

# The Presidio Trust Strategic Plan



**Fiscal Year 2005-2009**



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## Introduction: A Park for the 21st Century

Unlike the expansive tracts of wilderness that were preserved as national parks at the end of the 19th century, the Presidio of San Francisco was developed over the course of 200 years to serve the needs of an active military community. It has nearly six million square feet of building space that includes underground bunkers and airplane hangars, elegant Civil War-era family homes and stately military headquarters. Ideas about the character of national parks changed at the end of the 20th century as historic sites and recreation areas were designated national park sites. The Presidio, however, has been a place for people to live and work for more than 200 years, and does not easily fit into commonly held ideas of a national park.

The dramatic transformation of the Presidio's windswept landscape into wooded "parkland" at the end of the 19th century reveals the broad influence of the early urban parks movement which promoted the moral and physical benefits of open green space and pastoral landscapes for city dwellers. But the Army's intent in transforming the Presidio's landscape was not to elevate the moral character of either the soldiers posted here or the civilians outside its gates, but to convey military order and power, and to distinguish the military post from the city that was developing around it. The park-like attributes that we find in the Presidio today are the accidental consequence of its military past.

The Presidio's forest of cypress, pine, and eucalyptus, its beautiful open spaces, rare natural areas, and spectacular vistas give it many of the characteristics of a park without having been conceived as one – an incipient park that is emerging. Bringing forth those characteristics, while also retaining the Presidio's character and history as a place where people lived and worked, requires new ways of thinking about what a park can be and how it should be managed.

The Presidio is a national park like no other: Historic buildings are preserved by accommodating new uses; open spaces and natural areas are enhanced and protected with leasing revenues; endangered species find shelter in man-made landscapes; people live and work in the park, reminding us always that the Presidio is an essentially human landscape.

### **FROM POST TO PARK**

Attracted by the location's commanding position overlooking the juncture of bay and ocean and the promise of extending dominion over the Pacific Northwest, the armies of Spain, Mexico, and the United States each raised their flags here. The Presidio was a military garrison from the time Spain established El Presidio in 1776 until the United States Army left in 1994.

The outbreak of the Spanish-American War in 1898 brought national prominence to the Presidio, and over time the U.S. Army fortified, developed, and landscaped the Presidio as America's premier military



post on the West Coast, and one of the most beautiful landscapes in the nation.

Several administrations have reaffirmed that the Presidio is important to the American people. In 1962, the Presidio was designated a National Historic Landmark. In 1972, when Congress passed the legislation that established the Golden Gate National Recreation Area (GGNRA), it also provided that the Presidio would become part of the GGNRA if it were no longer needed as a military post. In 1989, the Base Realignment and Closure Commission recommended that the Presidio, the oldest continuously operating military post in the country, be closed, and the Army formally transferred the Presidio to the National Park Service (NPS) in 1994.

The Presidio's strategic location, diverse landscapes, military and domestic architecture, and the integrity of its history present an unparalleled opportunity to understand the course of our nation as reflected by our military: Manifest Destiny and the end of continental imperialism; the Civil War and the metaphysics of nationhood; the isolationism that preceded the First World War; the hegemony of military culture that developed after World War II and reached its height during the Cold War; and finally the "demilitarization" of army installations in the post-Vietnam era.

**A NEW MODEL  
FOR MANAGING  
A NATIONAL  
PARK: THE  
PRESIDIO TRUST  
AND ITS  
STATUTORY  
MANDATES**

In 1994, the NPS issued a general management plan for the Presidio that identified the Presidio as a "park unlike any other" and proposed that the former military post should become "a global center dedicated to addressing the world's most critical environmental, social, and cultural challenges." This "Swords-to-Ploughshares" vision relied on ongoing taxpayer support to rehabilitate, preserve, and operate the Presidio. Congress found the costs too high and the plan unrealistic. Deciding to make the cost of preserving the Presidio explicit, it created a federal agency that would have direct responsibility for the "bottom line."

**Mission Statement**

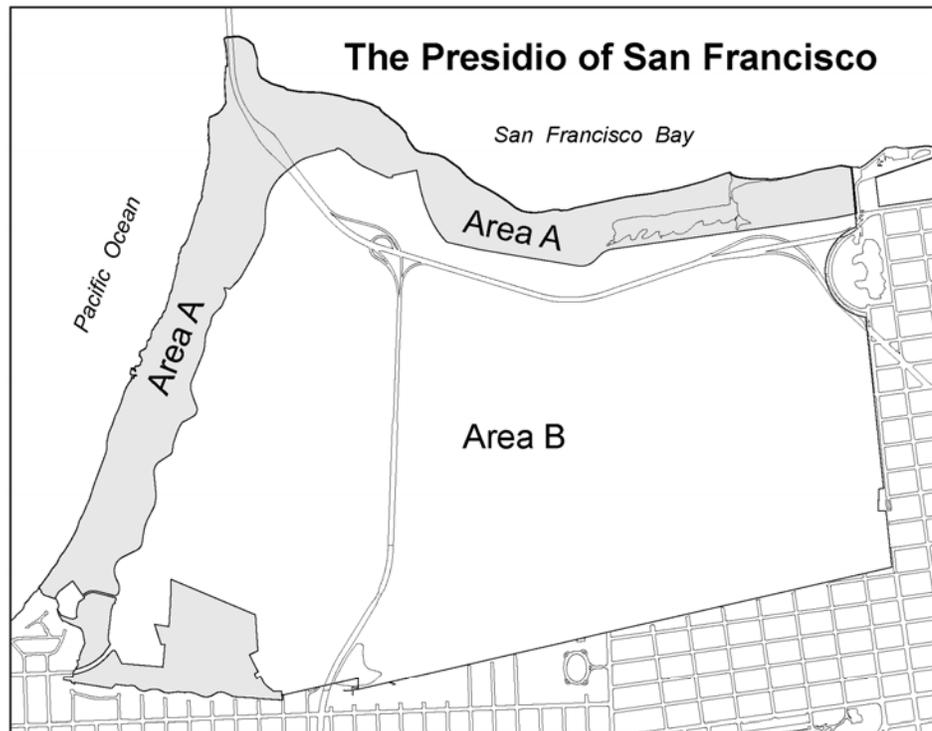
*The Presidio Trust's mission is to preserve and enhance the natural, cultural, scenic, and recreational resources of the Presidio for public use in perpetuity, and to achieve long-term financial sustainability.*

In 1996, Congress established the Presidio Trust<sup>1</sup> with the specific purpose of preserving, enhancing, and maintaining the Presidio as a park, using the revenues from its leasable assets to fund that effort. The Trust was given jurisdiction over the inland 1,168 acres of the Presidio, known as "Area B." The NPS would continue to manage the 300 acres along the shoreline and Lobos Creek Valley, or "Area A."  
(See Figure 1)

<sup>1</sup> The Omnibus Parks and Public Lands Management Act of 1996, or "Trust Act"



Figure 1 illustrates the divided jurisdiction of the Presidio.



Congress required that the Presidio Trust become independent of annual federal appropriations by FY2013, and gave the new federal corporation significant management flexibility and financial authorities. The Trust could earn and retain revenue, borrow limited funds from the United States Treasury, and enter into real estate transactions that bring private capital to the enormous effort of rehabilitating historic buildings. By leveraging scarce public dollars with private capital, Congress believed that the Presidio could be preserved without a long-term financial burden on the public. The Trust Act is an example of clear-sighted governance, finding workable solutions to unique problems. No other national park site operates in this way.

**A RECORD OF ACCOMPLISHMENT**

When the Presidio Trust Board of Directors first convened in July 1997, it identified three ambitious goals to be accomplished in its first five years: 1) develop an immediate and strong source of ongoing revenue; 2) upgrade the park's aging infrastructure and undertake its environmental remediation; and 3) build an organization that could respond to changing circumstances and needs. In 2000, the Trust also decided to develop a long-term management plan that would set the parameters within which the Trust would balance its preservation and financial responsibilities.



The Trust has accomplished these early goals. Its environmental remediation program is effectively addressing one of the most difficult challenges of transforming a military post into a national park. The Trust has established a strong financial foundation for the future, generating \$43 million in FY2004, and has developed the necessary plans and guidelines to preserve and enhance the Presidio, and to operate it as one of the nation's great parks. The Trust has also built an organization that can implement its ambitious plans and achieve the goals set forth in this strategic plan.

**ENVIRONMENTAL  
REMEDICATION**

In 1999, the Presidio Trust, the NPS, and the U.S. Army reached an agreement to transfer the environmental cleanup responsibility for the Presidio (Areas A and B) from the Army to the Presidio Trust. The Army provided \$99 million to the Trust to fund the effort. This agreement marked the first time that federal agencies developed a partnership to conduct comprehensive environmental cleanup of a closed military base.

The Trust's environmental remediation team works closely with stakeholders, including the NPS and other government agencies, and the Presidio's broad community. California's Department of Toxic Substance Control and the Regional Water Quality Control Board provide regulatory oversight and guidance; the Restoration Advisory Board, a citizen oversight and advisory group, provides input to the Trust's cleanup process.

The goal of the Presidio Trust environmental cleanup program is to ensure that the Presidio meets environmental standards appropriate for a national park. The program is significantly streamlining and accelerating the cleanup process, which will be substantially complete by FY2009.

**REAL ESTATE  
LEASING AND  
DEVELOPMENT**

The Presidio has 1,047<sup>2</sup> conventional housing units, ranging from eight-unit apartment complexes to large single-family homes. Given the persistent need for housing in the San Francisco Bay Area, the Trust can rely on its housing as the most stable source of ongoing revenue. With funds borrowed from the United States Treasury, the Trust made improvements to the former Army housing, and early in 1999 began leasing the Presidio's apartments and homes to the general public. By FY2006, more than 1,000 residential units will be available for lease, many fully renovated, generating approximately \$23.2 million. In FY2003, the Trust issued a request for proposals (RFP) to convert the long vacant Public Health Services Hospital (PHSH) into housing. The Trust will continue to evaluate the possibilities of converting non-residential buildings into housing and of building new housing. Gross

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<sup>2</sup> The Trust has committed to a park-wide cap of 1,654 residential units in its management plan.



revenue from residential leases is expected to reach \$29.3 million by FY2009.<sup>3</sup>

The Trust decided to seek an “anchor” tenant to redevelop the vacant and obsolete Letterman Army Hospital site, 23 acres in the northeastern corner of the park. The Trust issued an RFP in 1998, and awarded the opportunity to Lucasfilm, Ltd. By the end of FY2002, the Trust had entered into a long-term land lease with Lucasfilm, deconstructed the Letterman medical facilities, and approved designs for the Letterman Digital Arts complex (LDA), which Lucasfilm is now building. The 840,000 square-foot facility is expected to be completed before the end of FY2005, generating ground lease payments of \$5.8 million per year with periodic adjustments, in addition to service district charges (SDC), or common area maintenance payments.

In addition to the LDA complex, 42 non-residential buildings have been leased since 1998, totaling over 620,000 square feet. Of those buildings, 23 were historic preservation projects including an award-winning restoration of the Main Post 1863 guardhouse that now houses the Presidio’s post office and bank. More than \$35 million of private capital has been invested in historic rehabilitation and preservation projects. Non-residential leasing generated approximately \$13 million in FY2004, and is projected to generate \$25.5 million by FY2009.<sup>4</sup>

**PLANNING TO  
PRESERVE AND  
ENHANCE THE  
PARK**

In August 2002, the Presidio Trust Board of Directors adopted the *Presidio Trust Management Plan: Land Use Policies for Area B of the Presidio of San Francisco* (PTMP). The two-year planning process included nine months of public comment; the Trust received more than 3,000 comments from across the country. PTMP provides the framework for achieving the Trust's mission to preserve and enhance the Presidio as a financially self-sustaining national park. This strategic plan builds on the principles articulated in PTMP, and reiterates PTMP's priorities and commitments.

The Trust has been recognized for its achievements in historic preservation, winning several preservation awards,<sup>5</sup> and will protect the integrity of the National Historic Landmark District. Redevelopment and restoration activities are subject to the National Historic Preservation Act, and are reviewed for compliance through a

<sup>3</sup> This total includes service district charge; a fee that defrays the cost of common area infrastructure improvements and upgrades, as well as the cost of public safety.

<sup>4</sup> These revenue numbers include SDC.

<sup>5</sup> The Presidio Trust has been recognized for its historic preservation efforts: Governor's Historic Preservation Award for the Archaeological Education Outreach Program in Garbology – 2002; California Heritage Council Certificate of Recognition in appreciation of the restoration, preservation, and adaptive reuse of the Presidio Guard House (today home to the Presidio Post Office and First Republic Bank) –2002. Also, The California Preservation Foundation held its annual conference at the Presidio in spring 2004.



programmatic agreement among the Trust, the NPS, and the Advisory Council on Historic Preservation. The agreement identifies the consultation and review process for operation and maintenance activities, for activities that have little potential for affecting historic properties, for future planning, and for new construction. The National Trust for Historic Preservation and the Fort Point and Presidio Historical Association are concurring parties to the programmatic agreement. The Trust submits an annual report of all compliance activities pursuant to the programmatic agreement.

The Presidio's natural areas and man-made landscapes harbor vestiges of San Francisco's natural heritage – native plants, rare and endangered species, important wildlife habitat, and the last free-flowing stream in San Francisco. In December 2001, the Trust adopted the *Presidio Vegetation Management Plan* (VMP), developed in collaboration with its open space partners the NPS and the Golden Gate National Parks Conservancy (Parks Conservancy).<sup>6</sup> The VMP identifies strategies for protecting and enhancing landscapes and open space that have both natural and historic significance.

A Natural Resources Memorandum of Agreement (MOA) among the Trust, the NPS, and the Parks Conservancy was signed in FY2002, ensuring that restoration of natural resources would be consistent across Areas A and B of the Presidio. The MOA covers a range of projects, from observing songbirds to testing water quality, and includes collaboration on volunteer stewardship programs and educational outreach to local schools. The Presidio's collaborative natural resources program is cultivating a spirit of partnership among agencies, non-profit organizations, academic and scientific institutions, and the general public.

In August 2003, the Trust and the NPS adopted the *Presidio Trails and Bikeways Plan*. Over the next five years, the Trust will work with the NPS and the Parks Conservancy to establish a coherent network of trails and scenic overlooks throughout the park. The new trail system will improve orientation, making necessary connections from the park's entrances to its center, and create better access to the Presidio's spectacular vistas and points of historic importance.

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<sup>6</sup> The Golden Gate National Parks Conservancy is a nonprofit membership organization created to preserve the Golden Gate National Parks, enhance the experiences of park visitors, and build a community dedicated to conserving the parks for the future.



**BUILDING A  
RESPONSIVE  
ORGANIZATION**

The Presidio Trust is an effort by Congress to require increased responsibility for the “bottom line,” and to do so in pursuit of a laudable public objective. Congress granted the Trust managerial latitude<sup>7</sup> and fiscal authorities unique among federal agencies, creating an agency that embodied the best of the public and private sectors. The flexibility given to the Trust has been critical to its success in managing the Presidio through the changing economic circumstances of the past five years.

When the Trust began its operations in 1998, the local real estate market was at its height. In order to capitalize on the opportunities then present, the Trust had to ready buildings for lease as quickly as possible, as well as upgrade the post’s antiquated infrastructure. The Trust developed an in-house construction crew that could expedite construction needs. The Trust also brought together the multiple skills needed to convert assets to revenue, to plan for future development, to engage the public, to design and implement park improvements, and to manage the park’s resources. By FY2001, the organization had grown to nearly 500 employees.

Over the course of FY2002 and FY2003, in response to the contracting economy as well as to the Presidio’s changing needs, the Trust reduced its operating costs by more than 25 percent, and reduced the number of Trust personnel by more than 33 percent, from the originally budgeted FTE level. The Trust will continue to control costs, and will balance and align the number of personnel and range of expertise with the organization’s goals, but will protect the institutional knowledge that will continue to be important to the Trust’s success.

**MEETING THE  
FINANCIAL  
CHALLENGE**

The Trust has two priorities: to fund projects that generate revenue to support the park in perpetuity, and to fund projects that preserve and enhance the park’s resources and encourage public use. The Trust’s preservation and financial mandates are so fully integrated that financial success is conditioned by the Trust’s ability to rehabilitate the Presidio’s historic buildings, revitalize its landscapes, and preserve its natural and cultural resources. Balancing these priorities will require tradeoffs and a prudent use of funds. The Trust must optimize the limited number of opportunities to generate revenue, and respond effectively to changing circumstances.

The extent and diversity of the Presidio’s resources, the escalating costs of public safety, and the maintenance costs that come with increased public use and building occupancy, are significant variables in any estimate of the ongoing cost of operating the Presidio and enhancing its

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<sup>7</sup> The Presidio Trust is exempt from many of the provisions in Title 5, United States Code that governs federal employees, including Section 103 (C)(7) of the Trust Act that applies to appointment, compensation, duties, and termination of employees.



resources.<sup>8</sup> What is clear, however, is that the Trust's ability to generate revenue is constrained by a number of factors: 1) the cap on the amount of building square footage allowed in the park, limiting the number of opportunities,<sup>9</sup> 2) the nature of the buildings themselves and the cost of their rehabilitation, and 3) the local economy.<sup>10</sup> Moreover, the Trust is bound by previously negotiated lease agreements, regulatory constraints, and unfunded mandates.

How well the park can be cared for over the long term depends on the Trust's ability to make the most of its few opportunities to generate revenue. From fiscal year 2005 to 2009, the Trust's goal is to lease more than 1,000,000 square feet, generating approximately \$8.84 million (\$8.8/sq.ft.) in annual revenues and requiring nearly \$104.3 million in investment from the Presidio. This investment includes \$70.9 million (\$72/sq.ft.) in building capital projects, \$8.3 million in residential turnover and cyclical maintenance, \$9.7 million in tenant improvements, project management, and infrastructure support, and \$15.4 million in non-direct revenue generating projects or carry forward project from fiscal year 2004. The Trust has set an ambitious goal of increasing revenues by 33 percent, or to \$57.7 million. (*See Tables 1 and 2*)

To achieve this goal, the Trust must consider the timing and sequence of real estate development projects in terms of the amount of capital it can invest, the availability of outside investment, and how other park projects, such as open space enhancements, will affect real estate values and create incentives for organizations to locate in the Presidio. The more private capital that is used, the faster the buildings will be rehabilitated, the sooner lease revenues will be available, and the lower the risk to the Trust. However, if the Trust invests more of its own money, the risks may be higher and it may take longer to undertake projects, but the cash flow will be greater.

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<sup>8</sup> In 1994, the NPS estimated \$589 million in capital costs, but the actual cost will likely prove to be much higher.

<sup>9</sup> The Trust Act limits the amount of building space to that which existed when the Act was passed, or 5.96 million sq. ft. In addition, the Trust has made a commitment to reduce that over time to 5.6 million square feet.

<sup>10</sup> For example, San Francisco's commercial rental rates are down by as much as 50 percent from 2001, and vacancy rates have risen in recent years to 20 percent from a low of two percent.



*Introduction: A Park for the 21st Century*

*Table 1 shows financial projections FY2005-2020, demonstrating that the Presidio can become independent of federal appropriations by FY2013*

	FY 2005	FY 2009	FY 2010	FY 2013	FY 2020
Residential Revenues	\$24,043,845	\$29,380,973	\$28,948,582	\$27,796,785	\$25,579,100
Non-Residential Revenues	13,223,056	18,745,777	20,209,926	22,882,094	25,248,986
SDC <sup>(1)</sup>	3,765,908	6,863,380	7,099,734	7,557,170	7,873,721
<b>Total Lease Revenues</b>	<b>\$41,043,808</b>	<b>\$54,999,130</b>	<b>\$56,258,242</b>	<b>\$58,236,049</b>	<b>\$58,701,807</b>
Other Revenues <sup>(2)</sup>	23,072,936	2,369,389	2,369,389	2,269,389	2,269,389
<b>Total Revenue from Operations</b>	<b>\$64,105,744</b>	<b>\$57,368,519</b>	<b>\$58,627,631</b>	<b>\$60,505,438</b>	<b>\$60,971,197</b>
Operating Expenditures	(41,712,314)	(44,622,749)	(44,622,749)	(41,065,059)	(37,863,138)
<b>Net Cash Flow From Operations</b>	<b>\$22,393,430</b>	<b>\$12,745,771</b>	<b>\$14,004,883</b>	<b>\$19,440,379</b>	<b>\$23,108,059</b>
Government Appropriations <sup>(2)</sup>	20,000,000	17,575,000	16,950,000	0	0
Debt Service	(1,394,229)	(3,000,000)	(3,000,000)	(3,000,000)	(5,148,138)
<b>Cash Flow for Investing &amp; Contingency</b>	<b>\$40,999,201</b>	<b>\$27,320,771</b>	<b>\$27,954,883</b>	<b>\$16,440,379</b>	<b>\$17,959,920</b>
Total Residential Sq.Ft. Leased	1,930,879	2,405,396	2,373,716	2,290,197	2,166,190
Total Non-Residential Sq.Ft. Leased	2,121,309	2,627,732	2,715,949	2,825,307	2,908,993
<b>Total Sq.Ft. Leased</b>	<b>4,052,188</b>	<b>5,033,128</b>	<b>5,089,665</b>	<b>5,115,504</b>	<b>5,075,183</b>

Notes

- (1) This is non-residential SDC only.
- (2) Other revenues includes revenue from special events, reimbursables, parking, telecom, interest on investments and estimated carry forward of \$19.2million in FY 2005.
- (3) Future appropriations are included as projections and are not commitments to specific funding levels.

*Table 2 summarizes the necessary additional leasing activity to meet FY2009 revenue projections*

Land Use	Sq.Ft. <sup>(1)</sup>	Annual Revenues <sup>(2)</sup>	Presidio Investment <sup>(3)</sup>
Office	156,700	\$2.37 million (\$15/SF)	\$21.3 million (\$133/SF)
Cultural & Educational	282,000	\$2.43 million (\$8.6/SF)	\$18.2 million (\$66/SF)
Residential <sup>(2)</sup>	474,400	\$2.37 million (\$4.3/SF)	\$11.2 million (\$24/SF)
Recreational	50,000	\$0.80 million (\$16/SF)	\$10.0 million (\$200/SF)
Retail	18,672	\$0.37 million (\$20/SF)	\$3.7 million (\$198/SF)
Lodging	20,000	\$0.50 million (\$25/SF)	\$6.5 million (\$325/SF)
<b>Total</b>	<b>1,001,772</b>	<b>\$8.84 million (\$8.8/SF)</b>	<b>\$70.9 million (\$72/SF)</b>

Notes

- (1) Total new lease square feet excludes 121,200 square feet in Gorgas Warehouse, Bay School, and Buildings 86 & 87, because they were rehabilitated or funded prior to FY 2005. In addition, it is assumed that 53,800 square feet of non-residential tenants will not renew their leases, and that 31,700 square feet will be demolished, reflecting a net additional space of 35,700 square feet.
- (2) Total annual revenues exclude \$1.1 million revenue from Gorgas Warehouse, Bay School and Buildings 86 & 87. In addition, residential revenues are estimated to increase by \$2 million, due to a lower vacancy allowance and a smaller housing subsidy program.
- (3) Total investment excludes \$33.5 million in residential turnover, residential cyclical maintenance, tenant improvements, project management, infrastructure support, non-direct revenue generating projects and carryforward projects from FY 2004.



The Trust can operate, maintain, and continue to enhance the Presidio independent of annual federal appropriations if it can meet its financial and leasing milestones, achieve its revenue targets, and control operating costs. The Trust's financial and leasing milestones for FY2005-2009 are:

***Financial***

- Generate \$57.1 million annually (excluding appropriations)
- Cover operating and financing costs without appropriation
- Generate \$110.5 million to be invested in the Presidio (85 percent for revenue generating/ infrastructure and 15 percent for non-revenue generating capital projects)

***Leasing***, complete at least five million square feet of building rehabilitation, an addition of nearly one million square feet

- Complete 382,000 sq.ft. of leasing at the Main Post
- Complete 90,000 sq.ft. of leasing at West Crissy Field
- Complete rehabilitation of PHSH complex for residential use
- Complete rehabilitation and leasing of the Presidio's historic homes
- Begin leasing in Thornburgh Road

By 2013, the Trust will have largely exhausted its principal opportunities for generating revenue. The projects anticipated in the next five years represent the Trust's best opportunities to generate revenue sufficient to sustain the park.

The Trust will be able to cover the cost of its operations within the next five years. However, annual federal appropriations will continue to be critical over the next five years to support the Trust's ability to invest more than \$100 million in revenue-generating projects. (*See Table 2*)

The goals presented in this strategic plan support the enormous financial challenge that the Trust must face over the next five years and were developed in view of the necessity of investing approximately 85 percent of available capital in projects that can demonstrate a direct return on the investment. With only 15 percent remaining to support other critical projects, such as landscapes, the historic forest, and natural resources, the Trust will look for additional support from the community in the form of philanthropy and grants.

The Trust will make prudent decisions, and believes that it has balanced its goals to address the range of its needs. The Trust will ensure that the Presidio's resources will be sustained as it continues to develop the financial engine that will support the park in perpetuity.



## External Factors Affecting the Trust's Five-Year Goals

The Trust is committed to achieving all of the goals presented in this plan. The sequence of some projects may have to change and priorities may have to shift to accommodate unforeseen circumstances or to take advantage of unanticipated opportunities. However, a number of factors could affect the Trust's ability to maintain a critical balance between generating revenues and preserving the Presidio as a great national park. The Trust has identified the following key external factors as having the potential to affect its ability to achieve its goals.

### FEDERAL APPROPRIATIONS

The level of annual federal funding is perhaps the single most important factor in the Trust's ability to achieve its goals over the next five years, and to become financially self-sufficient by 2013. As originally conceived in the Trust Act, federal appropriations would support activities that were critical either to becoming financially self-sufficient or to preserving park resources. The Trust Act required the Trust to submit a plan outlining the level of appropriations that would be needed for the first 15 years. The Financial Management Program (FMP) was submitted to the Administration and Congress in 1998. In general, funding for the Trust has followed the levels suggested in the FMP; however, in recent years appropriations have begun to drop below FMP levels.

Appropriated dollars, as well as limited federal borrowing, provide the foundation of the Trust's investment strategy, which is to develop revenue in excess of annual operating costs to apply toward further upgrading the Presidio's buildings and supporting infrastructure. Leasing revenues replace reductions in appropriations, and are invested in further revenue-generating projects. Early investment is critical to fuel the economic engine that will ultimately provide the park with adequate levels of earned revenue. Annual federal appropriations are critical to jump start the investment process that will enable the Trust to become financially independent.

The Trust has made prudent use of federal funds, and earns \$43 million in annual revenues.<sup>11</sup> If federal funding continues to drop below the FMP levels, the Trust will have less funding to invest in revenue-generating projects, and would see reductions in annual cash flow as a result.

### ECONOMIC CONDITIONS

The Trust's principal source of earned revenue is from leasing its commercial and residential buildings. San Francisco's commercial rental rates are down by as much as 50 percent from 2001, and commercial vacancy rates have risen in recent years to 20 percent from a low of two percent when the Trust began operations. Forecasts indicate that the demand for non-residential real estate in the San

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<sup>11</sup> FY2004 revenues



## *External Factors Affecting the Trust's five-Year Goals*

Francisco Bay Area is likely to remain depressed over the next five years.<sup>12</sup> The Trust hopes to mitigate the slow market by offering the opportunity for loan guarantees and facilitating the use of historic tax credits, when appropriate.

The Presidio's housing trends also mirror the trends in the surrounding city. Since 2001, average residential rents in San Francisco have dropped by 15 percent, and the occupancy rate has dropped to just over 93 percent. The Trust has maintained steady revenue growth, despite decreased rents and a weakened rental apartment market city-wide because it is still increasing the number of residential units that are available for rent. Once the Trust brings all of its conventional units on line in FY2005, however, residential revenues will level off and there will be little opportunity for substantial future increases, unless there is sufficient capital to build new housing or to convert non-residential buildings for residential use.<sup>13</sup>

The Bay Area may not recover from the current economic conditions for another few years. The Trust will have to consider the timing of many of its projects in view of local economic circumstances.

### **CAPITAL COSTS**

Many of the Presidio's buildings have been vacant for a long time, have antiquated systems, do not meet current building codes and ADA requirements, require lead and asbestos abatement, and are in need of seismic strengthening. The cost of rehabilitating the Presidio's historic buildings to the standard established by the Secretary of the Interior is high, and will only increase, limiting the amount of rent the Trust can hope to realize. Both labor and material costs will affect the timing as well as the revenue potential of projects. Vacancy is one of the greatest threats to historic buildings; regular inspections and preservation maintenance must be funded to ensure that these structures are secure until they can be fully rehabilitated and occupied.

In addition to the cost of historic building maintenance and rehabilitation, the Trust will need to continue investing in roads, grounds, and utilities in order to support increased building occupancy as well as public use.

### **OPERATING COSTS**

By reducing its operating budget over the past two years, the Trust has conserved more of its capital to invest in the park, keeping the Trust on target to meet its financial goals. The Trust will control its costs, which will be monitored through one-, two-, and five-year budget projections, and will update financial forecasts that form the basis for each year's budget. In this way, the Trust will balance and align its budget to ensure

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<sup>12</sup> CB Richard Ellis/Cushman and Wakefield/Colliers – reports of San Francisco Bay Area real estate market.

<sup>13</sup> Also, PTMP commits to a cap of 1,654 residential units.



## *External Factors Affecting the Trust's five-Year Goals*

that limited financial resources are used as effectively as possible to further the Trust's mission.

Much of the Trust's budget is non-discretionary, however, such as the cost of public safety and law enforcement, which in FY2004 accounted for more than 18 percent of the operating budget. Increased building occupancy and public use will increase these costs as well as the overall maintenance costs.

### **PHILANTHROPIC FUNDS AND PARTNERSHIPS**

In FY2004, the Trust entered into a partnership with the Parks Conservancy to raise private funds for projects that will enhance the park, such as building trails and overlooks, revitalizing the Main Parade, and improving Rob Hill Campground. These goals are ambitious and may not be achievable in the next five years if philanthropic funding is not available.

### **UNFUNDED MANDATES**

Additional laws that impose costs and requirements could undermine the Trust's financial planning and ability to meet its revenue targets, forcing the Trust to sacrifice its own programs and priorities in order to accommodate other needs or to comply with new standards in such areas as the environment (endangered species protection, storm and wastewater management, etc.), transportation, or other compliance regulations.

### **DOYLE DRIVE RECONSTRUCTION**

Doyle Drive is an elevated highway that crosses the park and connects the city to the Golden Gate Bridge; it is in great need of reconstruction. The project will have a tremendous impact on the Trust's operations. It will require the removal of revenue-generating buildings, and could affect the Trust's ability to lease commercial property. In addition, demolition and construction activities will have a financial impact on the Trust. Although the timeline for the project remains uncertain, construction could begin as early as 2009, just four years before annual federal appropriations to the Trust cease.

### **PUBLIC PROCESS**

Congress preserved the Presidio by making explicit the cost of its public benefit – there is no template for what the Trust is trying to accomplish, and it continues to stir public debate. The public demands effective and timely involvement in the Trust's planning and decision-making processes. The success of a Trust project can depend greatly on how effective the Trust is in engaging the public and providing opportunities for the public to provide input about the park's future. Public involvement takes time and effort, and can slow projects. If a project generates sufficient controversy, however, opposition might forestall a project for an indeterminate period of time.

After a two-year planning process that included nine months of public comment, the Trust and the public adopted a management plan for the



## *External Factors Affecting the Trust's five-Year Goals*

Presidio. The *Presidio Trust Management Plan* (PTMP) articulates the Trust's commitment to public participation in projects. Projects that involve significant new construction, major changes in circulation, and demolition require public participation in compliance with the National Environmental Policy Act (NEPA).



## Strategic Goals and Objectives

The Presidio Trust's strategic plan for FY2005-2009 addresses the overarching goals for which the agency was created: to transform an historic military post into a park, to preserve and enhance its resources, and to support it with revenue from leasing its buildings. The Trust's preservation efforts encompass the natural areas, wildlife, and native habitats of the park, as well as the historic structures and designed landscapes that distinguish the Presidio and make it a National Historic Landmark District.

The Presidio Trust has four strategic goals that will further its mission:

1. Preserve and enhance the Presidio's rich historical, cultural, and natural resources
2. Generate revenue and develop philanthropy to support the preservation, enhancement, and operation of the Presidio as a national park
3. Operate, maintain, and upgrade the Presidio's facilities and infrastructure in an efficient and sustainable manner to support the Presidio as a national park
4. Encourage public use, understanding, and enjoyment of the Presidio

The Presidio Trust, now in its fifth year of operation, is submitting its first strategic plan. The strategic goals and objectives presented in this report to Congress are of equal importance in achieving the Trust's mission.

As we consider the Trust's goals and objectives for the next five years, and as we reflect on all that we have so far achieved, we recognize that we have in place many of the critical components of our preservation and financial strategies, and we can look forward with confidence.



**Strategic Goal 1**  
**PRESERVE AND**  
**ENHANCE THE**  
**PRESIDIO'S RICH**  
**HISTORICAL,**  
**CULTURAL, AND**  
**NATURAL**  
**RESOURCES**

The Presidio is a National Historic Landmark District with 469<sup>14</sup> historic buildings, well preserved archeological resources, and diverse designed landscapes, including a forest planted at the end of the 19th century. The Presidio also has important natural resources, including native plant communities, wildlife, and rare riparian habitats. Taken together, these resources and attributes are the reason that the Presidio is being preserved as a national park. The objectives and activities identified in this strategic goal will safeguard and enhance these resources, bringing forth the Presidio's character as a park.

In executing projects, the Trust complies with the following guidelines and regulations:

- National Historic Preservation Act
- National Environmental Policy Act
- Americans with Disabilities Act
- Secretary of the Interior's Standards for the Treatment of Historic Properties
- Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes
- Secretary of the Interior's Historic Preservation Professional Qualifications Standards
- Standards and Guidelines for Federal Agency Historic Preservation Programs
- Guidelines for Rehabilitating Buildings at the Presidio of San Francisco
- Archaeology and Historic Preservation, Secretary of the Interior's Standards and Guidelines (Federal Register Vol 48 #190, p 44739)
- Native American Graves Protection and Repatriation Act
- Curation of Federally-Owned Collections (36 CFR Part 79)
- Archaeological Resources Protection Act
- Archaeological Data Preservation Act of 1974
- Endangered Species Act
- Migratory Bird Treaty Act
- Clean Air Act
- Clean Water Act
- Executive Order 13112 (Invasive Species)
- Executive Order 11990 (Wetlands Protection)

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<sup>14</sup> This number includes historic buildings in Areas A and B; in Area B there are 431 historic buildings



## Strategic Goals and Objectives

- Unified Federal Policy for a Watershed Approach to Federal Land and Resources Management (65 FR 62566, October 18, 2000)

The Trust is also guided by the internal policies and guidelines offered by the *Presidio Trust Management Plan (PTMP)*, the *Vegetation Management Plan (VMP)*, and *Presidio Green Building Guidelines*.

### 1.1 Historic Buildings

#### **Objective**

*Preserve the Presidio's historic buildings through re-use; capitalize on regional demand for housing and complete rehabilitation of the Presidio's historic homes; convert select historic non-residential buildings to residential; secure unoccupied historic buildings to prevent damage due to weather, pests, and vandalism*

#### **FY09 Measures**

*Rehabilitate approximately 1,000,000 square feet of historic building space for reuse, approximately 50% of the remaining historic square footage; assess preservation priorities annually and prevent loss of significant historic structures through preservation maintenance*

#### **Key Partners**

*Signatories of the programmatic agreement, private developers*

The Presidio's historic buildings represent the nation's most comprehensive collection of military architecture, dating from the Civil War through the Cold War, including homes and barracks that reflect how the military social hierarchy and domestic life evolved in the Presidio. The best strategy for preserving historic buildings is to rehabilitate them for new uses, generating revenue for the park and bringing everyday liveliness to the Presidio. Rehabilitation of historic buildings is costly and complex, requiring abatement, building system upgrades, new utility lines, seismic retrofitting, and preservation of historic fabric. Rehabilitation also brings buildings up to current health and safety codes, and into compliance with the Americans with Disabilities Act.

As of fall 2004, 212 historic housing units had been rehabilitated. By FY2005, the Trust will have completed rehabilitation of its 301 historic units,<sup>15</sup> including once-traditional homes that may be occupied for other purposes such as small-scale offices and bed and breakfast inns. The Trust will also have upgraded infrastructure for all of its residential neighborhoods, including under-grounding the utilities, and updating water, sewer, electric, telecommunications, and gas infrastructure. Many of the historic residential landscapes will also have been rehabilitated, reinforcing each neighborhood's distinct character. (See Strategic Objectives 2.1, 1.3)

Within the next five years, the former Public Health Service Hospital, located in the park's southwestern corner, will be rehabilitated to provide residential units. The historic core of the building and more than a dozen smaller historic buildings in the area total 275,000 square feet, and rehabilitation and reuse of the complex will be the Trust's largest historic preservation project to date. In spring 2004, the Trust chose a development team to undertake the project, and expects construction to begin in FY2006. (See Strategic Objective 2.2.)

Over the next five years, the Trust anticipates more than 600,000 square feet of non-residential historic building rehabilitation through a mix of

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<sup>15</sup> With few exceptions – some of the Presidio's historic homes have been continuously occupied and therefore not fully rehabilitated. These will be rehabilitated when they are vacated, if their condition warrants. The Wyman Terrace homes may be part of a master development project at PHS.



Trust and private investment.<sup>16</sup> This square footage represents the Trust's best opportunities to generate revenue.<sup>17</sup> In addition to completing the rehabilitation of its homes, the Trust will focus on the remaining buildings on the Main Post, as well as the buildings along West Crissy Field, Thornburgh Road, and Fort Scott. Building rehabilitation and reuse will generate revenue, as well as create opportunities for cultural, educational, and recreational uses that will complement the park. (See Strategic Objective 2.2)

Monitoring and short-term maintenance of unoccupied historic buildings are required to prevent water infiltration, pest infestation, vandalism, and the consequent deterioration of historic fabric. The Trust will prioritize preservation and maintenance tasks that protect the buildings' envelopes from weather, and that mitigate damage to the historic fabric. A preservation maintenance protocol has been developed, and priorities are determined annually. (See Strategic Objective 3.7)

## 1.2 Historic Forest

### **Objective**

*Convert the even-aged historic forest to a healthier, more sustainable uneven-aged forest through incremental reforestation and innovative forestry practices*

### **FY09 Measures**

*Reforest 10-15 acres, 2-3 acres per year, approximately 10% of the acreage that is declining, and 5% of the historic forest as a whole, staggering reforestation while retaining the forest's historic character; maintain all forested areas to minimize loss of healthy trees; and mitigate hazardous conditions*

### **Key Partners**

*NPS, Friends of the Urban Forest, Parks Conservancy*

Planted more than a century ago, the Presidio's mature stands of eucalyptus, Monterey cypress, and Monterey pine set the Presidio apart and are one of San Francisco's most beautiful sights. About half of the 300-acre historic forest is comprised of even-aged pine and cypress groves which are reaching the end of their lifespan. Reforestation is crucial but must be accomplished gradually to preserve the sylvan attributes of the Presidio as well as to stagger the age of the trees. In caring for the forest, the Presidio Trust must also preserve its defining qualities such as the orderly military alignment of trees, and take into account the forest's importance as wildlife habitat.

The Trust will reforest 10-15 acres over the next five years, as well as undertake an aggressive program of mitigating hazardous trees to ensure human safety as well as the health of the forest. Several of the projects scheduled for the next five years are pilot projects to test disease-resistant species, to diversify the forest understory, and to make the forest more sustainable. Reforestation projects take at least five years before the trees are established. During that time, the areas require intensive management.

<sup>16</sup> This does not include PSHS, which may be developed for residential uses

<sup>17</sup> See Tables 1 and 2, page 9



### 1.3 Cultural Landscape

#### **Objective**

*Restore historic character of designed landscapes, while using contemporary landscape practices*

#### **FY09 Measures**

*Rehabilitate 25-30 acres of the Presidio's designed landscapes, approximately 6%, focusing on the park's most historically significant landscapes, such as residential neighborhoods and entry corridors; establish a zone management plan for ongoing landscape maintenance*

#### **Key Partners**

*Philanthropic community*

The Presidio's designed landscapes provide a rich cultural context and a strong historic sense of place, contrasting sharply with the forest and native plant communities. The ornamental plantings, some planted more than a century ago, distinguish the different periods of development, and the overall "cultural landscape" contributes to the Presidio's designation as a National Historic Landmark District.

Like the principal types of historic buildings, each of the Presidio's designed landscapes reflects an essential aspect of the Presidio, whether the formal face of military power, or the archetypical arrangement of neighborhood yards. The Trust recognizes that its designed landscapes offer rare demonstrations of how the Presidio developed and how the military society reflected, or distilled, mainstream American culture. The Trust will preserve the unique character of the Presidio by ensuring that landscape improvements are consistent with historic character as well as with contemporary sustainability goals.

Efforts to rehabilitate or improve the Presidio's designed landscapes also support other mission-critical goals, such as leasing and tenant retention, public use and enjoyment, and historical interpretation. Over the next five years, the Trust's designed landscape priorities include projects that will transform the Presidio's center – at the Main Post and along the Lombard/Lincoln entry corridor. The Trust has undertaken research and planning, including public input, to revitalize the Main Post as the park's historic and social center, and has engaged an internationally renowned landscape architecture firm, the Olin Partnership, to create a design for the Main Parade that is exemplary and timeless, yet evocative of the Parade's history and function in the Main Post.

The entry corridor between the Lombard Gate and the Main Post has been the Presidio's principal entrance from its earliest days as a military post, and the primary link between the post and the city. The Army devoted considerable attention to the landscape that lined the curving roadway, creating an impression of grandeur with stately date palms, carefully pruned trees, and formal gardens. The Trust will restore the historic character to the Lombard/Lincoln entry corridor as the first segment of a new, multi-use trail, the Presidio Promenade, which extends from the Lombard Gate to the Golden Gate Bridge. (See Strategic Objective 4.4)

The Presidio's vegetation mosaic presents singular management challenges – each type of vegetation affects the others, and each has significant resource values that must be managed in balance with all of the Presidio's resources. The Trust is establishing a landscape management program that integrates planning and design with implementation and maintenance, as it has for both forestry and natural resources management.



Like many other complex parks, the Trust is investigating a “zone management” approach to maintaining its landscapes, from ball fields and ornamental gardens to open spaces and public walkways. Implementation would be based on the vegetation zones identified in the *Vegetation Management Plan*, on the most efficient distribution of labor, and on the intensity of use as well as specific vegetation requirements. A landscape management team would be dedicated to specific areas, ensuring requisite coverage and consistent care. Zone management also allows for more effective integration of volunteers into routine maintenance. (See Strategic Objective 3.5)

#### 1.4 Archaeological Resources

##### **Objective**

*Further the understanding and preservation of the significant archaeological resources of the Presidio; monitor all excavations in archaeologically sensitive areas, approximately 300 per year; inventory all items uncovered through excavation*

##### **FY09 Measure**

*Complete preliminary interpretation display in the Officers' Club; complete planning for the El Presidio quadrangle and develop funding strategy; design a new archaeology laboratory facility and develop funding strategy*

##### **Key Partners**

*NPS, Stanford University, University of California at Berkeley, Cabrillo College*

Congress requires federal agencies to protect the historic properties and archaeological sites under their jurisdiction. The Trust archaeology program encompasses a variety of activities, including monitoring ground-disturbing activities throughout the Presidio. The Trust and NPS jointly operate an archaeology laboratory, which oversees these efforts, as well as research, education, database and collections management, and investigation of archaeological sites. The Trust is developing an archaeology management strategy for the El Presidio de San Francisco site, which is recognized as having national significance.

El Presidio is one of only four 18th century Spanish military settlements in California,<sup>18</sup> and was the northernmost point of the Spanish colonial empire. It is the founding settlement of the city of San Francisco, and it features remarkably intact archaeological deposits from the earliest Spanish occupation through the American Civil War. As part of the ongoing El Presidio research, further investigations will be conducted to define the building episodes, boundaries, configurations, features, and conditions of the historic Spanish and Mexican quadrangles of El Presidio de San Francisco. A “Condition Assessment Report” of the Officers’ Club remnant adobe wall (circa 1812-1815) will be issued in FY2005.

Stanford University is working with the Presidio Trust and the NPS to conduct the “Tennessee Hollow Watershed Archaeology Project,” a five-year research project (June 2003 – June 2008) that is examining how sites outside of the El Presidio quadrangle were used during the Spanish-Colonial and the Mexican occupations of the Presidio of San Francisco (ca. 1776-1847). Students are investigating the complex interactions between colonial and native populations, and how the city of San Francisco emerged from its origins at the Presidio. During the first year of the program, the investigations uncovered intact features and deposits including the stone foundation of a Spanish colonial/Mexican period adobe house.

<sup>18</sup> Others are in San Diego, Monterey, and Santa Barbara



Ongoing partnerships with Stanford University, the University of California at Berkeley, and Cabrillo College support and enhance the archeological program. The Trust eventually hopes to establish an archaeology education center on or near the site of El Presidio, providing improved facilities for research and collections management, as well as greater opportunities for public understanding of California's history and the development of the American West. (See Objective 4.1)

**1.5  
Environmental  
Remediation  
Objective**

*Remediate former Army landfills and petroleum sites to a standard befitting a National Park site*

**FY09 Measures**

*Complete the environmental remediation construction phases of 38 CERCLA, 484 petroleum sites, and 224 lead-based paint in soil sites – 100% of what has been identified as needing further action.*

**Key Partners**

*NPS, Restoration Advisory Board, California Department of Toxic Substance Control, Regional Water Quality Control Board*

Environmental remediation is one of the greatest challenges to transforming a military post into a public park. In 1999, the Presidio Trust, the U.S. Army, and the Department of the Interior signed a \$100 million agreement that gave the Trust jurisdiction over the Presidio's environmental remediation, in both Area A and Area B. The Trust anticipates that remediation will be completed by FY2009, and that restoration of the sites will be completed by FY2015.

In FY2003, the Trust reached a regulatory milestone and released a revised Feasibility Study for Main Installation Sites (FS) that identifies preferred cleanup actions for 30 environmental remediation sites. It reflects two years of collaboration with stakeholders and regulators, and provides a roadmap for the cleanup of Army landfills and other contaminated areas. The Trust's FS updates the 1997 FS prepared by the Army, which proposed that most landfill waste would be left in place, limiting options for how the land could be restored and reused.

The Trust works closely with the NPS, the Restoration Advisory Board, the California Department of Toxic Substances Control, and the Regional Water Quality Control Board to establish cleanup levels and remediation protocols, and to set priorities. There are three remediation programs underway: 1) the Petroleum program, 2) the CERCLA program, and 3) the Lead-based Paint (LBP) in Soils program.

The Petroleum program involves the cleanup of petroleum contamination (gasoline, diesel, and heating oil) in soil and groundwater resulting from spills, leaking tanks, and Fuel Distribution System pipes. It was designed to complete work that the Army had left unfinished.

The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), passed by Congress in 1980, calls for investigating and responding to hazardous substance releases that could endanger public health and the environment. CERCLA also provides the public with an opportunity to comment on proposed remedial actions. The Presidio CERCLA program includes landfills, chemical spills, and firing range sites, all of which are being investigated and cleaned up following the Environmental Protection Agency (EPA) Superfund or CERCLA process.



The Presidio Trust is undertaking remediation of lead-based paint (LBP) in soil throughout the park, and is cleaning all sites, including non-residential sites, to the residential standard. In addition, the Trust is implementing direct abatement action (i.e. soil excavation) to address LBP contamination in soil. As part of these activities, the Trust has prepared a Presidio-wide LBP cleanup plan, which provides an overview of LBP in soil sampling assumptions and rationale, site risks, and remedial activities for LBP identified in soils at the Presidio.

## 1.6 Natural Resources

### **Objective**

*Restore the natural processes of the Presidio, with attention to areas that support special status species and Presidio wildlife; protect and enhance natural water sources*

### **FY09 Measures**

*Revegetate 10 acres of native habitat, 5percent towards the Trust's goal of 200 acres; provide 75 percent of the native plants for restoration projects from the Presidio Nursery; contain the incursion of exotic species to 30 percent cover in sensitive habitats in compliance with U.S. Fish and Wildlife recovery plans; complete wildlife inventory; restore 3.2 acres of natural wetland and riparian habitat, and continue wetland protection and enhancement activities*

### **Key Partners**

*National Park Service, Parks Conservancy, Biological Research Division of the United States Geological Survey, U.S. Fish and Wildlife Service, Point Reyes Bird Observatory Conservation Science, Golden Gate Audubon Society, Urban Watershed program, San Francisco State University, California Academy of Science, and Friends of Mountain Lake*

The Presidio is one of the last refuges for several plant communities once found throughout San Francisco. Thirteen native plant communities still exist in the Presidio, ranging from foredune at Crissy Field and Baker Beach, to Arroyo willow riparian woodland along Lobos Creek and near Mountain Lake. Native plant communities remain in less than 10 percent of the Presidio.

The Trust is restoring about 10 acres of remediated landfill sites with native plants grown in the Presidio Nursery. The restoration process begins at least two years before planned excavation, and takes four or more years to complete, followed by five years of monitoring. With careful planning and successful propagation, the Presidio Nursery can provide at least 75 percent of the native plants used for these restoration projects.

Many species find refuge in the Presidio from the surrounding urban area. Understanding how various wildlife use the park informs plans for wildlife corridors, targets habitat restoration sites, and indicates which areas need increased protection. Discerning changing trends and wildlife behavior is the most effective way to monitor the overall ecological health of the park. The Trust has two studies nearing completion, one on songbirds and the other on meso-carnivores. Over the next five years, the Trust will complete its wildlife inventory with studies of invertebrates, amphibians, reptiles, and small mammals.

Presidio wetlands include creeks, marsh and drainages, a dune slack north of the Public Health Service Hospital, seeps and springs within fractured serpentine habitat, and seeps within Fort Scott and Tennessee Hollow. These wetlands provide valuable habitat for local and migratory wildlife, as well as opportunities for research, education, and recreation. A recent map of the Presidio's wetlands identifies approximately 58 acres of potential habitat. The Trust has undertaken three major projects aimed at preserving and enhancing its natural water resources: Tennessee Hollow Watershed project, Mountain Lake Enhancement project, and Crissy Marsh Technical Study.



## *Strategic Goals and Objectives*

### *Tennessee Hollow*

The Presidio's largest watershed, Tennessee Hollow, encompasses 270 acres, or about one-fifth of the park. Tennessee Hollow's spring-fed tributaries provide fresh water to Crissy Field marsh, and support unique habitats including serpentine grasslands and willow riparian woodland, and some of the most abundant and diverse wildlife in the park. Tennessee Hollow also includes one of the Presidio's oldest residential neighborhoods, as well as athletic fields, trails, scenic vistas, and playgrounds.

Tennessee Hollow's fresh waters supported native peoples, and made it possible for Spanish explorers to establish a military fort here in 1776. As the military post developed and water needs increased, ponds, reservoirs, and underground pipelines were created to channel water throughout the Presidio. Today, more than half of the creek system is contained in underground pipes or in lined concrete channels, depriving the watershed of the habitat and filtering opportunities that a natural system provides.

In November 2002, the Presidio Trust began a planning and environmental review process for a multi-phased restoration of the Tennessee Hollow Watershed. The environmental review will conclude in 2005. Restoration activities will require philanthropic funding.

### *Mountain Lake*

Mountain Lake is the only natural lake in the Presidio. For years its health has been declining due to decreasing depth, poor water quality, limited habitat, and exotic vegetation. The Mountain Lake Enhancement project, which began in fall 2000, is an ongoing partnership among the Trust, the NPS, and the Parks Conservancy. In the past four years, volunteers have helped plant 11,000 perennials, shrubs, and trees in the Mountain Lake district. New benches, landscaping around the lake, and a south-shore overlook have enhanced enjoyment of the lake.

Future phases of the project will restore the lake's east arm, remove hazardous contamination from the lake, and re-contour the lake bottom. The timing of these activities will be determined by the availability of external funding. The project has become a model for community involvement, and was recognized by San Francisco Beautiful with its "2004 Beautification Award."

### *Crissy Field Marsh Studies*

In May 2001, the Parks Conservancy and the NPS completed the Crissy Field project, which included the restoration of an 18-acre tidal marsh and 22 acres of dune habitat. Since that time, the tidal inlet has closed several times, and the three agencies have collaborated to better understand the action of the marsh and how to ensure its ecological health.



The Crissy Field Marsh Technical Study, completed in 2004, analyzed a range of tidal prisms from 17 acre-feet, the tidal volume of the current Crissy Field marsh, up to a marsh with a large enough tidal volume to keep its mouth open without mechanical intervention. Future studies will identify a broad array of options for ensuring the long-term viability of Crissy Marsh, describing the benefits, costs, impacts, resource values, and trade-offs associated with each option. They will also provide sufficient technical information to inform a subsequent decision-making process that would carry selected options forward for further study, environmental analysis, and potential implementation.

## **Strategic Goal 2**

### **GENERATE REVENUE AND DEVELOP PHILANTHROPY TO SUPPORT THE PRESERVATION, ENHANCEMENT, AND OPERATION OF THE PRESIDIO AS A NATIONAL PARK**

The Presidio offers real estate opportunities that are exceptional: its spectacular park setting, compelling history, and location within a major metropolitan area. Congress intended that the Trust would generate sufficient revenue by rehabilitating and leasing the Presidio's buildings to support the ongoing operations of the park. The Trust has made prudent investments in building rehabilitation, and negotiated agreements that realize the full economic benefit of each leasing opportunity. The Trust is establishing a strong financial foundation for the park's future, and will be able to demonstrate in 2013, when federal appropriations end, that it has the financial capacity to operate and maintain the Presidio in perpetuity for public use.

In 2004, the Trust earned \$43 million in gross revenue: \$23.2 million from residential leasing, \$13 million from non-residential leasing, and \$7 million from other sources, such as utilities, venue rentals, and special event permits. Over the next five years, the Trust projects steady revenue growth, with revenues exceeding \$57 million by FY2009.

As Congress intended, the Trust is also actively developing other sources of funds, such as philanthropy and grants. The Trust will solicit private funds to support open space projects that will bring forth the Presidio's park characteristics, further leveraging private investment in the park and building public support for the Presidio.

## **2.1 Residential Leasing**

### **Objective**

*Rehabilitate and lease the Presidio's residential properties*

### **FY09 Measures**

*Complete residential rehabilitation program, and increase residential revenues to \$29.3 million; maintain average vacancy rate of three percent; do not exceed annual turnover rate of 30 percent*

Housing is an essential feature of the Presidio landscape, and many of the Presidio's homes contribute to its National Historic Landmark District designation. Housing is also the park's most stable source of revenue, providing the best example of how the Trust's preservation and financial mandates complement each other. Over the next five years, the Trust will increase and stabilize its residential revenue by completing the rehabilitation of its historic homes, and converting select non-residential buildings for residential use. The Trust will also maintain a vacancy rate that is less than the overall vacancy rate in San Francisco. The Trust has maintained an annual average vacancy rate of approximately three percent, significantly better than the San Francisco annual average of six percent.



## Strategic Goals and Objectives

Throughout the park there are 21 “neighborhoods” built from the 1860s through the 1970s, each with different landscapes, architecture, and a range of housing types including large single family homes, duplex units, and apartments. As of FY2003, the Trust had rented 941 units. The Trust will complete renovation of all of its conventional housing, yielding approximately 1,047 units available for leasing by FY2006. (See Strategic Objective 1.1)

Most of the residential leases in the park are for one year, giving the Trust the flexibility needed to maximize revenues. Consistent with the overall market, approximately 30 percent of the units turn over on an annual basis. By monitoring tenant profile and the local market, by weighing opportunities and costs, and adjusting lease terms accordingly or offering longer-term leases for some units, the Trust will maintain a turnover rate that is lower than the overall market, and continue to maintain a higher percentage of occupancy than that of the local market.

Few places can match the beauty of the Presidio. Many of the Presidio’s non-historic housing units, however, are not in keeping with the Presidio’s character as a national park. These buildings may not contribute to the Presidio’s National Historic Landmark designation, but they do affect the general character of the park. The Trust has started to address this incongruity through landscape and building improvements, supporting both the need to maximize revenue by making the properties more desirable, and the Trust’s goal to manage all of the Presidio’s resources in a manner befitting a national park. (See Strategic Objective 1.3)

### 2.2 Non-Residential Leasing

#### **Objective**

*Rehabilitate and lease the Presidio’s non-residential properties*

#### **FY09 Measures**

*Rehabilitate and lease approximately 600,000 square feet of building space in the Main Post, West Crissy, and Thornburgh districts; begin rehabilitation of Fort Scott, increasing non-residential revenue to \$25 million*

#### **Key Partners**

*private developers*

The Trust has maintained steady growth in its non-residential leasing revenues, and will increase them from the \$13 million earned in FY2004 to \$25.36 million in FY2009. Over the next five years, the Trust proposes to rehabilitate and lease approximately 600,000 square feet of non-residential space, in addition to completing the Letterman Digital Arts complex in FY2005.

The PTMP provides the Trust with the flexibility to adapt to changing market conditions, but outlines the Trust’s objective to achieve a balanced use of its building space: one-third for office, one-third for housing, and one-third for public uses. As of FY2004, much of the 1.8 million square feet of building space assumed in PTMP for office use has been occupied. Public uses, such as cultural and educational tenants, lodging, and other amenities, are assumed eventually to occupy approximately 1.5 million square feet, very little of which has been occupied. Recently, there has been strong interest from a number of potential tenants who would bring cultural and educational programs and visitor services to the park, and the Trust anticipates that a significant portion of new non-residential revenue is likely to come from these sources.



## *Strategic Goals and Objectives*

The Main Post, West Crissy Field, Thornburgh Road, and Fort Scott present a mix of opportunities to achieve programmatic goals that enhance the park and bring visitors to the Presidio, as well as to generate revenue. The Trust will analyze financial and programmatic options for these areas in a manner that takes full advantage of their spectacular settings, and that contributes to revitalizing and supporting the park. The timing and sequencing of these projects is contingent on opportunities presented by the real estate market, by larger programmatic considerations, and by the availability of capital, private as well as Trust capital, to invest in the rehabilitation of historic buildings.

### *The Main Post*

The Main Post is 120 acres at the heart of the Presidio, and includes historic buildings from each period of the post's history – 110 buildings, nearly 1,000,000 square feet in all – including the civil war-era Funston Avenue, San Francisco's oldest extant streetscape. Improving the Main Post's landscape and circulation will reinforce the Main Post as the central public space of both the park and the National Historic Landmark District.

Development and leasing opportunities on the Main Post include the Main Parade's five Montgomery Street Barracks that would accommodate a mix of uses; Civil War-era barracks and houses suitable for small-scale lodging, office use, or dwelling units; and the historic Presidio Theater.

### *West Crissy and the Cavalry Stables*

The seven buildings along West Crissy include former airstrip buildings – hangars and warehouses – that benefit tremendously from their location along the spectacular open shoreline of Crissy Field, facing the San Francisco Bay. Including three of the five cavalry stables, the buildings total approximately 138,000 square feet, and all but one are historic. The clear-span spaces are appropriate for a mix of cultural, educational, and recreational uses. The Trust issued a request for proposals for West Crissy in FY2004, and in FY2005 will design associated streetscape and parking improvements for the area, preserving its historic character. The Trust also hopes to enter into lease negotiations for the buildings in FY2005.

### *Thornburgh Road*

Thornburgh Road is a streetscape of 155,000 square feet of historic hospital services buildings located adjacent to the Letterman Digital Arts complex (LDA). It has a fine-grained street pattern and a sheltered, urban feel, and could accommodate a mix of uses, including small retail, shops, restaurants, and offices. Possibilities for redeveloping the area will be enhanced by the completion of LDA at the end of 2005. The proximity to LDA and the nearby urban neighborhoods, the street environment and the buildings' shared characteristics, and the need for a district synergy will be factors in defining the project.



Fort Scott

Fort Scott lies at the Presidio's most scenic edge – a quiet campus of stately Mission Revival buildings bounded by the Golden Gate Bridge, dense forests, and wild bluffs. The district comprises 132 acres and has approximately 325,000 square feet of historic buildings that range from barracks and offices to warehouses and workshops. The seclusion of the site and the organization and spatial relationships of the buildings suggest that the district be treated as a single project. The site has long been envisioned as a retreat and education center. The Trust hopes to revitalize Fort Scott in a way that retains its tranquil character, and has begun targeted outreach to educational institutions and organizations.

**2.3  
Philanthropy**

**Objective**

*Develop philanthropy to support the park*

**FY09 Measures**

*Raise \$25-30 million for open space projects: trails and overlooks, Rob Hill Campground, Main Parade ground*

**Key Partners**

*Parks Conservancy and the philanthropic community*

By 2013, the Trust will generate sufficient revenue to support ongoing operations and maintenance of the park. The public, however, will not judge the Trust's success simply by the financial milestones, but also by their experience of the Presidio as a park. A priority of the Presidio Trust in the next five years is to establish a robust philanthropic program that can raise \$25-30 million for park projects that have been stated in this plan as five-year priorities of the Presidio Trust: revitalizing the Main Parade on the Main Post, enhancing and building trails and scenic overlooks, and improving and expanding Rob Hill Campground. These projects are critical to developing the Presidio as a park. The Trust will accomplish this in partnership with the Parks Conservancy, as well as with donors, foundations, and other grant makers. (See Objective 4.4)

**2.4  
Special Events  
Revenue**

**Objective**

*Generate revenue through special uses of park venues*

**FY09 Measures**

*Increase annual venue rental and special use permit revenues by 50 percent to \$1.5 million; show annual incremental increase*

The Trust issues permits for the use of park facilities, and has operated two venues for special events. Creating opportunities for people to celebrate life's signal events in the park not only generates revenue, but builds a long-lived constituency. The Trust's facilities have been operating at near capacity; in FY2005, the Trust assumed operation of a third venue, which should over time increase the Trust's special events revenue by more than 50 percent. (See Strategic Goal 4.3)



**Strategic Goal 3**  
**OPERATE, MAINTAIN, AND UPGRADE THE PRESIDIO'S FACILITIES AND INFRASTRUCTURE IN AN EFFICIENT AND SUSTAINABLE MANNER TO SUPPORT THE PRESIDIO AS A NATIONAL PARK**

With 1,100 acres of diverse landscapes, nearly six million square feet of building space, 469 historic buildings, 1,047 residential units, 40 miles of water distribution pipes, 20 miles of sewer pipes, and 30 miles of roads that interconnect with the surrounding city, the Presidio is akin to a small town and is a complex park to manage. Its infrastructure and facilities management must accommodate the needs of a growing community as well as visitors. Efficient operations and sustainable practices are critical to the Trust's ability to achieve its mission of becoming financially self-sustaining and of becoming a great national park site.

In 2002, the Presidio of San Francisco was designated a "Center of Environmental Innovation," one of 20 national park sites so honored. As a leader in environmentally sustainable practices, the Trust uses technological innovation, public outreach, and best management practices to reduce waste, conserve energy and resources, and minimize the impacts of operations and public use on the park.

**3.1**  
**Safety**

**Objective**

*Maintain a safe workplace and increase productivity; provide for the safety of tenants and visitors*

**FY09 Measures**

*Show an annual decrease in OSHA lost-time incident rate from a projected 3 in FY2005, to 1.5 in FY09; develop a park-wide emergency operations plan*

The Trust has reported an annual OSHA lost-time incident rate above comparable federal agencies as well as private industry. In FY2003, the Trust implemented a light-duty program that has already shown a decrease in its lost-time injury rate. The Trust will continue that trend for the next five years, reducing its lost-time injury rate to below comparable federal and private industry averages by FY2009.

The Trust is also responsible for the safety of tenants and visitors, supporting and coordinating park safety with park police and the Presidio Fire Department. The Trust will complete a park-wide emergency operations plan in FY2006 that will integrate with plans for the GGNRA and the city of San Francisco.



### 3.2 Transportation Demand Management

#### **Objective**

*Minimize vehicular traffic in the park and encourage alternative means of transportation*

#### **FY09 Measures**

*Implement transportation demand management program (TDM) to reduce automobile use in the park so that at least 35 percent of work-based trips are by means other than single-occupancy vehicles; determine efficacy of TDM program through an employee transportation survey of all tenants; charge for all residential and public parking either through permits or meters*

#### **Key Partners**

*Tenants, NPS, San Francisco Municipal Railway (MUNI)*

The surrounding city brings significant environmental pressures to bear on the park, especially traffic. Although the Presidio's main roads are integrated with the city roadways, the Trust has been successful in reducing automobile use in the park by offering a housing preference for Presidio-based employees, sponsoring commuter incentives, and operating a free internal shuttle that uses alternative fuels. The PresidiGo shuttle, which has been in operation for three years, carried 60,000 riders in its first year, and routinely carries 4,500 riders per month.

The League of American Bicyclists has named the Presidio a "Bicycle Friendly Community" at the Bronze level for 2003-05, and the Presidio has won numerous other awards that recognize its commitment to increase the use of public transit and to improve pedestrian and bicycle options. The Presidio Trust requires tenants to participate in a Transportation Demand Management (TDM) program, and offers programs, benefits, and services that can make traveling to and from work, or just getting around the Presidio, more enjoyable, less expensive, and easier on the environment.

Currently, 30 percent of the work trips to and from the Presidio are by other than single-occupancy vehicles. The Trust will increase that by at least five percent over the next five years. The Trust will measure its success in this area by conducting an Employee Transportation Survey of all tenants every other year.

The Trust has begun to implement its plan to regulate and charge for parking. This program will serve three purposes: create an incentive to lessen automobile use, ensure adequate parking for park tenants, and generate revenue to support transportation improvements. By FY 2009, parking throughout the park will be regulated by permits, lease agreements, or meters. (See Strategic Objective 4.3)

### 3.3 Operational Efficiency

#### **Objective**

*Improve operational efficiency*

#### **FY09 Measures**

*Reduce by 20 percent the amount of building space occupied by both Trust and NPS operations*

#### **Key Partners**

*NPS, Parks Conservancy*

Trust and NPS operations occupy more than 750,000 square feet of building space in Area B of the Presidio, keeping many of its historic structures from sitting vacant. The Trust's goal, however, is to reduce this use by at least 20 percent in order to consolidate operations, serving the park more efficiently, and making more space available for leasing. Priorities include combining natural resources staff from both agencies at a new native plant nursery site, relocating the archaeological staff of both agencies to a new facility at the Main Post, finding new locations for activities displaced by the Public Health Service Hospital project and nearby remediation activities, and finding new locations for activities displaced by leasing at West Crissy. (See Strategic Objective 2.2)



### 3.4 Infrastructure

#### **Objective**

*Upgrade and maintain the Presidio's infrastructure to meet increasing needs of building occupancy and public use of the park, as well as to encourage resource conservation and efficient operations*

#### **FY09 Measures**

*Develop and implement an infrastructure master plan to coordinate infrastructure planning with real estate leasing projects; charge the cost of utilities directly to consumers, where feasible, offsetting the Trust's costs by 10% each year and promoting conservation*

### 3.5 Roads and Grounds

#### **Objective**

*Address necessary upgrades and long-term maintenance of roads and grounds – landscapes, paved areas, and sidewalks – to support revitalization of Presidio districts and to ensure visitor orientation and safety*

#### **FY09 Measures**

*Maintain and upgrade paved areas, with special attention to ADA compliance; incorporate 25-30 acres of newly rehabilitated landscapes into zone maintenance plan, increasing maintenance by approximately 15%; complete landscape maintenance plan*

The Trust operates and maintains the Presidio's infrastructure and utilities systems, and is developing an infrastructure and utilities plan that facilitates proactive cyclic maintenance, expedites upgrades needed to accommodate new tenants and building uses, and identifies a schedule for common area upgrades that will be coordinated with planned building maintenance and landscape upgrades.

By FY2009, the Trust will have improved the infrastructure and undergrounded utilities to upgrade five additional residential areas, and to support development in the Main Post, West Crissy, and Thornburgh Road.

The Trust is metering commercial and residential buildings, and by FY2005 will begin to bill tenants directly for utilities, where feasible. The Trust will offset the cost of utilities by 10 percent each year, and also expects to see a reduction in consumption.

The Trust maintains 30 miles of roadways and associated pedestrian walkways, and has repaired or repaved many of the main roads that run through the park, improving safety, implementing traffic-calming measures, and facilitating safe public access.

For the next five years, the Trust will focus on projects to revitalize the Main Post and West Crissy, and to facilitate completion of the Letterman Digital Arts Complex. These projects will require substantial upgrades to roads and sidewalks, including major landscape enhancements; will require parking to be reconfigured or relocated; and will create new traffic and pedestrian circulation patterns.

The Trust has inventoried and assessed the park's roads and paved surfaces, and is developing a pavement maintenance plan that addresses street, sidewalk, and bus stop ADA-compliance; re-paving and striping; bicycle lanes; reconfigured parking; storm drains; and curb cuts. It also addresses planned changes in traffic and pedestrian circulation and heavier use, and will establish a longer-term plan for ongoing maintenance. Over the next five years, the Trust will address ADA-accessibility in its parking and pedestrian areas.

Of the Presidio's 690 acres of diverse landscape<sup>19</sup>, the Trust maintains approximately 200 acres of designed landscaped, and plans to rehabilitate an additional 25-30 acres of designed landscape by FY2009, including major open space enhancements such as the Main Parade, the

<sup>19</sup> This figure does not include the 300-acre historic forest



Lombard/Lincoln entry corridor, and trails. A landscape maintenance plan will be completed in 2005, and will identify an array of maintenance strategies for these diverse of landscapes. The plan will also indicate what resources will be needed over the next five years to maintain the Presidio's grounds to the highest standard as both public use and occupancy increase, and the acreage of landscape that requires active maintenance also increases. (See Strategic Objectives 1.3, 2.1, 4.4)

**3.6  
Resource  
Conservation and  
Pollution Prevention**

**Objective**

*Conserve water, reduce waste, and prevent pollution in the park*

**FY09 Measures**

*Apply water conservation practices in grounds maintenance and building upgrades; complete design and begin construction of a wastewater recycle plant to provide water for irrigation and other non-potable uses; divert 65 percent of waste from the Presidio's waste stream; compost 500 cubic yards of "green debris" to support grounds management; maintain low use of chemicals throughout the Presidio*

The Trust actively promotes water conservation. Developed areas are landscaped with non-invasive, drought-tolerant, low-maintenance vegetation to the extent that is compatible with historic preservation goals. Landscaped areas are being retrofitted with low-flow irrigation devices, and will be plumbed to use recycled water. Water-saving devices are installed in all rehabilitated buildings.

The Trust operates a facility that treats water from Lobos Creek to provide potable water to park residents. Additional water is purchased from the city and county of San Francisco. In FY2003, the Presidio used approximately 300 million gallons of water, 60 percent of it for irrigation. The Trust will begin to meter and charge residents for water use, and will be able to monitor this consumption more closely in FY 2005. The Trust will show incremental decreases in water use over the next year, and will meet or exceed consumption targets set for the area by FY 2009.

The Trust operates a waste reduction program, and oversees refuse management, salvage operations, and recycling for park residents and tenants, visitors, and Trust construction crews. This effort diverts more than 50 percent of the 5,500 tons of waste generated in the park from the Presidio waste stream annually. By FY 2009, the Presidio will increase this by 15 percent. In order to exceed this goal, the Trust will have to expand its facilities.

Maintaining the Presidio's open spaces and recreational areas creates "green debris." The Presidio Trust Compost and Regeneration program transforms grass clippings, wood chips, manure, and brush into replenishing soil amendments that nurture park landscapes. The Trust diverts approximately 509 cubic yards of Presidio's "green debris" from the waste stream, yielding about 400 cubic yards of compost to support reforestation and landscape programs, including restoration of natural areas. In 2003, the Presidio Trust Compost and Regeneration Program received a U.S. EPA award for eliminating green debris from the waste stream.

Composting reduces disposal costs for green debris and offsets the need to import foreign soils, safeguarding the park's ecological integrity. By FY 2009, the Trust will increase the amount of diverted green debris by



20 percent, increasing the amount of compost to 500 cubic yards. In order to exceed this goal, the Trust will need to relocate and expand its composting facilities.

The Presidio Trust has prepared park-wide integrated pest management (IPM) guidelines that emphasize preventive measures and non-chemical controls, maintaining park buildings and landscapes in a way that protects people, wildlife, and water. Virtually no herbicides, insecticides, rodenticides, or fungicides are used in the park.

### 3.7 Buildings and Facilities Maintenance

#### **Objective**

*Effectively manage corrective and cyclic maintenance of occupied buildings; maintain residential properties in support of Trust leasing activities to a standard appropriate to a national park; preserve unoccupied historic buildings*

#### **FY09 Measures**

*Achieve a 100 percent customer satisfaction in troubleshooting residential maintenance (using annual surveys starting in FY06); implement residential cyclic maintenance program and re-roof, paint, and address deferred maintenance as practical for 60 percent of the Presidio's residential units—approximately 12.5 percent each year; develop non-residential cyclic maintenance program; complete standard "turns" of vacated residential units in an average of 20 days, showing an incremental decrease each year; establish annual preservation maintenance priorities and stabilize all significant historic buildings that are not identified as part of development projects*

Since 1998, the Trust has focused on rehabilitating and leasing its buildings, concentrating its efforts and resources on construction and managing building maintenance principally through work order requests. The Trust anticipates 100 percent occupancy of its residential units by FY 2006,<sup>20</sup> and expects an additional 600,000 square feet of non-residential building space to be occupied by FY 2009. The proper care and maintenance of the Presidio's buildings is essential to their continued use, to the Presidio's financial sustainability, and to building and sustaining public support for the park. The Trust addresses maintenance through four programs: corrective maintenance, cyclic and preventive maintenance, residential "turns," and preservation maintenance.

Corrective maintenance is managed through a work order system that allows the Trust to track maintenance according to activity, building, and cost; it also allows the Trust to track maintenance that is deferred. The work order desk is the principal "customer service" department for the Presidio Trust, receiving approximately 6,500 work order requests for building maintenance each year with an average response time of less than 24 hours. Work order requests come from other Trust departments, tenants and residents, Park Police, the National Park Service, and park visitors, and range from easily expedited repairs to more complex undertakings that require coordination with other departments. Work order requests are prioritized according to the following priorities:

1. Life-safety, including systems and structural decay (stairs, railing & sidewalk damage)
2. Inconvenience to the tenant (water, heat, and power)
3. Threat to the Presidio's resources

If a work order request does not fit into one of the priority categories, it might be deferred until the unit is vacated, until cyclic maintenance is scheduled, or until there are sufficient resources to fund a capital

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<sup>20</sup> More than 1,000 units, excluding the houses on Wyman Terrace, which may be rehabilitated and maintained as part of a master development project



## *Strategic Goals and Objectives*

maintenance project – e.g., address dry rot and repair all fences, decks, and rails – at which time the maintenance issue can be resolved more cost-effectively. Currently, about 10 percent of the work order requests are deferred. Most of these, however, are deficiencies that have been identified through annual building inspections. The Trust will survey customers about the quality of our response, and aims to achieve a 100 percent satisfaction rate.

The extent of building occupancy throughout the park is now high enough to require a cyclic maintenance program. Cyclic maintenance is the scheduled inspection, repair and/or replacement of an occupied building's envelope and systems. The length of maintenance cycles is determined by the serviceable lifespan of the building's components. For example, a coat of exterior paint may last only as long as seven years, but a roof may last from 20 to 30 years. Approximately 20 percent of the roofs in the Presidio are tile, and with proper maintenance these can last 100 years.

In FY2004, the Trust completed planning for an eight-year cyclic maintenance program, and also completed its initial inspections of residential buildings to establish a baseline of information, and a protocol for ongoing annual inspections. The baseline information includes: condition assessment of roofs, exterior and interior paint, and floor condition, in addition to appliance inventory. Subsequent annual inspections will assess building systems, such as heating, waste lines, wiring, and dry rot. The Trust also identified maintenance zones according to size, type, and location of buildings. The Trust's zone maintenance approach will make the best use of resources, and ensure that information and building records are managed consistently and cycles are planned and implemented effectively. Zone management will also minimize disturbance in neighborhoods and facilitate more effective outreach to residents.

The Trust will begin implementation of cyclic maintenance in FY2005 by replacing roofs, repainting exteriors in coordination with lead-based-paint abatement and soil remediation, and addressing deferred maintenance as practical in its first maintenance zone, completing 60 percent of the occupied residential properties by FY2009. Cyclic maintenance of buildings will also facilitate planning for other upgrades within the zones, such as utility upgrades, as well as landscape improvements.

Non-residential building inspections will begin in FY2005, and be completed in FY2006, allowing for routine preventive maintenance of building systems, including HVAC, boilers, waste lines, and gutters. Additional planned maintenance for occupied non-residential buildings will be assessed and scheduled once inspections are completed. By



## *Strategic Goals and Objectives*

FY2007, a cyclic plan for all occupied non-residential buildings, including life-safety, mechanical, electrical, as well as roofs and exterior paint, will be in its first phase of implementation.

As a federal agency, the Trust is required by the National Historic Preservation Act to protect its historic properties. In 1998, when the Presidio Trust assumed jurisdiction over Area B of the Presidio, it also assumed responsibility for the long-term care of its historic structures. Preservation maintenance includes the range of activities required to stabilize an unoccupied historic building, protecting it from weather, pests, and vandalism. The Trust sets priorities annually that are established in view of anticipated real estate leasing projects. By FY2009, the Trust will stabilize all significant historic buildings that have not been identified for potential demolition or as real estate development projects. (See Strategic Objective 1.1)

The Trust leases and manages a range of residential unit types, from eight-unit buildings that are non-historic, to large family homes that are among the Presidio's signature historic buildings. Consistent with the local turnover rates, 30 percent of the Presidio's residential units, or approximately 300 units, are vacated annually. The Trust can anticipate vacancies to some extent by understanding seasonal trends, which can provide budgeting and planning guidelines.

As the Trust prepares the units for re-leasing, a determination is made whether to upgrade units, and whether to address any deferred maintenance. A standard turn generally includes: move-out inspection, salvage clearance, pest control, abatement, painting, floor refinishing, window coverings, electrical and plumbing inspections and upgrades as needed, appliance repairs or replacements, cleaning, re-keying, and move-in inspections. Currently, given the wide range of building and apartment types, the number of buildings that might be vacated at any given time, the varying degrees to which the units require upgrades, or the length of time that the unit had been inhabited, the time it takes to "turn" an apartment can range from three to five weeks.

The Trust will reduce and standardize the time it takes to complete these residential turns by improving planning and coordination with its leasing agents, and by expediting work processes, such as sub-contracting discreet tasks and scheduling activities concurrently rather than sequentially. The Trust will identify different categories of "turns," such as quick, standard, and problem units, thereby providing better information about whether or not work processes are effective, and allowing the Trust to note and address specific problems more quickly. Residential units will be made available for new leases within approximately 20 days. (See Strategic Objectives 1.1, 2.1)



**Strategic Goal 4**  
**ENCOURAGE**  
**PUBLIC USE,**  
**UNDERSTANDING,**  
**AND ENJOYMENT**  
**OF THE PRESIDIO**  
**AS A PARK**

In FY2002, the Trust adopted a new approach to developing programs and events for the public, focusing on traditional park activities that are closely tied to the specific resources of the Presidio. In FY2004, the Trust estimated that more than 150,000 visitors participated in programs, festivals, athletic events, and other special events, more than three times the number of participants than previous years. Over the next five years, as new program opportunities develop, facilities are rehabilitated, and traditions evolve, the number of visitors to the Presidio will increase even more dramatically. The Trust hopes to increase participation in these activities by at least 50 percent, and to increase volunteer participation by at least 25 percent.

The Trust will also work with the NPS to develop broader programming around the Presidio's history and its national significance. The Presidio was the oldest continuously operating military post in the nation. Its varied landscape embodies an uninterrupted span of military history, reflecting the course of nationhood as it was played out in the everyday lives of the people who lived here – military personnel and their families. By FY2009, the Trust and the NPS will have established a Presidio Visitors' Center at the Main Post. Programming at the Visitor Center will introduce the general public to the Presidio's resources and historic significance.

**4.1**  
**Public Enjoyment**  
**and Participation**

**Objective**

*Provide opportunities to enjoy and understand the Presidio's history and resources; provide volunteer opportunities*

**FY09 Measures**

*Increase public participation programs by 50 percent, from 150,000 per year to 225,000; increase volunteer participation by 25 percent, from 20,000 hours per year to 25,000 hours*

**Key Partners**

*NPS, Parks Conservancy, Fort Point and Presidio Historic Association, tenants, and program partners*

The Trust works with the NPS and multiple other partners to host programs, festivals, athletic events, historic pageants, museum installations, lecture series, historic tours, teacher events, and community events throughout the year – approximately 40 events each year. The Trust will work with the NPS and the Parks Conservancy to coordinate program planning and outreach so that the three agencies can leverage their efforts and engage a wider spectrum of the public.

In addition to these programs, both the Trust's natural resources department and Archaeology Lab provide opportunities for visitors, student groups, and park residents to participate in regularly scheduled activities. Park Stewards, visiting school groups, community volunteers, and program docents play a critical role in the ongoing maintenance of the Presidio's natural resources, in the conservation of its cultural artifacts, and in introducing visitors to the Presidio's history. Volunteers for natural and cultural resource programs are currently coordinated through the NPS and the Parks Conservancy; a new forest stewardship program is coordinated by a local organization, the Friends of the Urban Forest; and program docents volunteer through the Ft. Point and Presidio Historical Association and the Neighborhood Association for Presidio Planning.

Volunteers contribute more than 20,000 hours of labor to the park each year. As the Trust builds more internal capacity to oversee and manage



volunteers, we will increase volunteer and stewardship opportunities through events that are scheduled around work days, such as Presidio Arbor Day; through opportunities to participate in ongoing maintenance, such as the zone management plan for designed landscapes; and through participation in docent programs. (See Strategic Objectives 1.2, 1.4, 1.6)

New and enhanced trails, new programs, visitor services, and visitor destinations in the Main Post, the transformation of the Main Parade into a grand open space, and program opportunities and destinations at West Crissy will draw increasing numbers to the Presidio, and will create new opportunities for programs and influence the future direction of Trust public programming. The Trust will continue to look for ways to engage a wider spectrum of the community and visitors to the Bay Area, through new and expanded programs, which may require additional program partners and co-sponsors, as well as through volunteer and stewardship opportunities.

## **4.2 Public Information**

### **Objective**

*Provide current information and opportunities for public discussion and comment*

### **FY09 Measures**

*Publish a minimum of six newsletters annually; operate and maintain library and website, making public information widely available in a timely manner; conduct a minimum of two public board meetings and 30 public meetings annually*

Like many complex preservation efforts, the Presidio is challenging for the media and public to understand, especially given its unique management and funding model. To strengthen public understanding and support, the Trust will continue public outreach efforts through diverse informational materials and public workshops. The Trust publishes six to eight issues of its newsletter, *The Presidio Post*, each year, in addition to special theme-specific issues, project updates, informational flyers, and an award-winning annual report. The Trust also maintains a 508-compliant<sup>21</sup> website and a public library, and sends representatives regularly to meet with civic and other constituent organizations. The board of directors holds a minimum of two public board meetings, and the Trust hosts numerous workshops and other public meetings throughout the year to keep the public abreast of Trust activities, as well as to encourage discussion and receive public input.

The Trust will continue these activities, working to improve the quality of information that is available to the public.

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<sup>21</sup> Federal law (commonly referred to as "Section 508") requires that individuals with disabilities, who are members of the public seeking information or services from a federal agency, have access to and use of information and data that is comparable to that provided to the public who are not individuals with disabilities.



### 4.3 Public Access

**Objective**

*Improve public access and orientation*

**FY09 Measures**

*Complete construction of the Main Post Transit Center; complete installation of bus shelters; develop a coherent system of signs and waysides; develop a Presidio Trails Guide, and create two additional Kids on Trails guides; facilitate completion of a Presidio Visitors' Center; establish lodging at the Presidio*

**Key Partners**

*Local transit authorities, NPS, Parks Conservancy*

In FY2006, the Trust will complete construction of a transit center at the foot of the Main Parade, where city busses and the Presidio internal shuttle will converge. The center will provide visitor orientation, information, and visitor services, including waiting areas and public restrooms. By FY2009, the Trust will also have completed installation of six bus shelters to encourage use of public transit. (See Strategic Objective 3.2)

In FY2005, the Trust will undertake a review of its existing interpretive signs and waysides, and work with the NPS to identify needed waysides as well as a strategy for updating and maintaining existing waysides.

The Trust is working with the Parks Conservancy and the NPS to develop a coherent network of trails and overlooks throughout the Presidio. This plan also provides for improved entry sequences, bringing visitors from our gates onto trails and to the Main Post, as well as informational trail heads. The three organizations will develop trail guides for new trails, and a comprehensive Presidio Trails Guide will be available in FY2005. In FY2003, the Trust launched its *Kids on Trails* program which develops trail guides for young children, introducing them to the natural, historical, cultural, and scenic values of the Presidio. More than 10,000 guides in English, Spanish, and Chinese have been distributed to schools and visitor centers, and monthly walks with school children are led by Trust, NPS, and Parks Conservancy staff. By FY2009, two additional guides will be developed.

The Trust and the NPS are working together to rehabilitate one of the historic Montgomery Street barracks on the Main Parade as a Presidio Visitors' Center, which will be completed by FY2009, if philanthropic funding is available. Across from the future Visitors' Center on the Main Parade is an 18th century powder magazine, which the Trust will rehabilitate as an orientation point and interpretational center about the evolution of the Main Post.

National parks have traditionally provided lodging, and part of the visitor experience at the Presidio will include the opportunity to stay overnight in an historic building, such as historic barracks or officers' quarters, giving guests the opportunity to experience aspects of former military life. (See Strategic Objective 2.2)



#### 4.4 Recreation

##### **Objective**

*Improve and increase recreational opportunities; survey use and visitor satisfaction*

##### **FY09 Measures**

*Complete construction of 24 miles of new or rehabilitated trails and four scenic overlooks; complete rehabilitation of Rob Hill Campground; operate and maintain trails, picnic grounds, ball fields, campground, and public restrooms to meet user satisfaction by a minimum of 75 percent*

##### **Key Partners**

*NPS, Parks Conservancy, Philanthropic community*

Nearly 19 miles of trails cross the park, but they came about haphazardly, without regard to vistas or orientation to the general plan of the Presidio. In some areas, the trails are causing severe erosion, fragmenting native plant communities and wildlife habitat, and threatening the integrity of historic features. Implementation of the Presidio Trails and Bikeways Plan will link landmarks and vistas, offer experiences for many types of users, and protect the park's resources. The Trust and the NPS have joined the Parks Conservancy initiative Trails Forever to enhance trails and to develop stewardship for trails throughout the 78,000-acre Golden Gate National Recreation Area. As part of the Trails Forever initiative, the Trust will construct 24 miles of new or rehabilitated trails and four overlooks, creating safe and beautiful vista points from which to enjoy the Presidio's dramatic views.

Rob Hill Campground, San Francisco's only overnight campsite, is situated at the Presidio's highest point in a stand of eucalyptus trees overlooking Baker Beach and the ocean. Currently it can accommodate 60 campers, and it is booked to capacity.

The Trust will re-landscape and enhance the campground to evoke the Arts and Crafts character of the great national park campsites, double its capacity, and improve its facilities. Improvements will include a new picnic ground that will open onto the Washington Boulevard overlook with its spectacular view of the Pacific Ocean.

By FY2009, many of the Trust's park improvement projects will be completed or underway. The Trust will also have in place at that time a system for surveying visitor use and satisfaction with the goal of meeting a 75 percent approval rating. (See Strategic Objectives 1.3, 2.3, 3.5)



## **Conclusion: A Five-Year Vision for the Presidio**

By 2009, the Presidio will have a network of trails and scenic overlooks, a campaign to develop a spectacular civic gathering place, and a main entrance that evokes the Presidio's past as one of the nation's most distinguished military posts. Visitors will be able to spend the night in an historic building, and families will be camping at Rob Hill. Bird watchers and other wildlife enthusiasts will be able to enjoy the rich habitat of Tennessee Hollow along a trail that traverses the park from its urban edge to its shoreline.

By 2009, environmental remediation of landfills and petroleum sites will be completed, and tens of thousands of native plants will be thriving. All of the Presidio's historic homes will be inhabited, and people will add further definition to the landscape.

By 2009, many of the Main Post's historic buildings will be inhabited, enlivening the Presidio with everyday activity.

By 2009, the Trust will be well on its way to financial self-sufficiency, ensuring the future of the Presidio as a park.

By 2009, the Presidio will be known as a great park. That was the objective of the Trust Act, it is the goal of our organization, and all of the goals and objectives presented in this strategic plan support the Trust's mission.

