

TENNESSEE HOLLOW WATERSHED PROJECT SCOPING MATERIALS



July 2003

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ATTACHMENT A: OVERVIEW OF PRESIDIO TRUST MANAGEMENT PLAN (PTMP) GUIDANCE FOR TENNESSEE HOLLOW

ATTACHMENT B: SUMMARY OF INITIAL PUBLIC SCOPING COMMENTS

1. INTRODUCTION

The Presidio Trust (the Trust) is the project proponent and Lead Agency under the National Environmental Policy Act (NEPA) for the Tennessee Hollow Watershed Project. This document presents project background, a summary of the proposed project alternatives and the proposed scope of the Environmental Assessment (EA), which will be prepared over the next year. The Trust is seeking written comments on the draft alternatives and scope of the EA on or before **September 2, 2003**.

2. PROJECT BACKGROUND

Tennessee Hollow is a 271-acre watershed draining the southeast area of the Presidio of San Francisco. Once a system of streams that fed into a tidal salt marsh, Tennessee Hollow today is mostly contained underground in storm drains or in lined concrete channels. The small segments of natural creek and associated vegetation that remain provide some of the most ecologically rich wildlife habitat at the Presidio. Tennessee Hollow also encompasses important cultural resources. El Polin Spring - located at the headwaters of the Central Tributary in the watershed - played a significant role in the history and development of the Presidio as a military post and was likely an important resource to the Native Ohlone people.

One of the key goals identified in the Presidio Trust's adopted land use plan, the *Presidio Trust Management Plan* (PTMP, 2002), is the ecological restoration of Tennessee Hollow's creek system (refer to Attachment A). Consistent with this broad goal, the following more specific project objectives have been developed and refined through public input:

- *Create a continuous wildlife corridor (from Bay to upper reaches of watershed) providing for passage of wildlife;*
- *Improve water quality and restore ecological function;*
- *Expand and connect wetland, riparian and upland habitats and increase species diversity within the watershed;*
- *Avoid historic buildings and impacts to character defining features of the cultural landscape and significant archaeological resources;*
- *Improve trail access and recreational values;*
- *Encourage park stewardship, education, community participation & interpretation of the watershed's multiple resources;*
- *Improve watershed-wide management practices to protect and improve water quality & riparian and native habitats; and*
- *Identify phasing and implementation strategies that are feasible and achievable.*

A successful planning process will result in adoption of a project which balances and meets each objective to the fullest extent feasible.

2.1 Planning & Environmental Review Timeline

The Trust initiated public scoping for the project in November 2002. On November 20th the Trust hosted a public workshop to discuss key planning issues and solicit early public input on the formation of project alternatives and scope of environmental analysis. Between November 2002 and early-March 2003, the Trust received over 170 comment letters from government agencies and the public representing a broad range of issues and suggestions. (A summary of these comments is provided in Attachment B). Copies of

the letters as well as early scoping materials are available for review in the Trust Library located at 34 Graham Street in the Presidio.

The Trust used initial public input and the policy guidance provided in PTMP to formulate draft project alternatives. The EA will evaluate the potential environmental impacts of the project alternatives to assist the Trust in its decision-making related to the project. The EA will be made available for public review and comment this coming winter. Before work on the environmental analysis begins, the Trust is inviting further public scoping comments on the proposed alternatives and proposed scope of the analysis. To assist the public in understanding the proposed project and the attached scoping materials, on Saturday, July 26 the Trust will host a public event to answer questions about the project and provide guided tours of the watershed.

How to Provide Scoping Comments

Written scoping comments are due by **September 2, 2003** and should be directed to:

Mail: Allison Stone, Tennessee Hollow Project Manager
Presidio Trust
34 Graham Street
P.O. Box 29052
San Francisco, CA 94129

E-Mail: thproject@presidiotrust.gov
Fax: (415) 561-2790

3. PROPOSED ALTERNATIVES

The EA will evaluate three alternatives. As required by the National Environmental Policy Act (NEPA), one of these will be the “No Action Alternative,” which will simply implement the Trust’s adopted plans, the PTMP and the *Presidio Vegetation Management Plan* (VMP)¹. Using the basic policy framework established by the PTMP and the VMP, two action alternatives have also been formulated.

Each alternative is described below and should be reviewed in conjunction with corresponding figures (see enclosed). Additional detail for each alternative, including general planning-level cost estimates, estimated volume of fill removal, and the location and extent of habitat type and length of restored creek corridor are expected to be developed as part of the environmental analysis and presented in the EA. The current descriptions and graphics are conceptual, and may be further refined as a result of additional scoping comments and through the environmental analysis. The Trust has not yet identified a preferred alternative.

3.1 COMMON COMPONENTS

The following are common to each of the alternatives.

- **Phasing Strategy** – Each alternative would be implemented in phases over many years. The actual phasing and timing of implementation will be contingent upon the availability of local seed and plant materials for restoration, available funding, and the timing of other relevant projects (e.g., remediation program, completion of Doyle Drive replacement project, etc.). A conceptual phasing strategy is presented for each alternative for planning and comparison purposes. The intent in presenting a phasing strategy is to demonstrate how each alternative could prioritize implementation

¹ The No Action Alternative has been defined in accordance with the Council on Environmental Quality’s (CEQ) NEPA guidance “Forty Most Asked Questions Concerning CEQ’s NEPA Regulations”, 46 Fed. Reg. 18026 (March 23, 1981), as amended, 51 Fed. Reg. 15168 (April 25, 1986).

of various actions relative to other project components, providing an opportunity for public input. There are a total of six phases identified for each alternative. The duration of each phase is not defined as it is not known; however, it is assumed that completion of Phase 1 (including post-restoration maintenance and monitoring) would require up to 10 years to complete under all alternatives.

- **Historic Buildings** – No historic buildings would be proposed for removal by this project under any of the alternatives. Removal of non-historic housing identified in PTMP would be implemented in phases and would be done only when financially feasible.
- **Watershed-wide Management** – Best management practices (BMPs) would be used throughout the watershed to reduce stormwater runoff and erosion, improve water quality, protect ecological values and encourage water conservation. Vegetation management actions consistent with the VMP would also be implemented. These actions include the conversion of non-native to native vegetation, rehabilitation of the historic forest, and rehabilitation of designed landscapes.
- **Recreational Facilities** – As provided by PTMP, each alternative considers the removal and replacement of Morton Street Field. Also consistent with PTMP, all alternatives assume that Pop Hicks Field will be returned to active use, contingent upon the outcome of environmental remediation plans for the site.
- **Public Programs** – On-going community activities and programs including interpretation, education, and park stewardship would be common to all alternatives and would focus on an array of topics including natural, historic, and cultural resources.
- **Environmental Clean-Up** – Remediation activities at sites located within the watershed would be completed in accordance with the approved Remedial Action Plans (RAPs) for the various sites (Fill Site 1, Landfill 2, Landfill E). The proposed remedial actions for these sites are discussed in the Presidio Trust’s *Revised Feasibility Study for Main Installation Sites* (March 2003). Environmental remediation decisions are subject to a separate regulatory and public review process that is currently ongoing. Because all of the environmental remediation sites within the watershed are scheduled for remediation within the next four years, they are assumed to occur in Phase 1 under every alternative.
- **Public Access** – Every alternative would provide public access, and all trails would be implemented in a manner consistent with the *Presidio Trails and Bikeways Master Plan* (adopted June 2003).
- **Adaptive Management** – Adaptive management will be key to the success of the project. How and where excavation would occur may need to change during final design as subsurface investigations provide additional detail on potential buried resources, and as lessons are learned from earlier ecological restoration efforts.

3.2 ALTERNATIVE 1

This proposed alternative is the required NEPA “No Action” alternative in that it reflects the PTMP as adopted. PTMP establishes a program-level restoration concept for Tennessee Hollow, and this alternative extends the concept to a project-level plan using the assumptions implicit in the PTMP EIS analysis and incorporates the management actions contemplated in the VMP (and corresponding EA and Finding of No Significant Impact -- FONSI). This alternative therefore establishes a baseline against which other project alternatives can be analyzed and compared.

The following description of proposed Alternative 1 should be reviewed in conjunction with Figure 1. **The numbered descriptions presented below correspond to the same numbered location shown in**

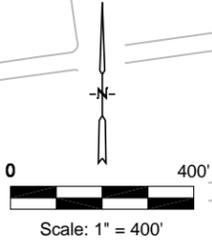
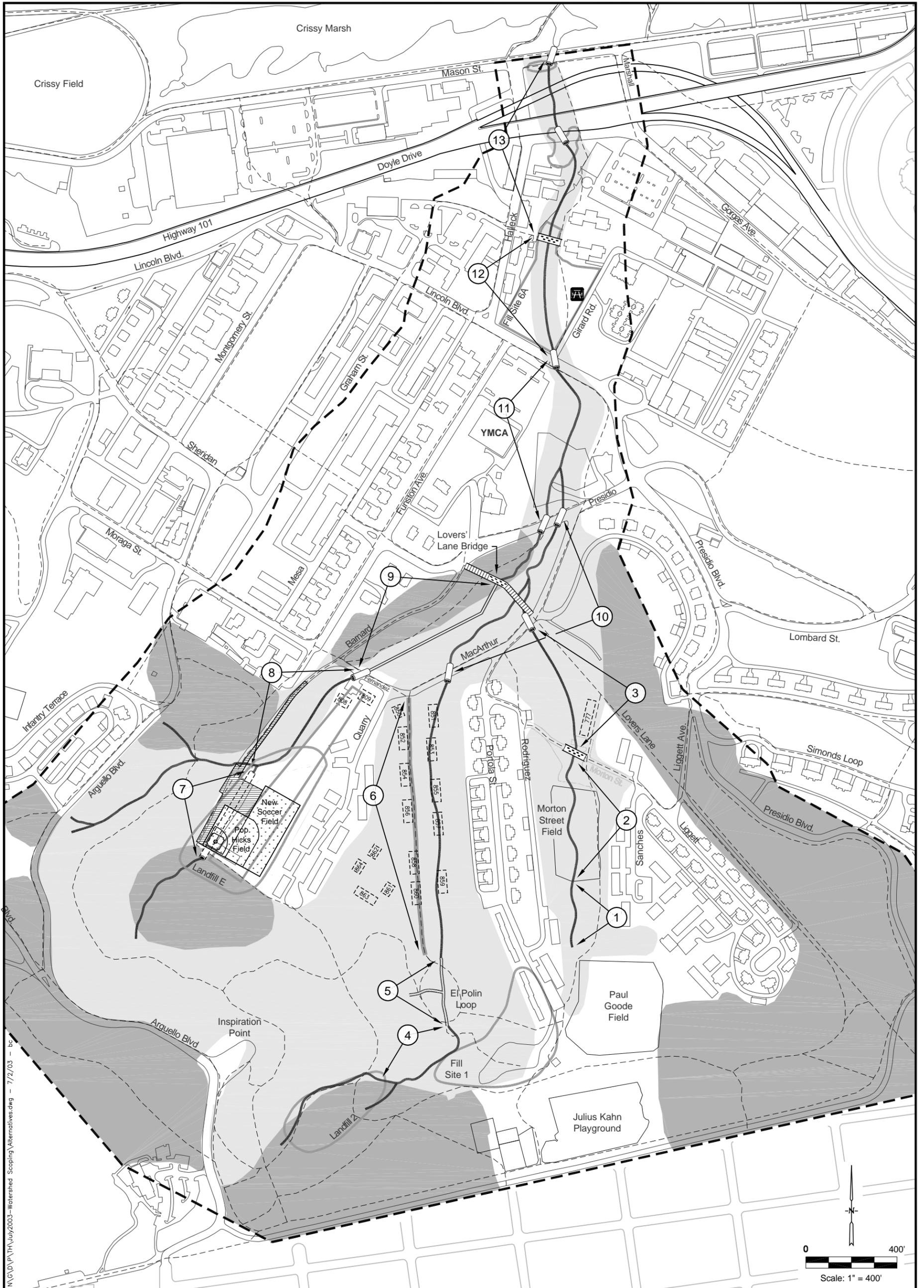


Figure 1: Alternative 1
Tennessee Hollow Watershed Project



Source: Presidio Trust, July 2003

- | | | |
|--------------------------|---|--------------------------------------|
| Historic Forest | Boardwalk | New Bench / Picnic Area |
| Native Plant Communities | Foot Bridge | Trails |
| Landscape Vegetation | Vehicular Bridge | Trails with Limited Vehicular Access |
| Channelized Stream | New Parking | Remediation Sites |
| Open Channel | New Recreation Area | Watershed Boundary |
| Culvert | Buildings Proposed for Eventual Removal | |

9 Numbers correspond to written description provided in *Tennessee Hollow Watershed Project Scoping Materials* (July 2003).

Figure 1. A summary of existing conditions is provided in *italics* to serve as context and assist in understanding changes proposed by all of the alternatives.

Eastern Tributary

The Eastern Tributary experiences the highest level of year-round surface flow, and has the least amount of infrastructure overlying the creek corridor. This tributary also has the longest stretch of existing riparian habitat in the watershed. Roughly half of this tributary is buried under fill material at Morton Street Field.

- ① Consistent with the VMP, about two acres of non-native trees (primarily eucalyptus) and invasive ivies would be replaced with oaks, buckeyes, willows and other appropriate native riparian and woodland plants in and around the tributary headwaters (area located between Paul Goode and Morton Street Fields). By converting the vegetation in this area, the historic dam structure located just upstream of Morton Street Field would be exposed, stabilized and made available for interpretation.
- ② Morton Street Field would be removed and fill would be excavated to daylight the creek. The ball field would be replaced at Pop Hicks Field (see discussion under Western Tributary). Morton Street (the roadway) would be removed and replaced with a pedestrian trail and bridge in between Rodriguez and Sanchez Street to enhance habitat connectivity, while maintaining its historic alignment, visitor access and connection between neighborhoods.
- ③ Consistent with PTMP, non-historic Building 777 would be removed to expand and connect riparian and upland habitat. Invasive non-native vegetation along the remnant riparian segment would be removed and replaced with a diversity of native riparian species. The creek would cross under MacArthur Avenue in a culvert.

Central Tributary (El Polin Spring)

El Polin Spring - the only named spring at the Presidio – has played a significant role for all cultures that lived at the Presidio. Water is available year-round from the spring; however, the flows are lower than the Eastern Tributary. There is a wide array of natural, cultural, historic, and recreational resources in this tributary, as well as infrastructure and non-historic housing which are located directly on top of the creek corridor. There are also several areas where groundwater is relatively shallow, increasing the potential to establish ecologically rich wetland habitat by excavating fill materials. There are two remediation sites in the upper watershed (Landfill 2 and Fill Site 1) – both are currently scheduled for remediation in 2005.

- ④ Consistent with the VMP and following remediation, Fill Site 1 and Landfill 2 would be restored to landscaped vegetation/native plant communities and historic forest, respectively. Contingent upon remediation plans, the former site of Landfill 2 would be re-contoured to establish the historic creek channel. Consistent with the VMP, the site would be replanted with historic forest diversified with native tree and understory species to improve wildlife and ecological values.

- 5 At El Polin Loop, the picnic area, the historic stone channels, and well would be rehabilitated. The roadway surface around the loop would be removed and converted to a permeable surface trail. All project alternatives would provide opportunities for public interpretation of El Polin Spring's rich historic, cultural and natural values. Stanford University is conducting a five-year archeological research project in this area to assist in better understanding the history of this unique place. The study will focus on the interactions between colonial and native populations in 18th and 19th century California, and will provide valuable information for refinement of project alternatives and future interpretation of El Polin Spring and its surroundings.
- 6 Non-historic housing along MacArthur Avenue and Wallen Court would be removed over time to daylight the creek and enhance associated wetland, riparian and upland habitats. Alternative 1 assumes that the creek would be daylighted with minimal grading. A portion of MacArthur Avenue would be converted to a permeable surface, maintaining its historic alignment and providing limited access for emergency vehicles and visitors with special access needs. The creek would cross under MacArthur Avenue via a culvert.

Western Tributary

This tributary experiences only seasonal flows (i.e., flows are sustained only when it rains) and is the least channelized of the three tributaries. Pop Hicks Field is located in this tributary. The ball field is currently closed pending remediation of Landfill E (scheduled for 2006) which underlies the site.

- 7 Contingent upon the remediation plans for Landfill E, Pop Hicks Field would be returned to active play as a mixed use ball/soccer field. This larger, more versatile facility would be constructed to replace the loss of Morton Street Field (located in the Eastern Tributary). The portion of the creek that is currently underground in a storm drain (below Pop Hicks Field parking lot) would remain underground.
- 8 A little over two acres of non-native vegetation (primarily Eucalyptus trees and ivy) along the creek would be converted to oak and riparian woodland habitat or other appropriate native vegetation communities. Consistent with the VMP, the historic forest adjacent to the Western Tributary would be diversified during reforestation. Native tree and understory species would be planted to improve wildlife and ecological values. Buildings 808 and 809 would be removed over time to expand upland habitat, and the creek would cross under Fernandez Street in a culvert.

Confluence of Tributaries

All three tributaries converge into one as they pass under Lovers' Lane Bridge. North of Presidio Boulevard, the creek is currently directed into a storm drain where it remains entirely underground until it reaches Crissy Marsh. The area south of Presidio Boulevard near Lover's Lane is a large, generally flat area. There are no buildings; however, the site contains several cultural landscape features (Lovers' Lane path and brick bridge, stone channels, etc.), has a high potential for buried archeological resources, and many active and abandoned utilities, all of which make the earthwork associated with daylighting the creek and related wetland features potentially complex and expensive. North of Presidio Boulevard near the YMCA, the creek is approximately 20 feet below the ground surface in a storm drain.

- 9 The Western Tributary would continue to be directed into the historic stone channel. A new pedestrian path would provide visitor access through this area consistent with the *Presidio Trails & Bikeways Master Plan*.

- 10 Both the Central and Eastern Tributaries would be daylighted within open natural channels. It is assumed that earthwork would be kept to a minimum south of Lovers' Lane and that some excavation would be needed north of Lovers' Lane. The historic boardwalk along Lovers' Lane would be reconstructed (replacing the existing asphalt trail and fill materials) enhancing this important cultural landscape feature and creating a unique visitor experience, while maximizing ecological enhancement. The creek would cross under Presidio Boulevard via two culverts. Consistent with the VMP, the historic forest east of Barnard (and west of the stone channel) would be diversified during reforestation. Native tree and understory species would be planted to improve wildlife and ecological values.
- 11 North of Presidio Boulevard, the creek would be daylighted in the low lying area to the east of the YMCA. The creek would cross under the Lincoln/Girard intersection via a culvert.

Confluence with Marsh

This area encompasses the rest of the watershed from north of Lincoln Boulevard to Crissy Marsh. Mid-way through this area, the creek becomes tidally influenced. The interface between salt and freshwater provides some of the most ecologically valuable and regionally rare habitat opportunities within the watershed. Provision of habitat is highly constrained by surrounding development which includes large paved areas (parking lots), Buildings 1029 and 1030 (Swords to Plowshares) on the east, Doyle Drive to the north, and the historic Halleck Street buildings on the west. There is the potential for archeological resources in this area given its historic use and proximity to the former marsh. There are two remediation sites: Fill Site 6A currently scheduled for remediation in winter 2003/4, and the Building 207/231 site currently scheduled for clean-up in 2005.

- 12 Under all alternatives, it's assumed that the remediation of Fill Site 6A will expose the creek in an open channel after removing hazardous materials from the site. Consistent with the VMP, the creek would be stabilized and upland banks planted with native vegetation following cleanup. Also consistent with the VMP, a landscaped vegetation area with new trail and public use amenities (i.e., benches) would be established along the eastern upland area of Fill Site 6A. Implementation of remedial actions at Fill Site 6A are scheduled for winter 2003/4.
- 13 Downstream of Fill Site 6A, the site is tidally influenced. Ultimately, habitat would take the form of a slough channel with associated marsh plain under this alternative within the general areas identified as "native plant community" zone on Figure 1. Road crossings at Mason and Gorgas would be achieved using culverts. A pedestrian bridge would provide access for visitors across the restored creek corridor.

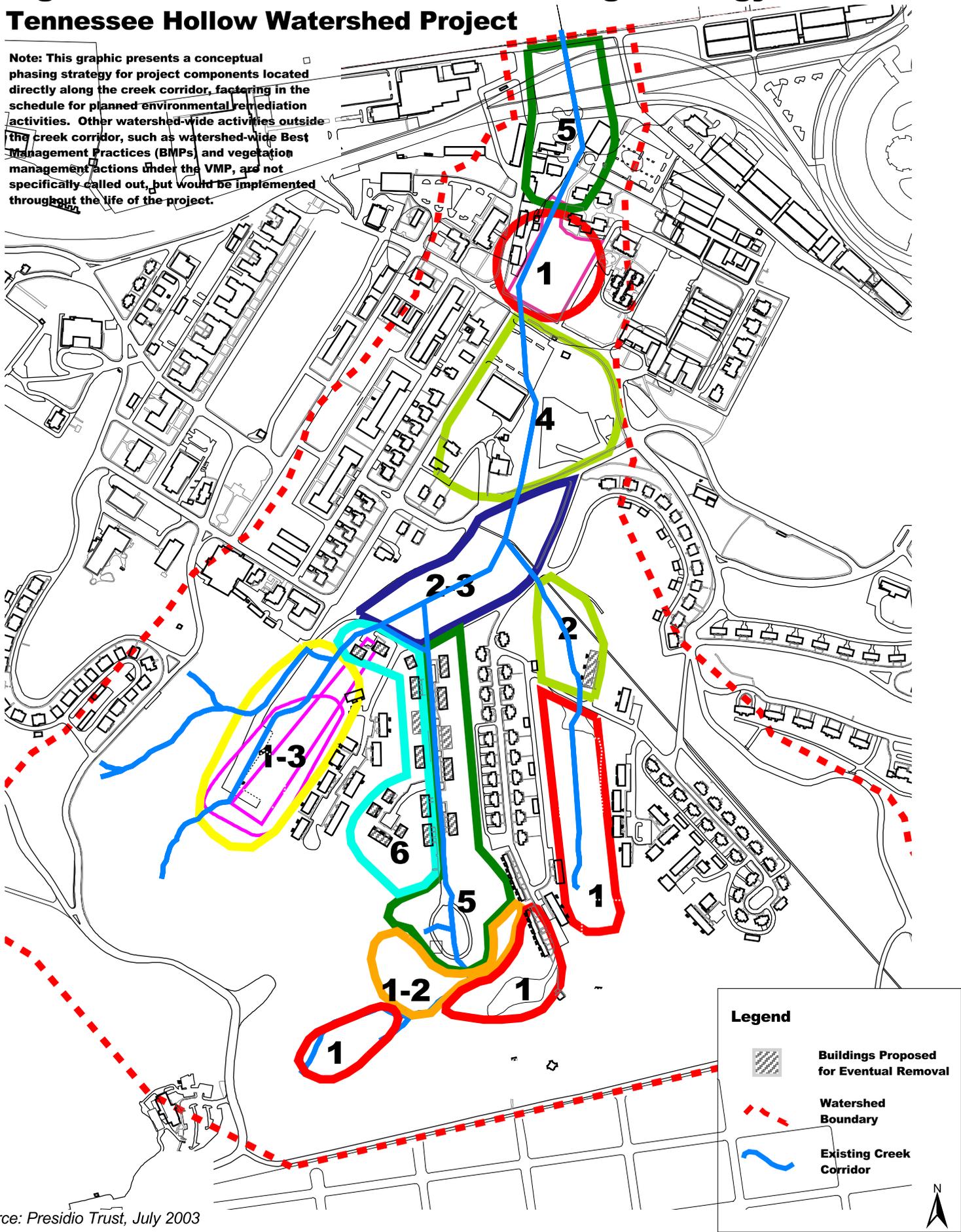
Phasing – Alternative 1

The following summarizes the conceptual phasing approach to implementing Alternative 1 (see Figure 1a). It addresses only the relative priority of significant ecological restoration actions along the creek corridor. Other watershed-wide actions, such as interpretative education and volunteer stewardship programs, general vegetation management activities in accordance with the adopted VMP, and best management practices are assumed to be implemented throughout the life of the project and, therefore, are not specifically addressed in the proposed phasing strategy.

- ***Phase 1*** – Planned environmental clean-up activities at the six sites in the watershed are assumed to be completed during the first phase of the project. In addition, changes in the upstream portion of the Eastern Tributary (i.e., removal of Morton Street Field and vegetation management upstream of the field) would be completed in this earliest phase. Phase 1, or possibly Phase 2, is also assumed to include vegetation management in and around El Polin Spring.

Figure 1a: Alternative 1 Draft Phasing Strategy Tennessee Hollow Watershed Project

Note: This graphic presents a conceptual phasing strategy for project components located directly along the creek corridor, factoring in the schedule for planned environmental remediation activities. Other watershed-wide activities outside the creek corridor, such as watershed-wide Best Management Practices (BMPs) and vegetation management actions under the VMP, are not specifically called out, but would be implemented throughout the life of the project.



- **Phase 2-3** – During Phase 2 the ecological restoration activities in the Eastern Tributary would be completed including removal of Building 777 and conversion of Morton Street to a trail. Following completion of these activities, the focus would shift to ecological restoration at the Confluence of the Tributaries area including reconstruction of the historic boardwalk along Lovers’ Lane. In the Western Tributary, vegetation management activities and construction of the new soccer field (replacing Morton Street Field) would also occur in these earlier phases.
- **Phase 4** – The primary action assumed during Phase 4 of Alternative 1 is ecological restoration of the creek and associated habitat at the YMCA site (north of Presidio Boulevard and south of Lincoln Boulevard).
- **Phase 5** – This alternative assumes the MacArthur Avenue housing units would be removed in increments over two phases. Approximately ½ of the MacArthur Avenue housing units (along east side of street) would be removed in order to daylight the Central Tributary and restore associated wetland and riparian habitat. Alternative 1 also assumes the connection to Crissy Field Marsh would be completed in Phase 5 by daylighting the creek between Fill Site 6A and the marsh. The timing of the marsh connection would be contingent upon the completion of construction activities for the Doyle Drive replacement project.
- **Phase 6** – The final phase under Alternative 1 assumes completion of the restoration of the Central and Western Tributaries with the removal of the remaining MacArthur units, units located along Wallen Court, and two buildings at the base of the Western Tributary.

3.3 ALTERNATIVE 2

This proposed alternative has been formulated to place a greater emphasis on ecological values. It achieves this emphasis in a variety of ways including:

- emphasizes the use of bridges rather than culverts for creek/road crossings,
- maximizes removal of infrastructure and fill materials,
- varies the buildings proposed for removal, and
- maximizes vegetation buffers between the creek and public use areas, while still ensuring public access.

The following description of proposed Alternative 2 should be reviewed in conjunction with Figure 2 and the summary of existing conditions presented in Section 3.2 (shown in *italics*). **The numbered descriptions presented below correspond to the same numbered locations shown in Figure 2.**

Eastern Tributary

- 1 Unlike Alternatives 1 and 3, this alternative proposes to remove an additional non-historic building (770) to extend and increase upland habitat adjacent to the headwaters of the Eastern Tributary. Similar to Alternatives 1 and 3, approximately two acres of non-native vegetation upstream of Morton Street Field would be converted to oak woodland and riparian plant communities and the historic dam would be exposed, stabilized, and interpreted.
- 2 Like the other alternatives, Morton Street Field would be removed; however, the replacement field would be located at the eastern portion of Fill Site 1 (see Central Tributary). In contrast to the other alternatives, a greater level of excavation and fill removal would occur at Morton Street Field to maximize the width of the creek corridor and associated habitats. Morton Street (roadway) would be entirely removed, and trail access would be provided in a new north-south trail (to the west of the creek). East-west access would be provided at the downstream end of the creek via Lovers’ Lane, and at the upstream end of the creek via a trail near Paul Goode Field.

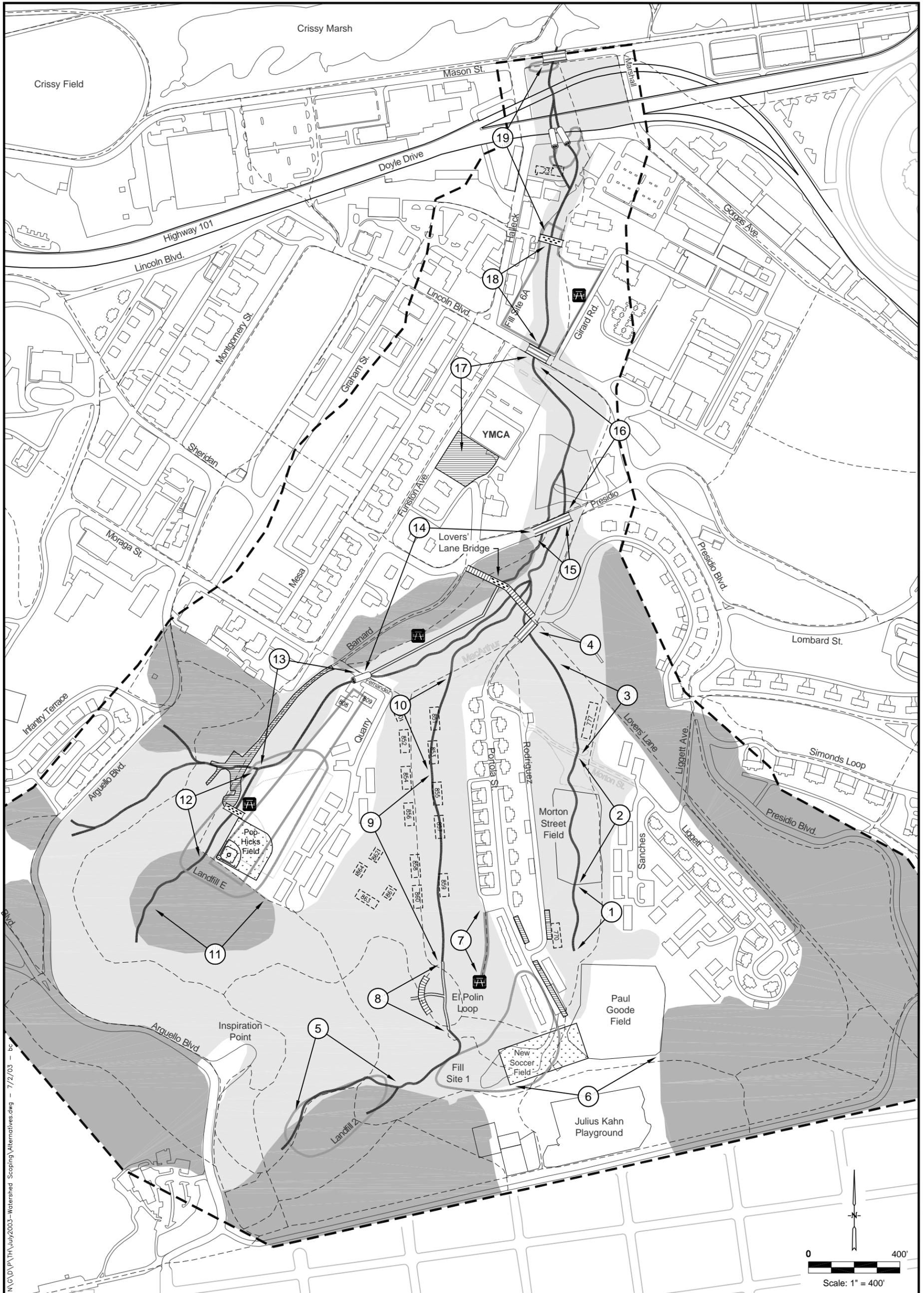


Figure 2: Alternative 2
Tennessee Hollow Watershed Project



Source: Presidio Trust, July 2003

- | | | |
|--|---|---|
| <ul style="list-style-type: none"> Historic Forest Native Plant Communities Landscape Vegetation Channelized Stream Open Channel Culvert | <ul style="list-style-type: none"> Boardwalk Foot Bridge Vehicular Bridge New Parking New Recreation Area Buildings Proposed for Eventual Removal | <ul style="list-style-type: none"> New Bench / Picnic Area Trails Trails with Limited Vehicular Access Remediation Sites Watershed Boundary |
|--|---|---|

9 Numbers correspond to written description provided in Tennessee Hollow Watershed Project Scoping Materials (July 2003).

- 3 Like all alternatives, non-historic Building 777 would be removed and consistent with the VMP, invasive non-native plants would also be converted to native plant species along the existing riparian habitat area. In addition, Alternative 2 proposes to re-route existing overhead utilities.
- 4 Unlike the other alternatives, Alternative 2 proposes a new vehicle bridge at the MacArthur Avenue creek crossing to improve habitat connectivity between the Eastern Tributary and Confluence of Tributaries areas.

Central Tributary (El Polin Spring)

- 5 Treatment of Landfill 2 would be the same as described under Alternative 1.
- 6 Alternative 2 proposes to replace Morton Street Field at Fill Site 1, contingent upon the remediation decisions for this site. Use of this site would provide a consolidated recreational complex consisting of Paul Goode Field, Julius Kahn Complex, and the new soccer field. The back-stop at Paul Goode Field would be reconfigured to provide more efficient use of space for the new field.
- 7 Unlike the other alternatives, Alternative 2 proposes to improve and relocate the picnic area within El Polin Loop to adjacent upland slopes (east of the Loop) and provide enhanced views of the restored corridor. Vehicle access and parking would be provided from the area above the Loop via Portola.
- 8 Focused excavation along the western edge of El Polin Loop would allow for establishing wetland habitat. The historic stone channel and well would remain as is within the loop. Non-native vegetation (grass and cluster of trees) would be replaced with native species which were historically present. The asphalt roadway along the El Polin Loop would be replaced with a permeable trail and/or combination of trail and boardwalk. Similar to all alternatives, emphasis on interpreting the area's rich historic, cultural and natural values would be provided.
- 9 Like the other alternatives, the non-historic houses and associated infrastructure along MacArthur Avenue and Wallen Court would be removed and the creek daylighted. A new pedestrian trail would be provided in the upland areas along the western side of the restored creek corridor.
- 10 Focused excavation would also occur at the northern end of MacArthur Avenue to further enhance wetland habitat. The stretch of MacArthur Avenue between Portola and Fernandez would also be removed to expand and connect wetlands with downstream habitat (see Confluence of Tributaries).

Western Tributary

- 11 Like Alternative 1 and consistent with the VMP, the historic forest adjacent to the Western Tributary would be diversified during reforestation. Native tree and understory species would be planted to improve wildlife and ecological values.
- 12 Like all alternatives (and consistent with PTMP), Pop Hicks Field would be returned to active ball field use contingent upon remediation decisions for Landfill E. Under Alternative 2, the existing segment of creek under the Pop Hicks Field parking lot would be daylighted, if consistent with remediation plans. Parking would be relocated to the west and a new pedestrian bridge constructed to provide access from the parking area to the ball field.

- 13 Similar to Alternative 1 (and consistent with the VMP), a little over two acres of non-native vegetation downstream of Pop Hicks Field would be replanted with native species. Unlike Alternatives 1 and 3, Buildings 808 and 809 would be retained. Similar to all alternatives, the creek would cross under Fernandez Street in a culvert.

Confluence of Tributaries

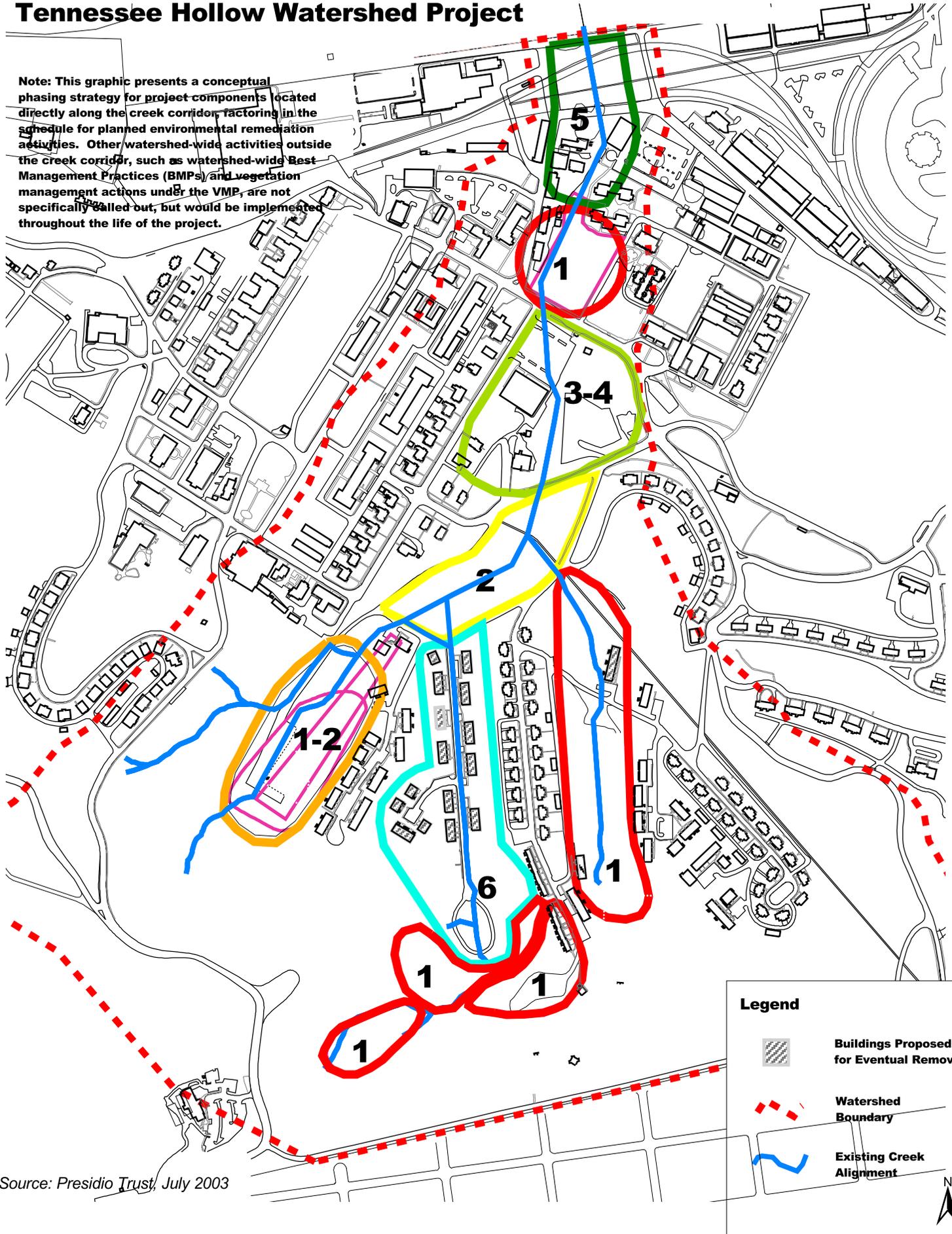
- 14 Under Alternative 2, the historic lined channel along the western tributary would no longer be used to transport water, but would be maintained and rehabilitated as a cultural resource for interpretation. All three tributaries would be restored within an open floodplain in natural earthen channels. Fill removal and wetland habitat would be maximized both north and south of Lovers' Lane, while ensuring adequate protection of potential buried resources. New trail access would be provided between the historic channel and Barnard Avenue. Occasional benches and overlooks would be provided for visitors to view the wetland meadow and riparian area and observe wildlife, but there would be no direct trail access to the creek in this location. The historic boardwalk along Lovers' Lane would be reconstructed. Consistent with the VMP, the historic forest east of Barnard (and west of the stone channel) would be diversified during reforestation. Native tree and understory species would be planted to improve wildlife and ecological values.
- 15 Unlike the other alternatives, Alternative 2 proposes to reduce the width of Presidio Boulevard and construct a new vehicle bridge to accommodate the creek crossing.
- 16 Similar to Alternative 1, north of Presidio Boulevard the creek would be daylighted in the low lying area to the east of the YMCA.
- 17 Near Lincoln, however, the creek would be re-routed to the west to avoid crossing under the Girard/Lincoln intersection and nearby infrastructure (electrical substation, etc.). This alignment would necessitate removal of roughly half of the YMCA parking lot. It is assumed that the parking would be replaced on the south side of the YMCA building. Trail access would be provided along the eastern upland area of the creek. A new large span bridge extending roughly between Girard and Funston would be constructed to maximize ecological connection of the corridor to the downstream area.

Confluence with Marsh

- 18 Treatment of this area would be the same as described under Alternative 1.
- 19 Alternative 2 seeks to maximize the area available to enhance brackish marsh habitat. In comparison to the other alternatives, it proposes to convert the largest area of pavement to habitat in this area of the watershed. Specifically it assumes that non-historic Building 231 would be removed as a result of the remediation program (to be determined), and this area as well as the space occupied between Gorgas, Marshall, Halleck and Mason, would be converted to a slough channel with marsh plain habitat. The slough would cross Gorgas Street via two culverts to maximize potential tidal exchange. Unlike the other alternatives, Alternative 2 also proposes the construction of a new vehicle bridge to accommodate the Mason Street/creek crossing and enhance connectivity to the marsh and tidal exchange.

Figure 2a: Alternative 2 Draft Phasing Strategy Tennessee Hollow Watershed Project

Note: This graphic presents a conceptual phasing strategy for project components located directly along the creek corridor, factoring in the schedule for planned environmental remediation activities. Other watershed-wide activities outside the creek corridor, such as watershed-wide Best Management Practices (BMPs) and vegetation management actions under the VMP, are not specifically called out, but would be implemented throughout the life of the project.



Phasing – Alternative 2

The following description should be reviewed in conjunction with Figure 2a.

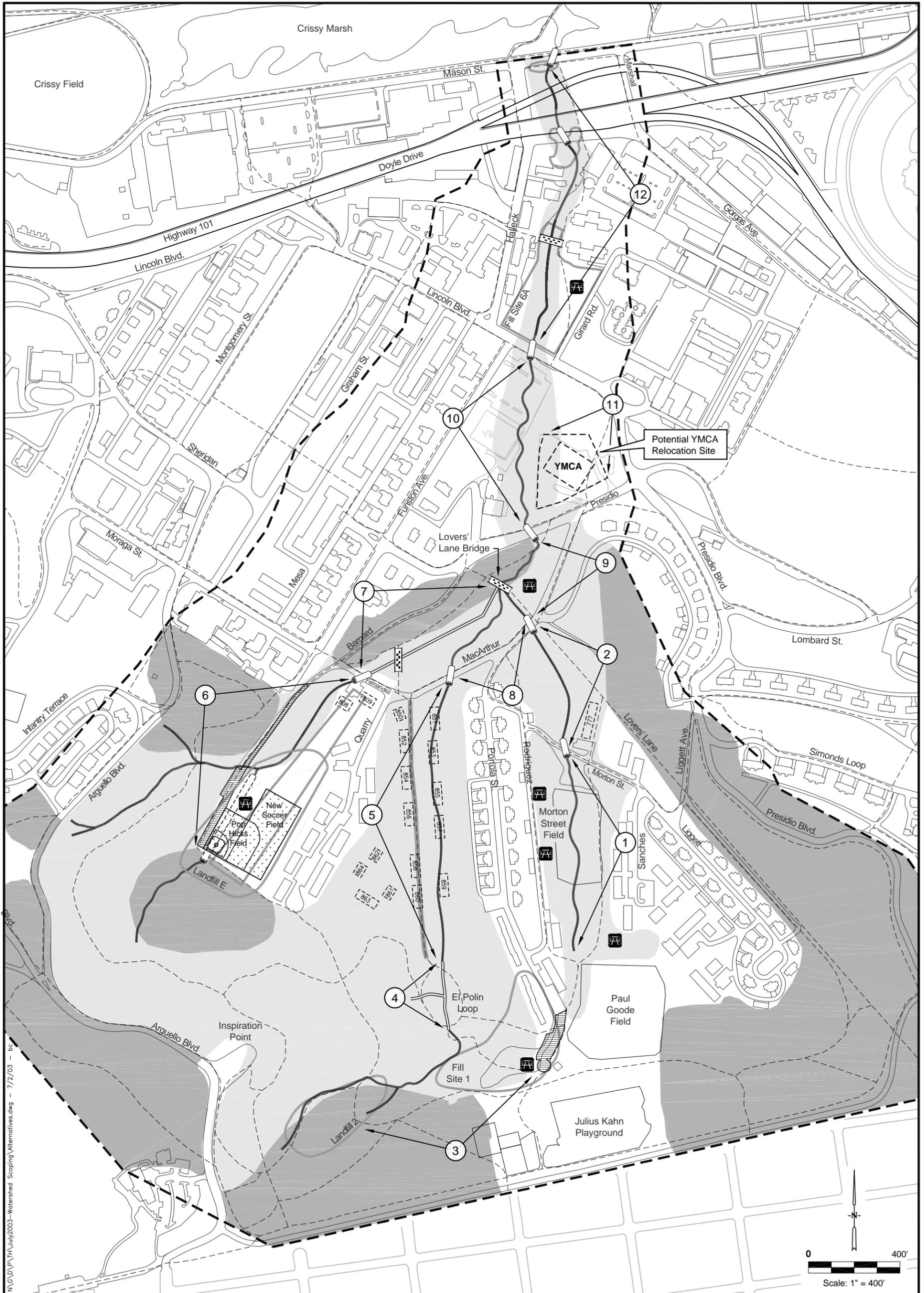
- ***Phase 1*** – Similar to Alternative 1, all planned environmental clean-up activities in the watershed would be completed during Phase 1. This alternative also prioritizes restoration of the Eastern Tributary, however, it goes further than Alternative 1 by proposing to restore the entire tributary as part of this initial project phase. In so doing, this is the only alternative that assumes housing removal (Buildings 770 and 777) during the first phase of the project. The replacement soccer field for Morton Street would be constructed at Fill Site 1 (contingent upon outcome of remediation activities) during this initial project phase. Alternative 2 also proposes to complete vegetation management activities in and around El Polin Spring as part of Phase 1.
- ***Phase 2*** – Similar to Alternative 1, this alternative proposes to implement ecological restoration at the Confluence of the Tributaries and vegetation management activities in the Western Tributary as part of Phase 2.
- ***Phases 3-4*** – The primary action assumed during Phases 3-4 of Alternative 2 is ecological restoration of the creek and associated habitat at the YMCA site (north of Presidio Boulevard and south of Lincoln Boulevard).
- ***Phase 5*** – Alternative 2 differs from Alternative 1 in that it assumes completion of the connection to the marsh before beginning major work in the Central Tributary. As with all alternatives, ecological restoration activities in this location would not be implemented until the Doyle Drive replacement project has been completed.
- ***Phase 6*** – In contrast to Alternative 1, this alternative assumes removal of all housing units and corresponding ecological restoration to be completed in one phase. This final phase of Alternative 2 would therefore involve the ecological restoration along the Central Tributary, which would include the removal of non-historic buildings along MacArthur Avenue and Wallen Court, daylighting the creek and establishing riparian and upland habitat.

3.4 ALTERNATIVE 3

This proposed alternative puts more emphasis than the other alternatives on opportunities for active recreation and public access. It achieves this in a variety of ways including:

- incorporates more bench/picnic areas,
- maintains all roadways,
- proposes focused excavation to uncover, stabilize and interpret buried historic resources;
- provides an opportunity for a new replacement YMCA complex, and
- uses a phasing program which places greater emphasis on providing public recreation opportunities earlier in the implementation phasing.

The following description should be reviewed in conjunction with Figure 3 and the summary of existing conditions presented in Section 3.2 (shown in *italics*). **The numbered descriptions presented below correspond to the same numbered locations shown in Figure 3.**



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Figure 3: Alternative 3
Tennessee Hollow Watershed Project



Source: Presidio Trust, July 2003

- | | | |
|--------------------------|---|--------------------------------------|
| Historic Forest | Boardwalk | New Bench / Picnic Area |
| Native Plant Communities | Foot Bridge | Trails |
| Landscape Vegetation | Vehicular Bridge | Trails with Limited Vehicular Access |
| Channelized Stream | New Parking | Remediation Sites |
| Open Channel | New Recreation Area | Watershed Boundary |
| Culvert | Buildings Proposed for Eventual Removal | |

Numbers correspond to written description provided in Tennessee Hollow Watershed Project Scoping Materials (July 2003).

Eastern Tributary

- ① Like Alternatives 1 and 2 (and consistent with the VMP), approximately two acres of non-native invasive vegetation upstream of Morton Street Field would be replanted with native trees. All project alternatives propose the removal of Morton Street Field to daylight the creek and establish associated habitat. Under Alternative 3, the field would be replaced at Pop Hicks Field (in the Western Tributary) as described under Alternative 1. Alternative 3 differs from the other alternatives in this area in the following ways; a) trail access would be provided along both sides of the restored creek corridor including new bench/overlook areas, b) Morton Street (the roadway) would be maintained as is and the restored creek would cross under the road via a culvert.
- ② All alternatives propose the removal of non-historic Building 777 and expansion of riparian and upland habitat in this location. Similar to Alternative 1, the creek would cross under MacArthur Avenue via a culvert.

Central Tributary (El Polin Spring)

- ③ A new overlook with a picnic area and interpretative kiosk would be established at the edge of Fill Site 1 adjacent to Paul Goode Field. This area would connect to the El Polin Loop picnic area by a trail. Additional emphasis would be placed on the exposure, stabilization and interpretation of the historic dam structure below Fill Site 1 and immediately south of El Polin Loop. The treatment of Landfill 2 would be the same as described under Alternative 1.
- ④ The existing picnic area, historic channels and well at El Polin Loop would be rehabilitated as described under Alternative 1. In addition, Alternative 3 proposes focused excavation along the western edge of the Loop to expose, stabilize and provide for the interpretation of adobe artifacts.
- ⑤ Consistent with PTMP, all alternatives propose the eventual removal of the non-historic buildings along MacArthur Avenue and Wallen Court to daylight the creek and expand and connect habitat. Similar to Alternative 1, MacArthur Avenue would be converted to a permeable trail which would be open for limited vehicle access (emergency vehicles and visitors with special access requirements).

Western Tributary

- ⑥ Similar to Alternatives 1 and 2 (and consistent with PTMP), Pop Hicks Field would be returned to active play contingent upon the remediation of Landfill E. Like Alternative 1, this alternative proposes to replace Morton Street Field at this site by constructing a new shared-use ball/soccer field adjacent to Pop Hicks Field. This alternative differs from the others by allowing additional consideration of new tennis courts near Pop Hicks Field (contingent upon remediation). In all other ways, including use of a culvert to accommodate creek crossing at Fernandez Street, removal of Buildings 808 and 809, and implementation of the vegetation management actions consistent with the VMP, Alternative 3 is similar to Alternative 1.

Confluence of Tributaries

- ⑦ Similar to Alternative 1, the Western Tributary would continue to flow in the historic stone channel and the channel would be rehabilitated. Unlike all of the other alternatives, a new trail would extend through the meadow area, crossing the stone channel via a new pedestrian bridge.

- 8 Both the Central and Eastern Tributaries would be daylighted in open natural channels and the alignments routed to avoid potential buried archeological resources to the greatest extent feasible. Similar to Alternative 1, it is assumed that only minimal grading would be needed for habitat enhancement activities in the area south of Lovers' Lane. Unlike the other alternatives, all three tributaries would be directed into one main channel before it flows beneath Lovers' Lane Bridge.
- 9 Alternative 3 is the only alternative that proposes a new picnic area within this tributary. The facility would be located just north of Lovers' Lane trail, overlooking the confluence. Existing non-native vegetation surrounding this new public space and the nearby creek would be replanted with native vegetation. Within the public space, interpretative signs would provide information on the site's history and natural resource values. Providing a picnic area in this location would make reconstruction of the historic boardwalk impractical; therefore, this alternative does not propose to reconstruct the boardwalk. Trail surface improvements would be made along Lovers' Lane.
- 10 Similar to Alternative 1, the creek would cross both Presidio and Lincoln Boulevards via culverts. This alternative contemplates maintaining the existing creek alignment which would require relocation of the YMCA and parking lot.
- 11 One potential location for YMCA replacement would be as shown. Replacement of the YMCA would be subject to supplemental environmental review. Like all major Presidio construction projects, implementation would be contingent upon the outcome of that later process and available funding.

Confluence with Marsh

- 12 Treatment of this area would be the same as described under Alternative 1.

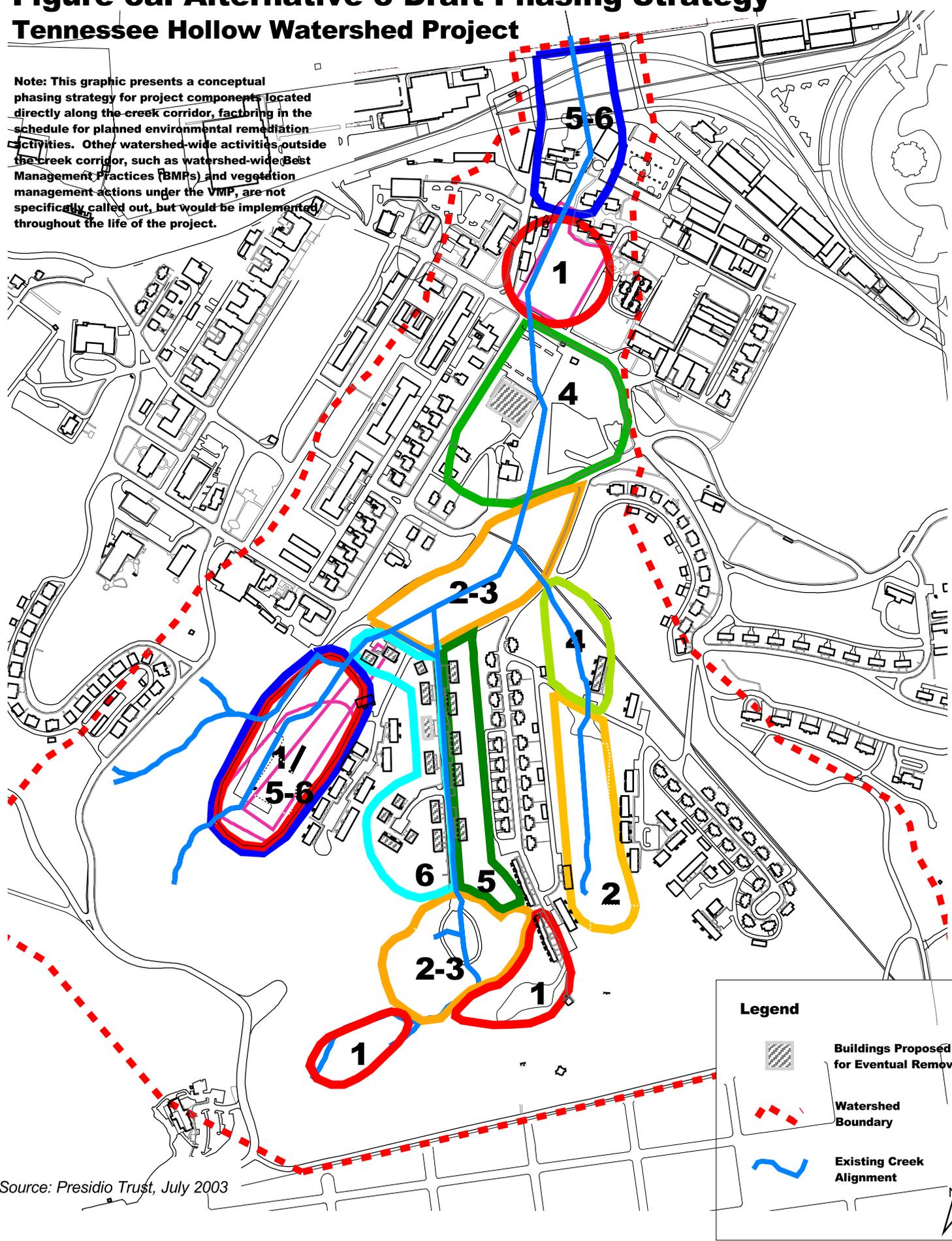
Phasing – Alternative 3

The following description should be reviewed in conjunction with Figure 3a.

- ***Phase 1*** – Unlike the other alternatives, the only actions assumed in Phase 1 are planned environmental clean-up and subsequent remediation site restoration activities including construction of an expanded ball field facility at Pop Hicks Field following remediation at Landfill E.
- ***Phases 2-3*** – Not until a second phase would the removal of Morton Street Field/daylighting of the Eastern Tributary, upstream vegetation management activities, and trail (and bench/overlooks) construction be implemented. Following completion of these activities, improvements at the El Polin Loop picnic area and historic channel and well would be implemented. The ecological restoration activities proposed at the Confluence of the Tributaries area and associated new picnic area and trails are also assumed during Phases 2-3.
- ***Phase 4*** – Similar to Alternative 1, creek restoration and habitat enhancement at the YMCA site (north of Presidio Boulevard and south of Lincoln) are assumed to be implemented during Phase 4. Also assumed in Phase 4 is completion of ecological restoration activities in the Eastern Tributary including removal of Building 777 and vegetation management actions. In comparison to the other alternatives, Alternative 3 is the last to complete restoration of the Eastern Tributary.

Figure 3a: Alternative 3 Draft Phasing Strategy Tennessee Hollow Watershed Project

Note: This graphic presents a conceptual phasing strategy for project components located directly along the creek corridor, factoring in the schedule for planned environmental remediation activities. Other watershed-wide activities, outside the creek corridor, such as watershed-wide Best Management Practices (BMPs) and vegetation management actions under the VMP, are not specifically called out, but would be implemented throughout the life of the project.



Source: Presidio Trust, July 2003

- **Phase 5-6** – Alternative 3 assumes the timing of connection to the marsh may occur during Phases 5-6. Alternative 3 proposes the same approach as described under Alternative 1 for implementation phasing in the Central Tributary. Unlike the other alternatives, Alternative 3 defers vegetation management activities in the Western Tributary until these final phases of the project.

4. PROPOSED SCOPE OF ENVIRONMENTAL ANALYSIS

The PTMP called for the ecological restoration of the Tennessee Hollow Watershed, and the PTMP Environmental Impact Statement (EIS) analyzed at a programmatic level seven alternative management concepts for Area B of the Presidio, including ecological restoration options for Tennessee Hollow. The Tennessee Hollow restoration is now being considered at a project-specific level, and to avoid unnecessary repetition, the EA will tier from the PTMP final EIS and focus on analysis of issues specific to the project-level actions being proposed (40 CFR 1502.20 and 1508.28). The EA will evaluate whether the project has the potential for significant effects on the human environment.

The Council on Environmental Quality (CEQ) encourages agencies to use tiering as a means to “...eliminate repetitive discussions of the same issues and to focus on the actual issues ripe for decision...” In some instances, the program-level analysis in the PTMP EIS may adequately cover the potential effects of the proposed project, and for those topics, no further analysis will be warranted. The following environmental issues may require further evaluation in the EA beyond the programmatic analysis and mitigations in the PTMP EIS.

TENNESSEE HOLLOW WATERSHED PROJECT EA PROPOSED ENVIRONMENTAL ANALYSIS TOPICS

Historic/Architectural Resources and Cultural Landscape – The EA analysis is expected to focus on changes in the cultural landscape including streets and roads. A *Cultural Landscape Report* for the watershed will be considered in the analysis. Analysis of the project’s potential effect on the National Historic Landmark District (NHLD) will be conducted as part of the EA and the National Historic Preservation Act (NHPA) compliance process.

Archaeology – To build on the programmatic analysis provided in the PTMP EIS, additional archival research and on-going site investigations within the watershed are expected to be considered in the EA.

Biological Resources – The EA is expected to consider project-specific analysis of habitat changes, wetlands and rare and endangered species subject to Section 7 consultation under the Endangered Species Act.

Water Resources – The EA is expected to consider hydrologic conditions anticipated under each alternative including ground and surface water changes, potential flooding effects and a qualitative discussion of water quality. The analysis will look at the results of a multi-year monitoring and data collection effort conducted for the project and will utilize a water balance model.

Visual Resources – The EA is expected to consider site-specific changes within the watershed including changes in topography and vegetation at key view points.

Air Quality – The EA is expected to focus on construction air quality effects and on the potential for site-specific changes in microclimate and local wind patterns consistent with the VMP EA and related technical studies.

Noise – The EA is expected to consider predicted construction/demolition noise levels at nearby sensitive receptors. In the watershed, these receptors primarily include residential and recreational uses, and sensitive natural resource areas.

Consistency with Existing Plans – The EA is expected to consider consistency with existing plans for the Presidio including the PTMP, VMP and other relevant plans.

Socioeconomic/Housing Supply – The EA is expected to describe housing to be removed under each alternative and to assume replacement housing. The location and configuration of future replacement housing has not been determined and will require future environmental analysis.

Recreation – The EA is expected to consider each project alternative’s effect on existing and future recreational opportunities within the watershed, including but not limited to the removal and replacement of ball fields.

Transportation & Circulation – The EA analysis is expected to consider the potential effects from construction traffic and whether any proposed changes to circulation, parking, and modifications to transit service routes would have the potential for effects not already analyzed in the PTMP EIS.

Cumulative Impacts – The EA is expected to consider any new information about projects that would change conclusions reached in the PTMP EIS regarding cumulative effects.

In addition, the EA will include the Project Purpose & Need, Project Description, and a summary of public involvement and agency consultation and coordination. In addition to including the NEPA “No Action” Alternative, the EA will analyze alternatives against an alternate baseline: the “no project” baseline which will assume the project is not implemented and no actions to restore the creek are undertaken. Analysis of the project against this alternate baseline is not required, but will be provided to assist the public and decision-makers in better understanding the project.

**TENNESSEE HOLLOW WATERSHED PROJECT
SCOPING MATERIALS**

ATTACHMENTS

**ATTACHMENT A: OVERVIEW OF PRESIDIO TRUST MANAGEMENT PLAN GUIDANCE FOR
TENNESSEE HOLLOW**

ATTACHMENT B: SUMMARY OF INITIAL PUBLIC SCOPING COMMENTS

ATTACHMENT A: OVERVIEW OF PRESIDIO TRUST MANAGEMENT PLAN GUIDANCE FOR TENNESSEE HOLLOW

The following is paraphrased text from the *Presidio Trust Management Plan: Land Use Policies for Area B of the Presidio of San Francisco* (Trust, 2002).

Broad Guidance:

- Calls for restoration of the three tributaries and enhancing natural values (pages 13-20).
- Calls for the protection, preservation, and interpretation of historic and cultural resources (pages 3-12 and 19).
- Calls for preserving the integrity of the National Historic Landmark District (NHLD) (page 5).
- Calls for maintaining the residential nature of East Housing District and preserving and enhancing existing recreational values (page 100).

Specific Guidance

- Designates Pop Hicks Field for active recreational use, contingent upon outcome of the remediation action plan (page 101).
- Identifies 66 units of non-historic housing for removal and replacement (pages 44-45 and 100-102).
- Provides guidance for the replacement of housing, as needed, including conversion of larger units into multiple smaller units and new construction (pages 6-7, 42-3 and 100-104).
- States that Morton Street Field will be considered for removal/replacement to accommodate creek restoration (page 101, as amended in the PTMP Record of Decision).
- Recommends a variety of circulation and access-related actions including the removal of redundant roadways to enhance creek restoration, retention of historic street pattern, rehabilitation of Lovers' Lane, and overall improvement of pedestrian connections among housing clusters and between playing fields and other destinations at the Presidio (page 106).

ATTACHMENT B: SUMMARY OF INITIAL PUBLIC SCOPING COMMENTS

Agencies: Two agencies provided initial scoping comments -- the Golden Gate National Recreation Area (GGNRA) and the San Francisco County Transportation Authority (SFCTA). The GGNRA expressed support for the project, along with suggested changes to project goal statements, approach to phasing, and recommendations that restoration be maximized. These recommendations were incorporated in Alternative 2. The SFCTA requested that the EA evaluate cumulative effects of Doyle Drive and the Tennessee Hollow projects and that close coordination with the Doyle Drive project team be provided. Cumulative effects of the two projects will be considered in the Environmental Assessment (EA).

Organizations: 18 organizations submitted comments including the San Francisco Little League (SFL), local neighborhood organizations, a group of Presidio restoration volunteers, the Fort Point and Presidio Historical Association, the California Heritage Council, and two local environmental groups (Urban Watershed Project and Wild in the City). In addition, a joint letter was submitted by several environmental groups – the Alliance for a Clean Waterfront, Clean Water Action, Golden Gate Audubon Society, Natural Resources Defense Council, San Francisco League of Conservation Voters, San Francisco Tomorrow, and the Sierra Club.

Comments from SFL advocated ball field retention/replacement and expressed strong support for reuse of Pop Hicks Field for active play. Consistent with PTMP, Pop Hicks Field would be returned to active use under all alternatives. Predominant these raised in comments from the neighborhood organizations included preferences both for and against tree removal, requests to extend the original January 24 public comment deadline, financial and other general concerns, and detailed questions about the project. In response to comments, the Trust extended the January 24 comment deadline to February 24 and the other issues raised will be evaluated as part of the EA. The restoration volunteers and environmental stakeholders expressed general support for the project and project goal statements, and provided specific comments and suggestions for alternatives emphasizing ecological restoration wherever possible. In response, Alternative 2 has been developed. Several of the concepts recommended were also incorporated into other alternatives.

Comments from the historic preservation community stated overall concern regarding cultural resource effects on the National Historic Landmark District (NHL) status, prioritizing Trust funds to the project before historic buildings in need of immediate maintenance are stabilized, and questions about the use of the term “restoration” as defined in the Secretary’s of the Interior Standards. Analysis of the project’s potential effect on the NHL will be considered in the EA and through the National Historic Preservation Act (NHPA) compliance process. With respect to funding and implementation, the EA will identify a proposed approach to phasing and will make clear that implementation will rely on outside funding and likely require many years to complete. The term “restoration” was misunderstood by commentors and the EA will make clear that the term refers to “ecological restoration” not restoration to a specific time or period in history as defined in the Secretary’s Standards. The historic preservation commentors also requested that a Cultural Landscape Report be prepared. A draft report is currently under preparation and will be considered in the EA. The letter from the consortium of environmental groups was generally supportive of the project acknowledging that it will require a long-term implementation strategy. A conceptual phasing strategy showing the relative priority of types of actions to others is proposed for each alternative. The consortium also provided comments on the draft project goals and made a few recommendations for alternatives that have been considered and incorporated in the proposed alternatives.

Individuals: Nearly 160 individuals provided comments (e-mails, letters, and comment cards). More than 100 of these were e-mails submitted in conjunction with the San Francisco Little League letter expressing support for continued use of ball fields and/or strong support for replacement if fields are to be removed as part of this project. As contemplated in PTMP, all draft alternatives retain or replace the ball

fields. Reuse of Pop Hicks Field as a ball field was a dominant theme. The majority of the remaining letters from individuals expressed general support for this project, advocating full restoration of the creek corridor, removal of infrastructure including roads or replacement with bridges where possible, and other specific recommendations for project components. Several individuals raised concerns regarding the financial feasibility of the project, and one individual requested that a detailed financial analysis be included. In response, planning level cost estimates showing the relative costs of each alternative to the others will be included in the EA.