

A Doyle Drive Subcommittee of the Authority's Citizens Advisory Committee (CAC) has also been formed. The goal of the Subcommittee has been to obtain citizen input and feedback at key milestones throughout the study process. The Subcommittee has also worked with the project team to identify the benefits and disadvantages of various alternatives and issues with regard to the Doyle Drive project.

Following release of the DEIS/R in December 2005, individuals and agency staff provided almost 800 comments regarding the environmental analysis and project alternatives. Based on these comments and agency/public workshops, it was determined that Alternative 5: Presidio Parkway, would best meet the purpose and need of this Doyle Drive project, if certain modifications to the proposed design were made.

In response to these comments, and to address traffic circulation, tidal inundation issues, the elimination of the underground parking below Doyle Drive and the provision of additional surface parking to more closely match existing conditions; refinements were made to the Presidio Parkway Alternative. The Doyle Drive Subcommittee to the Citizens' Advisory Committee (CAC), the Executive Committee and the Authority's CAC all held meetings in July 2006 to consider recommendations for a preferred alternative and design options. All three groups made identical recommendations for selection of the Presidio Parkway and design options.

The recommendations were: Alternative 5, Presidio Parkway, with specific design elements including the modified Hook Ramp Option for the Presidio Parkway Interchange and the Diamond Option for Presidio Access. The groups did not support including the Merchant Road Slip Ramp Option.

Chapter 6 briefly describes the public outreach and agency coordination activities undertaken prior to issuance of the *South Access to the Golden Gate Bridge – Doyle Drive Draft Environmental Impact Statement/Report* (DEIS/R) in December 2005. The chapter also presents public and agency involvement activities since the release of the DEIS/R.

7.9 Section 4(f) Finding

Doyle Drive is the south access to the Golden Gate Bridge. To reach the Golden Gate Bridge, Doyle Drive must pass through the Presidio – there are no alternative routes outside the Presidio that can make this connection and fulfill the purpose and need for this project.

The Preferred Alternative - Refined Presidio Parkway as described in Chapter 2 of this FEIS/R is the alternative that minimizes impacts to the Presidio by providing a design that balances recreational elements with historic resources within this National Park and National Historic Landmark District (NHLD). In addition, this alternative also addresses an array of other environmental resource considerations, while meeting the purpose and need for the project. The

replacement of Doyle Drive under the Preferred Alternative is consistent with the planning documents of both Presidio controlling agencies, the Presidio Trust and the NPS. Specifically, the new Doyle Drive would fulfill the parkway concept put forth in the *Final General Management Plan Amendment* (GMPA) and would meet the overall replacement and access needs presented in the *Presidio Trust Management Plan* (PTMP). Measures have been incorporated into the project to minimize harm to the *Section 4(f)* properties, including those agreed to in the *Programmatic Agreement* (PA).

7.9.1 Section 4(f) Determination

It is determined that there is no feasible and prudent alternative to the use of *Section 4(f)* properties required for the Preferred Alternative – Refined Presidio Parkway and that implementation of the Preferred Alternative includes all possible planning to minimize harm resulting from such use as these terms are defined in 23 CFR 774.17. These properties include:

- The Presidio NHLD;
- Doyle Drive;
- The Golden Gate Bridge;
- Marina Viaduct; and
- The Presidio Viaduct.

Additional information on the development of the Preferred Alternative and the measures that were taken to minimize harm to *Section 4(f)* resources is explained in Section 7.2.4. The following discussion presents the findings for this determination for each of the above listed properties.

Presidio National Historic Landmark District

The Doyle Drive Project's build alternatives would require additional right-of-way interest⁵ within the Presidio NHLD to construct, operate and maintain the facility. The Preferred Alternative – Refined Presidio Parkway would require 11.7 hectares (29.0 acres) of right-of-way which is 2.6 hectares (6.4 acres) more than the existing condition.

The Preferred Alternative would require the removal of Doyle Drive and NHLD contributing Buildings 201, 204, 230 and 670, which would be an actual use under *Section 4(f)*. The top portion of Building 201 would be removed and stored during construction of the project, and then restored at its original Halleck Street location. Buildings 204, 230 and 670 would be demolished with usable building components salvaged. In addition, the Preferred Alternative would require a change in the grade of Halleck Street which is adjacent the NHLD contributing

⁵ *Doyle Drive is owned and maintained by Caltrans on a grant of right of way by permit from the Federal Government. Caltrans would need to obtain an additional right of way interest from the Trust to construct any of the "build" alternatives.*

Building 228. A *Programmatic Agreement* (PA) incorporates the final decision as to the treatment of these buildings.

There would be impacts to the cultural landscape resources of the Presidio NHLD under the Preferred Alternative. The existing grade of the bluff, a historic topographic feature of the Presidio cultural landscape, would be altered. There also would be alteration of the historic vegetation features of the cultural landscape.

The following roadway changes would result in the removal of a portion of the contributing roadways:

- Veterans Boulevard would be replaced with new aerial structures at its interchange with Doyle Drive under all options, including the Merchant Road Slip Ramp Option.
- The western portion of Gorgas Avenue, from Marshall Street to Halleck Street, would be removed.
- The north portion of Bank Street and three sets of concrete steps would be removed.
- Marshall Street, Vallejo Street and Young Street would be removed.

Doyle Drive

The Preferred Alternative would result in the removal of the existing Doyle Drive, including the Marina Viaduct (Bridge 34 0014) and Presidio Viaduct (Bridge 34 0019) and replacement with a new facility.

The Golden Gate Bridge

The Preferred Alternative would cause a direct impact to the Golden Gate Bridge through the removal of Doyle Drive, which is a contributing element of the Golden Gate Bridge. The recreational features of the property would not have a direct impact under the build alternatives.

Marina Viaduct

The Preferred Alternatives would result in the removal of the existing Marina Viaduct. This property is also a contributing element to the NHLD and the Golden Gate Bridge.

Presidio Viaduct

The Preferred Alternative would result in the removal of the existing Presidio Viaduct. This property is also a contributing element to the NHLD and the Golden Gate Bridge.

7.9.2 Refinement of Build Alternatives

In December 2005, the public review process began with the distribution of the DEIS/R and Draft *Section 4(f)* to the general public and stakeholders, including

officials having jurisdiction over the *Section 4(f)* resource. The review by the public and agencies resulted in over 800 comments, with more than 300 of the comments focused on the project alternatives. The comments expressed overwhelming support for Presidio Parkway Alternative but also expressed concerns for the traffic operations and impact to cultural resources.

In response to the comments, additional traffic operational analysis was performed and the Parkway Alternative was refined to reduce impacts to the cultural resources. The relationship of the proposed project to the Palace of Fine Arts was considered as part of the refinement process and the Parkway Alternative was further refined to avoid a use of the Palace of Fine Arts. The refinements to the Presidio Parkway Alternative to reduce impacts to recreational, cultural and biological resources are more fully described in Section 7.2.4 of this FEIS/R.

7.9.3 Selection of the Preferred Alternative

Following refinement of the Presidio Parkway Alternative, the project team and agencies performed a thorough evaluation of the build alternatives in relation to the project's purpose and need, and their ability to meet the objectives identified by the project team, including officials with jurisdiction over the *Section 4(f)* properties.

As part of the evaluation process, the project specific objectives, as described in Section 7.2 of this FEIS/R, were broken down into 18 evaluation criteria to assist in the more detailed screening and selection process. The criteria were selected to evaluate how well each of the alternatives satisfied the project purpose and other factors. The evaluation criteria listed below relate to the preservation of the natural, cultural and recreational resources in the project area.

- Improve the seismic, structural and traffic safety;
- Maintain the transportation network and improve the approach to the Golden Gate Bridge;
- Preserve the natural, cultural, scenic and recreational values;
- Consistent with land use plans;
- Minimize the effects of noise and air quality on the natural and recreational areas;
- Improve intermodal and vehicular access to the Presidio; and
- Redesign the corridor as a parkway.

The alternatives were evaluated as to how well they satisfied the various criteria. Interested parties and key stakeholders developed recommendations for a preferred alternative during a workshop in July 2006. These recommendations for a preferred alternative were presented to the decision makers for a formal determination. In addition, the Authority received letters of strong support to identify the Presidio Parkway Alternative as the Preferred Alternative from the

Presidio Trust (March 31, 2006) and the National Park Service (NPS) Golden Gate National Recreation Area (March 31, 2006) (see Appendix L; 23 CFR 774.3(c)(1)(iv)).

The evaluation process clearly demonstrated that the Refined Presidio Parkway Alternative had the smallest net impact when the balance of benefits and impacts was considered – it had the best ability to meet the project purpose (23 CFR 774.3(c)(1)(v)).

7.9.4 Results of Alternatives Evaluation

Of the 18 evaluation criteria, the Replace and Widen Alternative (Alternative 2):

- satisfied only five evaluation criteria;
- was neutral on seven criteria; and
- failed to satisfy six criteria.

The Replace and Widen Alternative satisfied the safety (standard lanes, full shoulders, and center median), traffic maintenance and preservation of cultural resources (see Exhibit 7-19) criteria and was neutral on consistency with land use and minimizing air and water quality impacts. The Replace and Widen Alternative failed to satisfy the evaluation criteria related to the preservation of scenic and recreational values, minimizing noise impacts, improving access to the park (no direct Presidio access), and replacing the facility using the parkway concept.

The Refined Presidio Parkway Alternative fully met the purpose of the project. The evaluation process also determined that the Refined Presidio Parkway Alternative:

- satisfied 12 of the 18 evaluation criteria; and
- was neutral on the balance of the evaluation criteria.

When compared with the Replace and Widen Alternative, the Presidio Parkway and Refined Presidio Parkway Alternatives satisfied the safety and traffic maintenance criteria (although they include slightly narrower lanes and shoulders to help reduce the facility width) and was neutral on consistency with land use, minimizing air quality and preservation of cultural resources. However, the seven additional criteria satisfied by the Refined Presidio Parkway Alternative provided a greater benefit to the recreational values of the Presidio. These criteria included the ability of the alternative to:

- preserve scenic values (23 CFR 774.3(c)(1)(vi));
- preserve recreation values (23 CFR 774.3(c)(1)(ii));
- minimize effects of noise and air quality on natural and recreational areas (23 CFR 774.3(c)(1)(i),(ii),(v));

- minimize the effects of water quality on natural and recreational areas (23 CFR 774.3(c)(1)(i),(ii),(v));
- minimize the traffic impacts on local roadways;
- improve intermodal and vehicular access to the Presidio; and
- redesign the corridor using the parkway concept.

While there are fewer impacts to the *Section 4(f)* resources associated with the Replace and Widen Alternative, after extensive consultation with the Presidio Trust, NPS and public, it was determined that the Refined Presidio Parkway Alternative provides an overall greater benefit to the Presidio. The Refined Presidio Parkway Alternative provides several enhancements to the Park, while minimizing take of *Section 4(f)* resources to the greatest extent possible (23 CFR 774.3(c)(1)(i)).

Preferred Alternative: Benefits to the Presidio (23 CFR 774.3(c)(1)(i))

Based on the above evaluation, project stakeholders (including officials with jurisdiction over the *Section 4(f)* properties) identified the Refined Presidio Parkway Alternative as the Preferred Alternative.

The minimal amount of use of *Section 4(f)* resources has resulted from the preliminary design of the Preferred Alternative, especially in light of coordination with the public, the Presidio Trust and NPS. Some of the design features incorporated in the Preferred Alternative include:

- Recreating the bluff north of the Main Post tunnels in order to retain the cultural relationship between the upper and lower portions of the Presidio.
- Modifying the Girard Road off-ramp to preserve the streetscape in front of the warehouses.
- Adjusting the alignment to preserve the historic streetscape of Halleck Street.

The Preferred Alternative minimizes noise by using tunnels adjacent to sensitive areas such as the National Cemetery and Crissy Marsh. Landscaped berms between the tunnels reduce the noise and visual intrusion at Crissy Field.

Although the new facility would be wider than the existing roadway, on balance, there would be no increase in impervious surface. This is due to the presence of the tunnel segments and other design features. Unlike existing conditions, all runoff would be treated prior to discharge to the Bay, which helps protect the water quality and maintains the recreational value of the waterfront area for water-based recreational activities.

The access to be provided at Girard Road would provide direct and enhanced access for park users to enter the Park from both San Francisco and the Golden Gate Bridge. The improved transit facilities on Richardson Avenue would provide improved transit access for park users to enter the Park by consolidating transit facilities in a primary location and connecting to the Presidio shuttle

service. Improved signage along the roadway would further facilitate the access to the Park.

The parkway concept of the Preferred Alternative was intended to replace Doyle Drive within the context and setting as a unit of the National Park system. As such, the design of the Preferred Alternative follows the natural contours of the land, includes tunnel segments, landscaped medians, and is sensitive to Park resources such as the Crissy Field Center, Crissy Marsh and Tennessee Hollow riparian corridor. For the visitors to the Park, the Preferred Alternative would be physically less intrusive than the other alternatives and with the use of tunnels, would enhance the views for users of the Park while providing new connections to Battery Blaney, Main Post and Crissy Field. By minimizing impacts to the recreational resources within the Park and enhancing visual and physical connections in certain area, the Preferred Alternative would preserve and enhance those resources for the enjoyment of all park users.