

Chapter 5. Management Issues

Management Context

General Management Overview

Alcatraz Island was established as one component of the Golden Gate National Recreation Area (GGNRA) in 1972 “to preserve for public use and enjoyment certain areas of Marin and San Francisco Counties, California, possessing outstanding natural, historic, scenic, and recreational values and in order to provide for the maintenance of needed recreational open space necessary to urban environment and planning, the Golden Gate National Recreation Area is hereby established.”¹

To guide management of the GGNRA including Alcatraz Island, the National Park Service initiated planning for its first General Management Plan (GMP) in 1974, completing it in 1980. For Alcatraz Island, the GMP emphasized that “historic preservation will be the primary concern” while also committing to creating a “pleasant landscaped setting” to contrast the “stark prison and military structures.”² The GMP was eventually followed by the Alcatraz Development Concept Plan (ADCP) in 1993, expanding the protection of natural resources on the Island and initiating habitat enhancement for waterbirds.³

Today, the management of Alcatraz Island is generally guided by the 1980s GMP as enhanced by the 1993 ADCP. Daily operations and maintenance of most Island facilities and utilities such as waste management (including restrooms), the floating boat dock and fuel supply are accomplished through a concessionaire agreement. General maintenance staff and repairs to the Island’s buildings and structures are the responsibility of GGNRA staff and the concessionaire, augmented by on-call GGNRA crews and contracted project crews. Transportation to and from the Island for visitors and staff is provided by the concessionaire.

In 2008, more than 1.8 million visitors experienced Alcatraz Island, a number that is regulated primarily by the available frequency and size of boats. Interpretation and educational programs are primarily the responsibility of the GGNRA through its park rangers and programs. Significant on-island support for interpretive activities and visitor services is provided by GGNRA’s non-profit cooperating association, the GGNPC, who operate the popular Cellhouse Audio Tour and after-hours interpretive programs known as the Night Tour.

Additional interpretive efforts are augmented in part by the GGNPC and the boat concessionaire, Alcatraz Cruises.

Resource Management Overview

Cultural resource management was a primary goal when Alcatraz Island was established as a component of the Golden Gate National Recreation Area (GGNRA) in 1972, and has remained a key objective in the management of the Island during the last thirty-seven years.

¹ GGNRA 1980 –It’s PL92-589 “An Act to establish the Golden Gate National Recreation Area in the State of California, and for other purposes.”

² GGNRA 1980: p . The 1980 GMP recommended stabilizing historic structures, developing a visitor program focused on self-guided tours and educational programs, and establishing a ranger station, maintenance substation and emergency equipment station on the Island as part of the GGNRA maintenance facilities. It also recommended continuing a concessionaire agreement to continuing existing ferry service to provide transit to the Island.

³ ADCP

Initial cultural resource management focused on safely accommodating visitors and providing limited interpretive exhibits. These included modifications to interiors of select buildings for minimal operations and visitor facilities, and for interpretive exhibits. Of note were the 1973 conversion of the pump building on the dock to restroom space and a waiting room, the 1974 conversion of the former penitentiary check-in building on the dock to staff lounge and offices, and the 1975 rehabilitation of three casemates in the Bombproof Barracks into exhibit space accessed via the 1866 entrance tunnel.⁴

At the same time, the NPS was defining a broader vision for the Island promoting its historical and architectural significance with a goal of preserving the most visible cultural resources, namely buildings and structures in the Island's historic building clusters. Alcatraz Island's significance was formally acknowledged with its listing on the National Register of Historic Places (NRHP) in 1979. As a NRHP, proposals to modify its historic fabric were, and are, required to comply with the provisions of Section 106 of the National Historic Preservation Act (NHPA), as well as with the Secretary of the Interior's Standards. The Historic Resource Study (HRS) for Alcatraz Island in 1979 identified historically significant buildings and structures, and emphasized the restoration of military feature (much of which was not accomplished).⁵

The park's 1980 GMP built upon the NRHP designation and the HSR, and recognized the Island's cultural value with its illustrative concept for Alcatraz Island (Figure 5-1). The plan identified treatment zones for cultural resources including portions of the Wharf, the eastern portion of the Main Road, the south and highest terrace of the Summit with the Main Prison and Lighthouse, and the north edge of Industries. While historic preservation was clearly a priority, the zones were narrowly defined by building clusters and not all extant cultural resources or all areas of the Island were included. Of note was the treatment zone on the Island's west side that recognized visible remnants thought to be associated with historic fortifications.⁶ But cultural landscape as a discipline was hardly recognized at the time. The 1980 GMP addressed the Island's evolutionary history, as well as its role as habitat, noting that "*the rocky cliffs and shoreline . . . shall remain untouched as important habitat for birds and marine organisms.*" A five-acre area related to the Island's cliffs and shores was identified as one of the treatment zones.

The historical significance of Alcatraz Island was further acknowledged in 1986 with its designation as a National Historic Landmark. The same year, the first major preservation effort was undertaken—the restoration of the Guardhouse and its Sallyport and archway, all of which were damaged in the 1970s when the GSA demolished numerous buildings following the Indian Occupation.⁷ Cultural resource management expanded in 1992 with the first Cultural Landscape Report (1992 CLR)⁸ and the first survey of the Island's vegetation since its closure.⁹ The 1992 CLR provided a holistic view of the Island's character-defining features, adding topography, small scale features, gardens and vegetation to the already recognized buildings and structures and noting the inter-relationships between all of the Island's historic features.

Alcatraz Island's gardens were first surveyed in 1992 after years of neglect. A stabilization plan for select areas was prepared in 1998 by the Olmsted Center for Landscape Preservation. And, in 2003 the GGNPC and the Garden Conservancy teamed up to begin rehabilitation efforts for the

⁴ Martini 2009

⁵ HSR 1979

⁶ GGNRA 1980

⁷ Martini 2003

⁸ Delgado et al. 1992

⁹ Lutsko 1992

Island's gardens – a process that was instrumental in completing the CLI. GGNPC and Garden Conservancy worked with the GGNPC, reviewing the CLI; developing a treatment approach of rehabilitation for the gardens; and identifying management objectives and priority projects. The first treatment plan was prepared in 2005 for the Main Road and it included recommendations for the Sallyport Garden, Electric Shop Bed, the base of retaining walls and the Trough Wall bordering Officer's Row.¹⁰ Subsequent treatment plans have been developed by the Garden Conservancy for the most of the historic gardens including Officers' Row (2006), Rose Garden (2007), Cellhouse Slope (2007) and West-Side Gardens (2008). Treatment recommendations focus primarily on vegetation and include measures for removal of invasive species, new plantings that are compatible with each garden's history, and repair of select features specifically related to the garden such as the repair of the Trough Wall and concrete railings.¹¹ The treatment recommendations for the vegetation in these five major gardens have largely been implemented with the exception of the Laundry Terraces.

Several of the Island's historic buildings and structures have undergone restoration and rehabilitation, and in some cases adaptive reuse. These include the reconstruction of the Dock Tower, and rehabilitation of the Bombproof Barracks (Building 64) on the Wharf and the Main Prison on the Summit. “*Repair and construction projects*” to “*seismically upgrade and restore the historic structures on ‘the rock’ to ‘retain safe public access’*” and to “*preserve the National Historic Landmark*” were undertaken in 2002, including dock repair, restoration of the balconies on Bombproof Barracks (Building 64), stabilization and seismic upgrades for the Main Prison and repair and seismic upgrades to the Sallyport and Guardhouse. The rehabilitation of New Industries is currently in progress. Future rehabilitation projects include Water Tower stabilization, slope stabilization, Bombproof Barracks (Building 64) seismic upgrade, Quartermaster Building stabilization and seismic upgrade.

Competing values for natural resources and cultural resources became more apparent in the early 1990s when certain areas of Alcatraz Island were recognized for their waterbird colonies. After the closure of the federal penitentiary in 1963, waterbirds began colonizing on the Island. Early in the Island's use as a national park, the majority of it remained closed due to safety concerns and lack of funding to manage or repair these areas, resulting in a growth in the bird populations.¹² In 1992, close to two-thirds of the Island was still closed to the public.¹³ In 1993, the Alcatraz Development Concept Plan (ADCP) was undertaken to recognize the value of the Island's natural resources with its stated purpose “*to maximize resource protection while providing for interpretation and human enjoyment.*” The ADCP proposed balancing four objectives – cultural resource preservation “*to preserve the cultural landscape and NHL while adapting it for new uses;*” habitat preservation and enhancement “*to preserve and enhance existing natural resources.*” environmental education, and access.¹⁴ Although the ADCP clearly acknowledged cultural resource preservation, focus on natural resource management expanded beyond protection and included habitat enhancement as well as vegetation management for waterbirds, but *not* for cultural resources. It provided a zoning approach for managing the Island; defining areas open year-round to visitor access and other areas open seasonally or permanently restricted. It also defined management strategies such as the seasonal closures and gull proof trash cans to mitigate conflicts between waterbirds and visitors.¹⁵ The ADCP, similar to the 1980 GMP,

¹⁰ Byers and Ashford 2005: 1

¹¹ Byers and Ashford 2006, 2007, 2008

¹² LSA Associated, Inc. 1993

¹³ Delgado et al 1992 – CLR: 50

¹⁴ LSA Associated, Inc. 1993

¹⁵ *Ibid.*, 8

underestimated the full extent of the Island's extant cultural resources and did not fully consider potential damage to those resources in areas slated for habitat protection or habitat enhancement. In addition, the recommended preservation of cultural resources did not identify the need for immediate stabilization, or for the restoration and rehabilitation of the Island's small scale features. The Bird Conservation and Management Strategy for Alcatraz Island in 2005 (BCMS) documented the exponential growth in waterbirds colonizing on the Island in the years between 1975 and 2004, likely a result due in part to the ADCP. The BCMS further recommended "*specific conservation and management actions to address the existing and increasing conflicts . . . and (to) employ certain mitigation measures.*"¹⁶

Since the Island's establishment as a national park site and its recognition as a National Historic Landmark, many cultural resources have been lost and many more have significantly deteriorated. Lost resources include steel catwalks and guard towers, large portions of the water tower, and part of the perimeter sentry walk built by the Bureau of Prisons. Deteriorated resources include many of the Island's small scale features such as original concrete railings, connecting staircases, paths and extensive areas of cyclone fencing. Each planning document prepared to guide the management of Alcatraz Island and each project undertaken to preserve its historic fabric has reiterated the importance of its cultural resources. However, the full extent of the Island's cultural resources has consistently been underestimated and measures to protect and conserve extant resources have been subject to lack of funding, lack of a prioritized approach, competing values for some areas of the Island, and a limited understanding of the value of all of the Island's character-defining features.

Relationship to 2012 General Management Plan

The GGNRA is presently developing a General Management Plan (GMP) to guide management for the GGNRA for the next twenty years. This comprehensive planning initiative updates the first GMP completed in 1980 that guided management of the GGNRA, including Alcatraz Island, for the last twenty-eight years. Since the initial 1980 GMP, the GGNRA has more than doubled in size and visitation, and its natural and cultural resources are better understood. Preferred alternatives for each component of the GGNRA have been drafted and previews of these will **undergo public review in 2011 with the release of the draft GMP/EIS scheduled for summer 2012.**¹⁷

Since the adoption of the 1980s GMP, visitation at Alcatraz Island has grown from **xx** visitors each year to more than fifteen million visitors in 2009. The extent and value of the Island's cultural resources, including its cultural landscape and archeological resources, have become better understood as has the relationship between these resources and the Island's natural systems. The 1992 CLR, 2005 CLI, and 2009 archeological study have contributed to this expanded understanding of the cultural landscape.

The draft GMP/EIS identifies Alcatraz Island as Alternative 3 – Focusing on National Treasures (Figure 5-3) as the preferred alternative for Alcatraz Island.¹⁸ The selection of this alternative acknowledges the historical significance of Alcatraz Island and recognizes its importance as a cultural landscape with an extensive number of extant cultural landscape features including buildings, structures, small scale features, vegetation and archeological resources. Under this alternative, the Island is organized by a series of management zones guided by broad, general intent

¹⁶ GGNRA 2005: Table 1 Nesting History and Nesting Sites of Alcatraz Island Bird Colonies

¹⁷ GGNRA

¹⁸ GGNRA GMP draft: May 7, 2009 – 641/20620

statements that identify the desired conditions of cultural and natural resources and the appropriate visitor experiences to be provided in each zone.

The GMP management zones address the landscape character areas as defined by this document (the CLR) but do not necessarily follow the same boundaries. The GMP's Historic Immersion Zone includes the Wharf, most of the Main Road and two of the three terraces of the Summit. The remainder of the Island is included in the Evolved Cultural Landscape Zone except for a narrow portion of the Industries that is part of the Park Operations Zone. The importance of the bay and submerged shoreline surrounding Alcatraz Island, which is a critical portion of the cultural landscape with extensive archeological resources (and is within the Island's jurisdictional boundary), is not fully addressed by its inclusion in the Diverse Opportunities zone.

As parameters and criteria are further refined to guide management of each of the proposed management zones, it is critical that the following guidelines be considered.

- Provide direction regarding the relationship between the GMP's management zone and the CLR's landscape character areas, since the GMP's zones interrupt the special cohesiveness of some areas (such as the Summit);
- Acknowledge the value of the Island's extensive cultural resources, and clearly define methods for protection, restoration and rehabilitation;
- Develop criteria for preserving historic spatial relationships, significant topographic form, and views and vistas, in recognition that the value of the cultural landscape is greater than the sum of its character - defining features.

Visitor Experience

From the first tours of Alcatraz Island in the 1970s, visitors have been enthralled with the history of the Island. As a result early attendance exceeded expectations and this trend continues. More than one million people visited Alcatraz Island in 2008 - approximately 5,000 each day. The number of visitors is controlled by the frequency and size of boats, and is nearing capacity in relationship to current staffing on the Island. There have been some recent efforts to manage Main Prison visitation based on surveys that quantify perceived crowding levels that impinge upon the visitor experience. This will have an effect in terms of directing visitors elsewhere on the Island. The Main Prison Audio Tour continues to be hugely popular and receives the great majority of destination visitors. All visitors are also encouraged to visit the open areas of the Island through self-guided walks, most of which are accessed along the Main Road. Many areas of Alcatraz Island are steep and the climb to the Main Prison is close to a one-quarter mile. An electric shuttle provides transit (provided by AIC) from the Wharf to the Summit for those unable to make the climb. Visitor facilities include two restrooms, one on the Wharf and another at the top of the Main Road on a portion of the site of the former Officers' Row Building 7. Bottled water is offered for sale in the bookstores, but visitors must bring their own food and are restricted to the Wharf for any food consumption.¹⁹

During its period of significance, the majority of Alcatraz Island was accessed for daily activities or work programs and many areas were also inhabited. Today, approximately forty percent of the Island is open to the public during non-nesting season and this is reduced to about twenty-five percent of the Island during nesting season, and another ten percent is accessed by GGNRA staff, concessionaire or the GGNPC as storage or work areas. Seasonal closures (Figure 5-4) further

¹⁹ NPS staff interviews May 2009

reduce the use of the Island for visitor access. Between the months of February and September, the south Island (including the Parade Ground and Agave Walk), the northern terrace of the Summit, and the Industries area are closed to visitors and NPS staff (except designated wildlife specialists) for waterbird breeding seasons.²⁰

When Alcatraz Island opened to the public in 1974, visitor programs were minimal, Interpretation focused on few topics, and only minor improvements were made for visitor amenities. Initially, the visitor experience consisted only of ranger-guided tours to select areas of the Island - notably the Main Road and Main Prison. Occasional special tours were offered through the Industries area. Opening the Island to self guided tours, augmented by guided tours of the Main Prison and park rangers stationed throughout the Island was experimented with in the late 1970s, but proved unsuccessful and operations shortly returned to guided programs. In 1987, the Main Prison Audio Tour was implemented and a return to the 'open island' concept initiated with a welcome / orientation at the Wharf, and visitors exploring the Island at their own pace. Today, the audio tour, with more than 95% of visitors choosing to participate, begins in the Main Road via the shower room entrance sallyport. Visitors pick up audio players in the shower room and continue up the staircase (or via the new elevator) to the cellblocks and into the Administration Wing, the Warden's office and outside to Eagle Plaza, then back to the prison dining room and terminating at the basement bookstore to return audio players. In addition to the audio tour, park rangers and volunteers greet arriving visitors at the Wharf and offer ranger-led programs. An orientation video about the Island history plays every thirty minutes in Building 64, and TGC volunteers offers periodic programs and tours of the Island's historic gardens. GGNPC staff offer additional guided walks and interpretive talks during the "Night Tour" program.

Interpretive exhibits on the Island also evolved modestly, beginning with the rehabilitation of the northernmost three casemates of Bombproof Barracks (lowest level of Building 64) into interpretive display areas in 1975, with additional access into the building provided via Chinatown. Incrementally, interpretive displays and information have been added to the Main Prison, the Bombproof Barracks, the Guardhouse, and as interpretive panels throughout the Island. In 1982, additional casemates were opened in the Bombproof Barracks for interpretive uses. The Island's first gift store was established in the second casemate, and four additional casemates were opened to the south by removing non-historic interior walls, three for audio-visual projection rooms and the fourth for office space for Island personnel (known as the Tech Room).²¹ In 1986, the eastern half of the Administration Wing was converted to audio tour use, and the western portion of the wing converted to an additional sales area known as the Upper Bookstore along with rooms for audio tour staff. Today, the most visited exhibit space is the Main Prison, which has undergone a series of rehabilitation projects to clearly depict the federal penitentiary period of history. At the Wharf a series of interpretive kiosks offer maps and interpretive brochures about the Island. Outdoor interpretive panels along the Island's roads provide additional information about the buildings and people who occupied them.

The GGNPC currently operates three bookstores and gift shops on the Island: a museum shop in the Main Prison basement, a bookstore/gift shop at the Wharf and another in Building 64. Visitors can purchase books, maps, guides, cards, replica artifacts and clothing items at all three, and limited beverage service at the Building 64 store.

Today, visitors have the opportunity to experience Alcatraz Island at their own pace, choosing to be immersed in the federal penitentiary history by participating in the audio tour and/or exploring

²⁰ NPS staff interviews May 2009

²¹ Martini 2009: The Tech Room – named after the ranger staff's FORMER official title of Park Technicians.

the Island on their own. These experiences are augmented by visitor choice, either by joining a ranger-led tour or following a self-guided map or by reviewing interpretive kiosks and panels. Additional opportunities to understand the Island are available through the purchase of books and brochures.

With the Main Prison being the primary draw for visitors and large portions of the Island closed to public access for habitat protection, it is difficult to convey the full extent of the Island's history and its important stories. Large areas of the Island's cultural landscape with contributing buildings, structures and features that remain from its 150+ years of history are not physically accessible to the visitors. Of those that are visually accessible, the method in which they are fenced or managed conveys confusing messages, especially the relationship between waterbirds, natural resources and cultural resources. Without firsthand experiences and interaction with cultural resources from all eras of the Island's period of significance, visitors leave with a limited understanding of the Island.

This is partly due to the fact that Alcatraz Island has become a roosting ground for hundreds of waterbirds including western gulls, Brandt's and pelagic cormorants, and black crowned night herons. The increase in the Island's waterbird colonies has resulted in increasing conflicts (direct and indirect) between visitors and birds. Direct conflicts include the presence of nesting and roosting western gulls in public areas, which results in complaints of aggressive gull behavior and unpleasant odors from extensive guano droppings. Indirect conflicts include seasonal closures (closed to public and staff access) such as the closure of Agave Walk, Parade Ground, and other portions of the Island perimeter.²²

Other visitor needs include adequate way finding and regulatory signage to control visitor access for safety and interpretation, and adequate visitor comforts such as restrooms, benches, trash receptacles and drinking fountains.

Park Operations

Today, park operations for Alcatraz Island are accomplished through the efforts of NPS personnel, a concessionaire, the GGNPC and The Park Conservancy. Transportation to and from the Island for visitors and staff is provided by the concessionaire - Alcatraz Island Services (AIS).²³ Alcatraz Island Services, through its concessionaire agreement and maintenance and operations plan, provides the bulk of the daily operations and maintenance for most Island facilities and utilities such as providing potable and non-potable water, waste management (including restrooms) and fuel supply.²⁴ General maintenance and trash collection for the Main Prison and all other areas is also provided by AIS.²⁵

In addition, GGNRA helps maintain the Island's facilities by providing general maintenance and trash collection at staff areas and performing repairs to the Island's buildings and structures. GGNRA personnel assigned to Alcatraz Island, however, are generally only enough for trash pick-up and are augmented by an on call crew and project crews. Current staffing levels include two Maintenance Full-Time Equivalency (FTE) positions assigned to Island. The size and expertise of on call crews and project crews vary by need and budget.²⁶

²² Rachowicz 2005

²³ GGNRA 2007

²⁴ Ibid.

²⁵ NPS staff interviews May 2009

²⁶ Ibid.

Security is provided through a contractor agreement that provides one person on the Island overnight, each night. Daytime safety and security is provided by GGNRA park rangers, who address minor issues and direct illegal behavior to the law enforcement ranger intermittently assigned to the Island or to the United States Park Police.²⁷

Interpretation and educational programs are primarily the responsibility of the GGNRA through its park rangers, programs and exhibits. Information and interpretation include kiosks at the Wharf; exhibits, interpretive display galleries and video theater rooms in the Bombproof Barracks (Building 64); and interpretive wayside panels at strategic locations along the roads and in buildings accessed by the public. Self-guided programs include the popular Cellhouse Audio Tour and open access to the Wharf, Main Road and the Summit including the Main Prison and Stockade / Recreation Yard. Most interpretive programs begin at the Wharf with a welcome and introduction provided by a park ranger or volunteer for every arriving boatload of visitors. Current staffing consists of five FTE park rangers for the entire Island with two or three rangers present each day. GGNRA offices are located in the first floor casemates of the Bombproof Barracks and include space for park rangers and GGNPC staff as well as space for biologists and other technical personnel conducting studies and monitoring on the Island.²⁸

Non-profit partners provide important services in the management of Alcatraz Island. The Golden Gate National Parks Conservancy (GGNPC) operates the Cellhouse Audio tour as well as the three gift shops on the Island. The GGNPC offers the Night Tour program for after-hours visitors that includes the Audio Tour and guided programs and talks presented by Conservancy employees.²⁹ The Garden Conservancy, in partnership with the GGNPC is responsible for the management of the Island's historic gardens. Garden Conservancy staff maintains the gardens; and work with and train the volunteers. The Garden Conservancy employs a consultant that develops the treatment plans, and the GGNPC provides a project manager. Volunteer hours average 6000 hours per year. The GGNPC is also responsible for the management of the Island's historic gardens providing services that range from the development of treatment plans for individual gardens to the training and organization of garden volunteers to implement these plans and to maintain the historic gardens. This effort includes GGNPC personnel, an on-site garden manager and approximately 6000 number of volunteer hours annually.³⁰

Several of the Island's historically significant buildings and structures serve as maintenance and operations facilities providing day to day functions that allow for the on-going use of the Island. The majority of these are located in the Industries, including the historic Stores/QM Warehouse (Building 79) and its adjacent yard and road used by GGNRA personnel, GGNPC, and the concessionaire for workrooms and storage. The Powerhouse is still in use, housing diesel generators that provide electrical power for the entire Island via the power plant. Fuel storage is located in Tank #2, and is transported and provided by Alcatraz Island Services and pumped from the Wharf to the tank. Additional storage space is scattered throughout other historic buildings.³¹

Non-historic buildings are also in use for daily operations, including the upper restroom where freshwater is stored. The historic 350,000 gallon cistern north of the Main Prison is not used. Wastewater, primarily sewage from the Island's two restrooms, is stored in two tanks on the Wharf

²⁷ NPS staff interview May 2009

²⁸ Ibid.,

²⁹ Ibid.

³⁰ GGNRA

³¹ NPS staff interviews May 2009

with a 14,000 gallon capacity. Freshwater is brought to the Island by the concessionaire's boats and wastewater and trash are removed from the Island by a specially designed vessel.³²

The only buildings and structures on the Island not under the control of GGNRA are the Lighthouse and the two foghorns, one on the south and one on the north ends of the Island. These facilities are still operational, and are owned and maintained by U.S. Coast Guard as they have been for more than 150 years.

Cultural Landscape Management

A holistic understanding of Alcatraz Island's cultural landscape is needed to guide management of the Island so that its cultural resources are fully preserved and protected along with its designation as a NHL, and so that visitors experience the full extent of its significant history. One initial step is the acknowledgement and clear understanding of the full extent of the Island's extant cultural resources - beyond its buildings and structures - and their relationships to one another. Developing criteria and parameters that clearly define the balance between natural resource protection and cultural resource preservation throughout all areas of the Island is an important first step to creating management goals that address future challenges. Likewise, providing a comprehensive Island experience for visitors is critical to conveying the full extent of the Island's history.

Management Challenges

The Characteristic of Change - A consistent characteristic of Alcatraz Island throughout all of its historic periods was extensive and continual human intervention. This is in contrast to the limited or minor man-made modifications that occur today.

- Beginning in the 1850s with massive earthmoving to build military fortifications and roads and buildings, and continuing through the 1960s with the modification of land forms and construction of new buildings and structures, Alcatraz Island's cultural landscape has continually been subject to great upheavals.
- The massive earthmoving not only modified the Island's land form but periodically changed the shoreline.
- The continual change and activity played a major role in limiting wildlife habitat on the Island since constant human presence discouraged nesting in most areas.

Lack of Understanding the Full Extent of Extant Cultural Resources - The Island's buildings and structures are clearly understood as being significant cultural resources, but the smaller or less tangible features and landscape characteristics such as topography, and small-scale features, spatial organization and arrangement of land uses have not been understood for their equal significance.

- The 2005 CLI and this CLR provide the documentation of the full extent of visible extant cultural resources and their significance on Alcatraz Island.
- Similar work is required to fully document the extent of buried or non-visible cultural resources as there has not been a comprehensive archeological survey.

³² Ibid

- Conveying the value of these cultural resources will allow visitors to achieve the impressive experience that park management is seeking.

Accelerating Loss of Historic Character - Current and previous management practices including deferred maintenance, lack of funding, and seasonal closures for bird nesting have resulted in loss and/or deterioration of character defining features. As these actions continue, individual features are compromised and/or lost or removed, resulting in an overall loss of historic character. With the current management regime, this loss is accelerating

- The harsh maritime environment has resulted in the deterioration or loss of many features, and an acceleration in the spalling of concrete. An increase in waterbirds and droppings, and limited or no maintenance has added to the deterioration. Restricted access to some areas for most of the year prevents cyclic cleaning of gutters and drains to prevent flooding.
- Closures of areas that contain potential life safety hazards and areas that require enhanced security, as well as more recent seasonal closures for wildlife enhancement, have aided in the increase in the deterioration of significant features. The presence of waterbirds and guano accelerates the degradation of many materials including concrete, masonry, and steel.
- Closures decrease the ability of GGNRA staff to maintain and repair certain areas of the Island. They also reduce the ability of GGNRA and GGNPC staff to monitor character defining features for further deterioration, determination of stabilization needs or for enacting preventive maintenance.

Loss of Small (Human) Scale Features - Although loss of character defining features occurs in all types of the Island's historic features, the most significant loss and deterioration is in the Island's small scale features.

- The loss of small scale features has primarily occurred since 1963 (the closing of the Federal Penitentiary Period) when the Island was transferred to the GSA. This coincides with the loss of daily human activity on all parts of the Island and the loss of regular maintenance.
- Lack of funding and limited resources has contributed to the loss of small scale features.
- Lost small scale features includes catwalks and sentry walks associated with the U.S. Army and federal penitentiary, extensive barb-wire entanglements and cyclone fencing, and the loss of three guard towers,
- Small scale features at risk include concrete railings, staircases, paving, and cyclone fencing. The sentry walk around the Stockade / Recreation Yard and interior catwalks, and the perimeter walk on the Island's north side (walkway with remnants of concrete railings and boardwalk) are also rapidly deteriorating.

Erosion and Degradation of Land Forms and Structures – The loss of character defining features extends to the Island's land form and topography and to its historic structures.

- Erosion is a serious concern on both historic cut and historic fill slopes. Of particular concern, is the erosion of the fill slopes on the Island's west-side and the erosion of the Escarpment Slope (a cut slope) that separates the Summit and the Parade Ground.
- Structures at risk include the Seawall Planter on the Parade Ground and the retaining wall and balcony at the north end of the Main Prison.

False Sense of History - Several current management practices contribute to conveying an incomplete and in some areas a one-dimensional view of the Island's evolution and historic uses. The placement of fencing for safety or security limits public access to certain areas of the Island, combined with seasonal closures and the sometimes incomplete interpretive focus reduce the clear reading of the cultural landscape by visitors and staff.

- Fencing and closures convey spatial relationships that assist in conveying the feeling and association of the cultural landscape. When these features or actions are not compatible with historic features or to the organization of space during the period of significance, a false sense of the Island's historic character is conveyed.
- Non-historic cyclone fencing and pipe handrails installed by NPS further confuses historic spatial organizations and security due to similarity in design styles and materials to the period of significance.
- Reducing or not allowing access (either visual or physical) too many areas of the Island minimizes the ability of visitors and staff to fully understand its full continuum of historic character.
- Limited knowledge of the full extent of the Island's cultural landscape and its associated character defining features in turn places limitations on understanding of its cultural value.

Escaped Vegetation and Vegetation Management - During the period of significance, dramatic human interventions occurred in all areas of the Island. Since the federal penitentiary closed in 1963, many areas, especially the Island's hillsides, have become overgrown with vegetation, much of which has escaped the confines of the Island's historic plantings. Since 1993, through the direction of the ADCP, some of these areas have been managed for waterbird habitat instead of cultural significance.

- Potential historic features exist on the Island's hillsides where there is the greatest amount of overgrown vegetation. On the south side of the Island known resources include terraced gardens, a staircase, buttresses and walls.
- The management of vegetation as waterbird habitat in many areas has, by default relegated the value of the cultural resources to a secondary importance in those areas. However, extant resources represent an opportunity to further convey the Island's continuum of history.
- Conflict between vegetation and historic resources occurs in other areas managed as habitat including the building remnant on the Parade Ground.

Management Opportunities

Great Potential for Restoring Lost Character - The rehabilitation of the Island's buildings and structures to-date has provided a necessary step in retaining the historic character of Alcatraz Island, and offers a guide for future management for all of the Island's extant resources.

- The accelerating loss of historic character can be slowed and reversed through the restoration and rehabilitation of structures, small scale features, topography and spatial organization, and vegetation.
- Restoration and rehabilitation of historic buildings and structures should continue. As these projects are undertaken, they should include the site in the restoration and rehabilitation work. Likewise, protection of the cultural landscape during all projects should be a priority including repair projects. Previous building rehabilitation has not typically included the site rehabilitation and the site context and setting have not always been considered in these projects.
- Guidelines with specific criteria for the protection of the cultural landscape should be integrated with all work proposed for Alcatraz Island, including general maintenance, building stabilization, new construction or other work.
- In a similar manner, guidelines with specific criteria for the protection of the cultural landscape should be integrated with all planning for natural resources and during the implementation of any work related to natural resources.

Holistic Vision - Restoration and rehabilitation of the Island's historic gardens by the GGNPC and the Garden Conservancy has served to restore a major character defining feature all across the Island while also garnering the interest and passion of many. This approach should be extended to address the Island as a whole, where the inter-relationship of character defining features combine to tell a complete story. Likewise, individual buildings and structures have been rehabilitated on a case-by-case basis.

- Treatment of the cultural landscape should address the Island holistically, with a full understanding of the Island and the inter-relationship of its features. While it will be important to address the needs of individual features and landscape character areas, this should be accomplished with a clear direction for the entirety of the cultural landscape.
- Treatment is intended to address all character defining features within a landscape character area. For example, the GGNPC and Garden Conservancy has done an admirable job in reestablishing vegetation and some structures in several of the Island's historic gardens. Treatment should also address all features including walls, paving, staircases, building remnants, etc.
- A comprehensive plan for the restoration and rehabilitation of the Island's historic buildings that addresses potential use should be undertaken to provide a long-term vision and to assist with setting priorities.
- The specific treatment described in the CLR should be used in conjunction with the general parameters of the GMP Management Zones.

Cultural Resource Monitoring Needs - Cultural resource monitoring should be undertaken for all projects. The monitoring should be tailored after the natural resource monitoring process that currently exists.

Immediate Stabilization - Many cultural resources (e.g., buildings, infrastructure, landscape) are rapidly deteriorating and immediate stabilization actions are required to sustain the integrity of structures and other related sites on the Island.

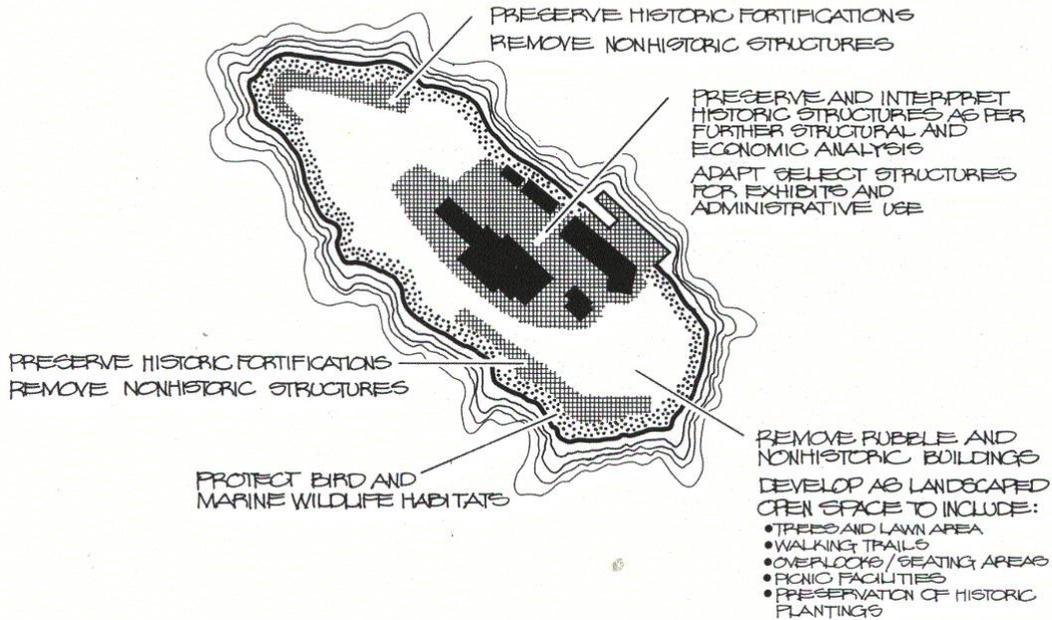


Figure 5 - 1. 1980 GMP

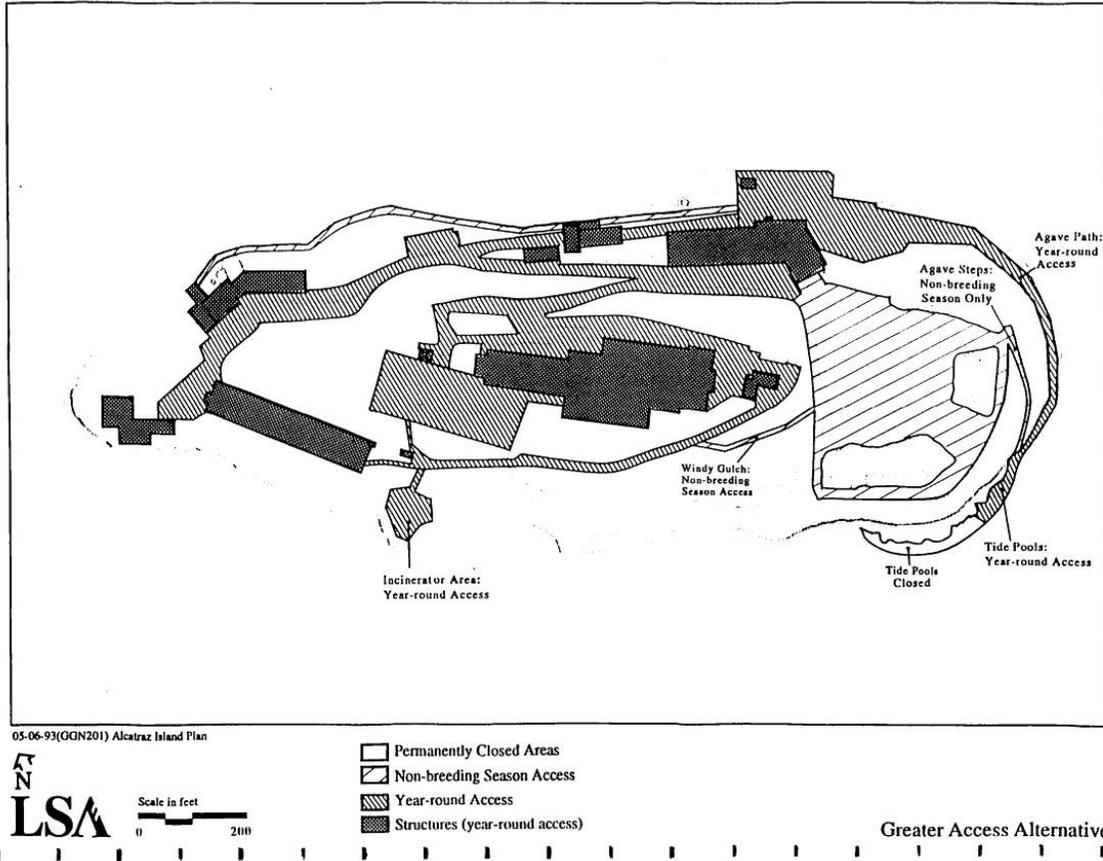


Figure 5 - 2. 1993 ADCP

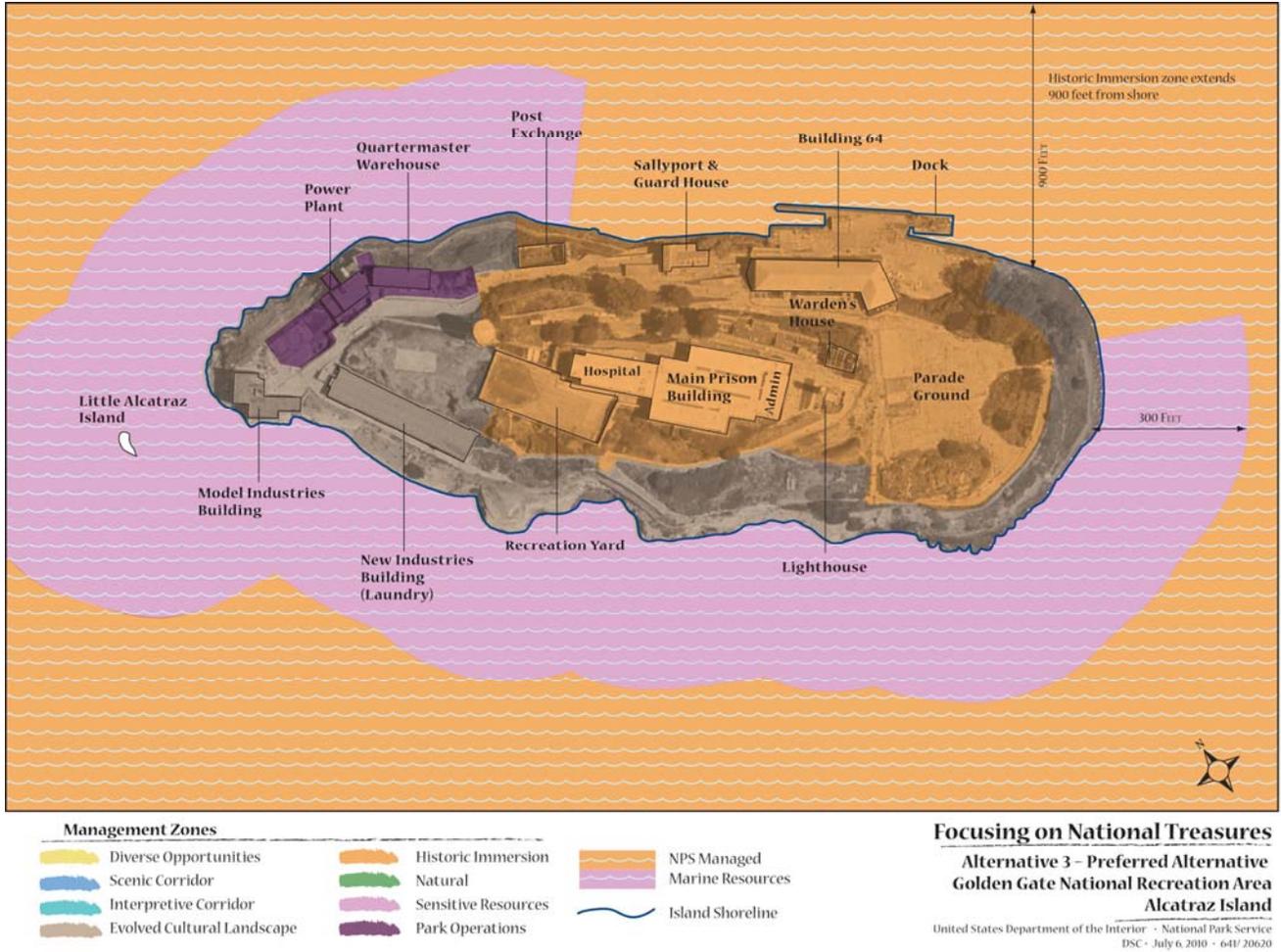


Figure 5 – 3. Current GMP, Alternative 3 – Preferred Alternative

Legend

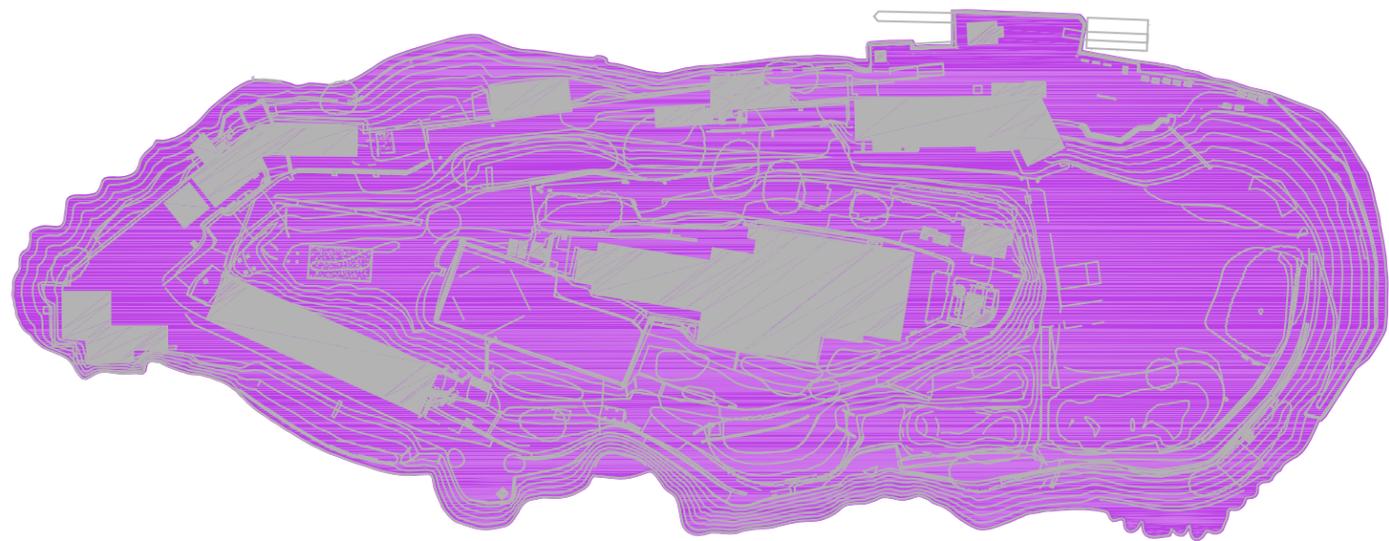
Restricted Areas



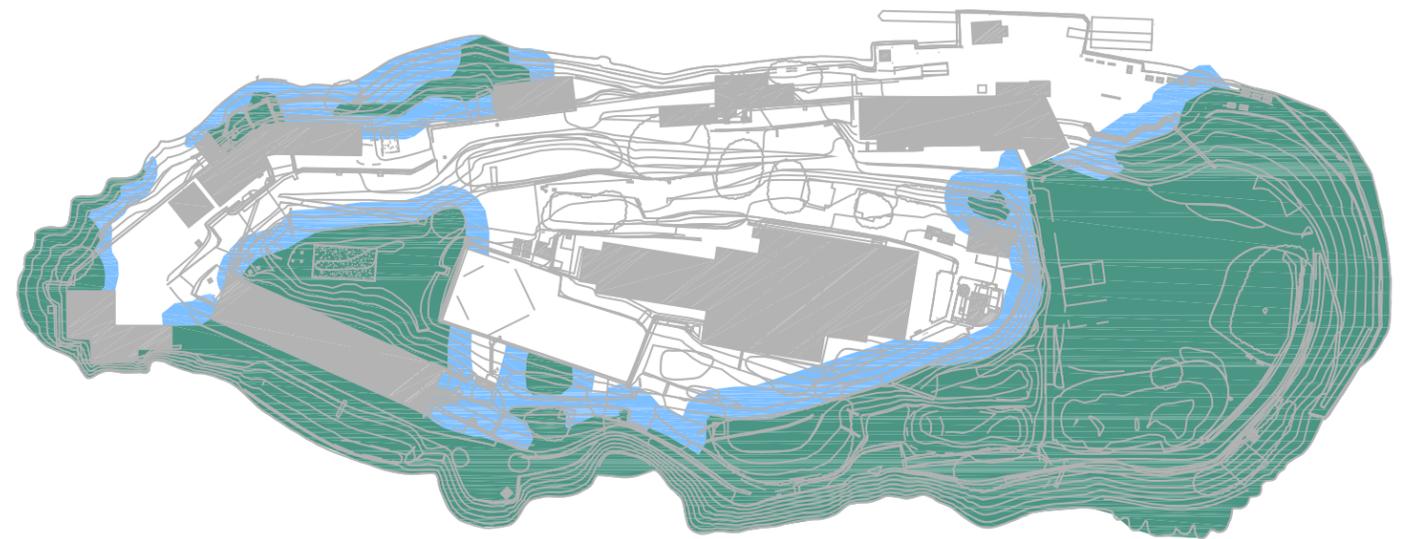
Buffer Areas



Extant Features



A. Extant Features



B. Restricted Areas for Waterbirds



FIGURE 5-4 UNITED STATES DEPARTMENT OF THE INTERIOR NATIONAL PARK SERVICE GOLDEN GATE NATIONAL RECREATION AREA	<small>TITLE OF PROJECT</small> CULTURAL LANDSCAPE REPORT
	<small>TITLE OF DRAWING</small> EXTANT FEATURES AND RESTRICTED AREAS FOR WATERBIRDS COMPARISON
	<small>NAME OF PARK</small> ALCATRAZ NATIONAL HISTORIC LANDMARK
	<small>REGION</small> <small>COUNTY</small> <small>STATE</small> PACIFIC SAN FRANCISCO CALIFORNIA

