechanical systems, electrical systems and lighting systems.
- Distribution systems for electricity, gas, water and telecommunications would be upgraded and/or replaced generally in the existing utility corridor, or a new utility corridor following roadways and keeping to the developed footprint of the site.
- The water reservoir would be upgraded to improve its seismic condition and to provide a new concrete block building near the storage reservoir for improved chlorination capabilities, installation of a backflow preventer on the water line serving the dock area, replacement of deteriorated or inoperable fire hydrants, and repair/rehabilitation of system to provide adequate fire flows.
- Water conservation strategies for use in buildings and for irrigation would be implemented through performance standards designed to meet or exceed requirements of the Energy Policy Act.
- Infiltration/inflow (I/I) problems would be addressed at Fort Baker and the areas within the Marin Headlands served by the SMCSD prior to occupancy of the proposed conference and retreat center. Preliminary design work indicates that replacement of approximately 1,300 feet of existing sanitary sewer lines with new larger-diameter lines would be necessary. The pumping station near the historic boathouse would be improved through replacement of existing pumps, motor starters and an emergency power generator. Existing sewer manholes would be replaced or repaired. Any storm drains found connected to the sanitary sewer system would be redirected.
- The NPS would explore with the Sausalito-Marin City Sanitation District (SMCSD) and Marin Municipal Water District (MMWD) the feasibility of bringing a reclaimed water line to Fort Baker for nonpotable water uses such as irrigating the Parade Ground or nonpotable water needs in newly constructed buildings.
- Existing storm drains would be repaired and rehabilitated as necessary. Permeable pavement, retention areas and other appropriate drainage site improvements would be made to reduce the flow of stormwater into storm drains and reduce the need for a major capacity increase to the current inadequately sized storm drain system.
- Alternative strategies for energy production would be evaluated and incorporated into the final design as appropriate, including photovoltaic systems for generating peak electrical energy demand. Photovoltaic systems, if determined to be feasible based on further evaluation, would be subject to design review and establishment of design guidelines to ensure compatibility with the historic district. Guidelines would identify appropriate locations, such as flat plate modules on

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rear roofs of historic structures or parking carports and/or pole-mounted tracking arrays located in visually unobtrusive locations within the developed footprint of the site.

2.6.11 Human Health, Safety, and the Environment

Emergency Response Plan. The NPS would manage emergencies and disasters when they occur at Fort Baker by following policies and procedures in the *GGNRA Emergency Response Plan* (NPS, 1996). The plan describes how the GGNRA would manage and coordinate resources and personnel in a major disaster and would guide decision-making during response and recovery operations. The plan is integrated into emergency response planning for Marin County and is regularly reviewed by the NPS to ensure that it is up to date.

Hazardous Substances and Environmental Remediation. The NPS would not implement elements of the Proposed Action in areas affected by contamination until the Army has undertaken necessary remediation. A Contingency Plan would be developed to address any hazardous substances encountered during the construction phase.

New Information. New information regarding the Army's cleanup program would be evaluated as it becomes available to determine if significant new impacts would result from the Proposed Action. Additional environmental analysis and public review would be performed, if necessary.

2.7 ALTERNATIVES CONSIDERED BUT REJECTED

The following alternatives were initially thought to be viable or were suggested by the public, but later dismissed. As such, these alternatives were not carried forward for evaluation in this document (refer to Section 1.3 for additional detail on Purpose and Need). This section briefly explains each alternative and the reasons for their elimination. In general, these alternatives were rejected because they were determined to be infeasible or did not fit within the Purpose and Need for the project.

2.7.1 Charter School/Independent School Campus/University Campus

Under this alternative, the historic and non-historic buildings in the Parade Ground and Capehart areas would be used for a combination of public and independent schools. Sufficient Capehart housing would be removed to provide parking to support this use. Residential buildings could be used for residences for school staff, and for NPS and park partners.

2.7.2 Maximum Natural Resource Restoration

This alternative would not have sufficient relevance to the NPS mission, would not provide adequate public programs and opportunities that have a direct relationship to the NPS mission and relevance to national as well as local and regional visitors. The ability of this alternative to generate a stable source of revenue needed to rehabilitate and preserve the historic buildings, cultural landscape, and related infrastructure costs would be expected to be very low, especially given the high costs of building rehabilitation under historic preservation standards. Objectives to promote park user diversity, program diversity and public access to the buildings and programmatic uses would not be sufficiently met under these options, particularly at the elementary and high school levels. Maximum Natural Resource Restoration

This alternative is similar to the Proposed Action with several exceptions to maximize opportunities for restoration of wetlands and stream courses throughout the site. The 12-acre historic marsh in the undeveloped waterfront area would be restored to 50% of its historic size as a freshwater, muted tidal,

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or fully tidal marsh. Its function would be manipulated to various degrees depending on the type of marsh selected. Historic creek channels would also be restored throughout the site in areas where there are no historic structures.

Although restoration of a seasonal or tidal marsh in the waterfront would be feasible according to an analysis completed during the planning process (Moffatt & Nichol Engineers, 1998), this concept was not carried forward as a component of the Proposed Action or other alternatives for several reasons. The limited site area for wetland restoration was considered marginal for a successful project. A wetland restoration in the small waterfront area was not considered compatible with anticipated public uses and access requirements. Wetland restoration would result in higher site improvement and maintenance costs. NPS resources are currently committed to wetland restoration at three priority sites within the park (Crissy Field, Tomales Bay and Big Lagoon) which require the focus of attention for funding, planning, implementation and monitoring over the course of the next 5 to 10 years. Restoration of stream channels on the site connecting to the bay would be in conflict with the NPS objectives to preserve cultural resources and would result in an adverse impact to the historic and cultural landscape including the Parade Ground which is the most significant element. Although the Proposed Action would not preclude consideration of certain elements of this alternative in the future if conditions, park priorities and funding availability change, such action is considered infeasible at this time.

2.7.3 Lodging Only

Under this alternative, historic residences would be used for lodging, and the Capehart structures would be removed for parking. Although considered financially feasible, this alternative was removed from further consideration because of substantial inconsistency with the other objectives and because it did not fit within the overall Purpose and Need for the project. Specifically, a “Lodging Only” alternative would not be consistent with the objectives to provide programs and opportunities that have a direct relationship and relevance to the NPS mission, , provide opportunities for public education and interpretation to a diverse public constituency or provide for program diversity. These objectives and the Purpose and Need for the project were developed during the public scoping and planning process for the project (see Section 1.3 of this EIS for additional detail).

2.7.4 Arts/Education Center

Under this alternative, historic buildings would be used for workshop, classroom, performance, exhibition and gallery space. This alternative was not carried forward because it did not sufficiently meet the NPS objectives relating to retaining and complementing permanent site tenants and programs at Fort Baker and other GGNRA locations, and avoiding competition with such uses. Given the arts programs of other park partners (Headlands Center for the Arts and Fort Mason Center), the rationale to have an additional arts focused center as the principal use at Fort Baker was not sufficient for inclusion as a significant program element at a third park site. In addition, the ability of this type of use to generate a stable source of revenue needed to rehabilitate and preserve the historic buildings, cultural landscape, and related infrastructure costs would be expected to be very low, especially given the high costs of building rehabilitation under historic preservation standards. For these reasons, the Arts/Education Center alternative was removed from further consideration. Although the arts/education use was removed from consideration as the principal use, participation by such groups in programs at the proposed retreat and conference center is possible.

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2.7.5 Residential Academy of Environmental Science and Art for Youth

Under this alternative, the site would be used for a residential academy. The academy would include a charter school with a range of academic, vocational and life skill services focused around the environment, for youth 10 to 18 years old. A summer camp program would include day programs in environmental studies and outdoor recreational activities such as sailing and hiking. School-based services would include tutoring, violence and drug prevention, and conflict resolution. Staff housing, low-income housing for family reunification, and extended or foster families for academy students would be provided in historic residences. The Parade Ground would have reserved times for academy use. A small conference facility would be constructed to provide for day use meetings and conferences related to the Academy, or for use by the NPS, other park partners, and the public. The historic boat shop building and a portion of marina would be used for an academy-operated boat repair vocational training facility, activity center and cafe for public with selected nights for "teen café." The remainder of the facility would be operated as in the Proposed Action. This option was dropped from further consideration during the initial stages of planning for Fort Baker at the request of its chief proponent (Kizziah, 1998).

2.7.6 Continued Use as a Fully Operating Military Post

Continued use of Fort Baker by the 6th Recruiting Brigade and the 91st Division, U.S. Army Reserve was not considered as a feasible alternative. The Base Closure and Realignment Act of 1995 requires that the Army "close Fort Baker... relocate all tenants to other installations that meet mission requirements... [and] return all real property to the Golden Gate National Recreation Area." Because Congress and the President have already determined that the base is to be closed and jurisdiction transferred to the NPS, retention of Fort Baker by the Army and continued use as a fully operating military post is not a viable alternative.