

Chapter 7. Implementation Strategy

Introduction

This chapter provides guidance for the phased implementation of the treatment recommendations for Alcatraz Island as presented in Chapter 6. This guidance is presented as a series of project statements that generally describe those actions necessary to accomplish the recommended treatments. Several of these project statements have already been identified by the GGNRA as a part of the PMIS (Project Management Information System) process. The project numbers related to the PMIS are noted as part of the project statement for cross referencing. The implementation strategy is presented according to the following.

- Protect the Integrity of the NHL
- Immediate Needs
- First Priority Projects
- Project Prioritization

This implementation strategy is intended to assist GGNRA, GGNPC and their partners with a sequence of work and set of clearly defined projects. For each action, another level of design effort is required. Final design, design and construction documents or treatment plans will still be needed, as will review and approval, prior to starting any work. In addition, archeological investigations will need to be undertaken for all work.

Protect the Integrity of the NHL

This section provides a list of actions that are needed to ensure that the integrity of the Alcatraz Island National Historic Landmark is protected. These actions were first identified during the analysis of the landscape characteristics in Chapter 4, and as presented in Chapter 5. Management Issues, and addressed again during the development of the treatment recommendations.

This list of actions includes recommendations for planning, policy modifications, and physical improvements. Detailed treatment recommendations related to physical improvements are presented in Chapter 6. Treatment Recommendations.

a- 1. Update the NHL – PMIS 18166

The NHL should be updated to explicitly acknowledge the importance of Alcatraz Island’s cultural landscape and to acknowledge the expanded period of significance.

- Revise the period of significance as recommended by the CLR—1847 to 1973—and to include all physical modifications that contribute to the significance of the Island. The period of significance begins with the initial occupation and ends in 1973 following the General Services Administration (GSA) management of the then-defunct penitentiary¹ and its transfer to the National Park Service (NPS). It includes the military fortifications and military prison periods, the twenty-nine years as federal prison, transfer of the Island to the

¹ Haller 1985

GSA, the nineteen-month occupation by American Indians and the physical changes to the Island's facilities made by the GSA made in response to the occupation.

- Include the cultural landscape features that contribute to its significance as identified in the CLR such as structures, small (human) scale features, vegetation and archeological resources.

a-2. Stabilize Deteriorating Buildings, Structures, and Small (Human) Scale Features

The Island currently retains integrity in its physical features, setting and association, as it did when it was listed as a NHL. However, deterioration of buildings, structures and features; loss of structures and small scale features; and management of cultural and natural resources may impact the Island's integrity.

The following measures are those short-term and immediate stabilization needs that relate to the features that are at greatest risk of loss or deterioration. The stabilization of these features is necessary to maintain the integrity of the NHL. These features are also presented under Immediate Needs. In addition to these immediate needs, there are other buildings that will require stabilization for the long-term but are not immediately threatened.

- Stabilize the Water Tower – PMIS 81900 and 82319. The water tower is currently considered a Watch – Priority 2 by NHL standards. Without stabilization, the tower is likely to move quickly to Threatened – Priority 1 meaning the NHL may suffer a severe loss of integrity if it is lost or severely damaged.
- Stabilize the Model Industries building – PMIS 127659. The building is currently considered within Watch – Priority 2, as defined by NHL standards. Without stabilization, it may move quickly to Threatened – Priority 1 meaning the NHL may suffer a severe loss of integrity if it is lost or severely damaged.
- Stabilize the Post Exchange. The building is currently considered within Watch – Priority 2, as defined by NHL standards. If stabilization measures are not undertaken, the building may quickly move to Threatened – Priority 1 meaning the NHL may suffer a severe loss of integrity.
- Stabilize extant small (human) scale features such as steel catwalks, guard towers, original concrete railings, connecting staircase, paths, cyclone fencing and portions of the perimeter sentry walk built by the Bureau of Prisons. If stabilization measures are not undertaken, these features will continue to deteriorate. The on-going and cumulative loss of small scale features may impact the integrity of the NHL.

Immediate Needs

This section presents immediate needs that were identified during the existing condition assessment, analysis of the landscape characteristics, and identification of management issues.²

² An evaluation of the existing condition of the Island's cultural landscape features according to good, fair or poor is presented in Chapter 3. Existing Conditions Assessment. In addition, the identification and assessment of landscape characteristics and associated features of the Island that contribute to its significance and integrity within the context of the landscape as a whole are presented in Chapter 4. Landscape Analysis. Using this data, a series of management issues were identified and are presented in Chapter 5. Management Issues.

These immediate needs are primarily physical improvements, usually stabilization or repair, that are necessary to ensure contributing features or areas remain and do not further deteriorate since this would result in a loss of the feature or associated features. These actions should be undertaken as soon as possible. They may also be integrated with the projects that are identified in the First Priority Projects.

b-1. Evaluate Escarpment Slope and Walls – PMIS 4407 and 4357

- Evaluate the stability of the escarpment slope and develop recommendations for temporary stabilization measures.
- Include the walls, curbs and all ancillary features at the top of the Escarpment Slope should be included in the evaluation. Accomplish this evaluation using a licensed geotechnical engineer who is experienced in addressing issues of erosion and slope stabilization.

b-2. Develop Standards and Policies to Protect the Cultural Landscape When Undertaking Other Projects

Develop standard measures for the protection of the cultural landscape for use during all work undertaken on the Island. Include these standard measures as a requirement for all work, including general maintenance, building stabilization, new construction, repair of features or other work.

- Ensure that these measures outline how to protect cultural landscape when undertaking all projects, including those related to the restoration, repair or rehabilitation of buildings and structures. Measures should provide direction for the protection of all extant contributing features including vegetation.
- Include the restoration, repair or rehabilitation of the cultural landscape as a part of these projects (for example, repair extant cultural landscape features when rehabilitating Building 67) where possible.
- Develop standard guidelines for measures focused on protecting the cultural landscape. Include these with all planning and implementation projects, even those related to natural resources such as habitat enhancement.
- Continue to develop in-depth treatment plans for specific landscape character areas and features for approval prior to beginning any work including stabilization or planting.
- Complete archeological investigations and surveys for all proposed projects, regardless of size or extent of excavations, in advance of all other work on the project, including demolition. Include investigations for all projects including maintenance and operations, and protection and stabilization. Close all excavations at end of project. Include measures to identify and analyze potential archeological resources associated with a landscape character area or an individual feature. Integrate archeology investigations with all operations activities.

b-3. Develop Standards and Policies for Undertaking all Cultural Landscape Projects

Develop standard measures for the repair, stabilization and restoration of the cultural landscape for use during all projects undertaken to improve the cultural landscape. Include these standard measures as a requirement for all work, including general maintenance, stabilization, new construction, repair of features or any other work.

- Include archeological investigations and surveys when undertaking protection and stabilization measures to identify and analyze potential archeological resources that might be associated with either the landscape character area or with an individual feature. Integrate archeology investigations with all operations activities.
- Undertake archeological investigations for all projects regardless of size or extent of excavations. Conduct investigations to allow for one layer/element to be exposed, leaving all layers exposed/visible for analysis, and by cleaning or covering each layer. Close all excavations at end of project.

b-4. Develop a Management Approach for the Parade Ground

Develop a management strategy for the Parade Ground that provides for the repair of cultural landscape features and that protects the natural resource habitat of the Island's waterbirds that will remain in this area.

- Develop a sequence and approach for the management of waterbird habitat as it relates to the use of the Parade Ground on a year-round basis. Include measures for monitoring visitor use patterns, waterbird use, vegetation management, and other issues.
- Follow CLR treatment recommendations for repair of features and new plantings to meet dual value habitat goals. Integrate the removal of debris and invasive vegetation with the protection of cultural landscape features and natural resource habitat.
- Consider including rehabilitation projects with the development of the management approach. These projects may include: *c-1*. Investigate terraced gardens and building foundations at Officers' Quarters 72-75; *c-7*. Repair Seawall Planter and install plantings; and, *c-9*. Remove debris piles from front of Officers' Quarters 72-75.

b-5. Repair the Escarpment Slope, Warden's House Wall and Summit Wall

- Immediate stabilization is needed to reduce erosion along the south face of the Escarpment Slope, and to ensure that further deterioration does not occur to the slope or to the walls at its top.
- Repair the slope to stabilize the existing material, to ensure the long-term protections of associated cultural resources as well as the slope itself; and to restore the slope's historic appearance.
- Repair the concrete wall and restore decorative concrete railing. Address life safety and building code requirements.

b-6. Repair Water Tower

- Immediate stabilization is needed to maintain the Water Tower to ensure that further deterioration does not occur.
- Repair the Water Tower and all associated features. Ensure the immediate area safe for staff access, and ensure adjacent areas are safe for visitor access.

b-7. Stabilize Extant Contributing Features associated with Stockade/Recreation Yard

- Stabilize all extant features including railings, fencing, guard boxes and stairs to ensure that further deterioration does not occur. In a few instances, immediate stabilization is needed to ensure that areas around or underneath features are safe, for example the catwalks near the cisterns and west lawn.

b-8. Prepare an Island-wide Archeological Survey

- Prepare an archeological survey using non-destructive investigations to document the extent of buried or non-visible cultural resources that exist across the Island. Consider using ground penetrating radar and other measures to assist in locating resources.

b-9. Repair Portions of Seawall Planter

- Repair the western portion of the seawall planter, which is the most deteriorated portion of the wall. Stabilization measures such as brick repair are an example of the type of work required. Stabilization of the walls should be done before plantings are added.

b-10. Remove Escaped Vegetation from Small (Human) Scale Features

- Refer to Chapter 6. Treatment Recommendations for specific recommendations.

b-11. Stabilize Select Deteriorating Small (Human) Scale Features

- Refer to Chapter 6. Treatment Recommendations for specific recommendations.

First Priority Projects

This section identifies a series of projects that are the first in priority to be accomplished, primarily due to their ability to stabilize, repair or improve a cultural landscape feature or area. These are presented as projects, meaning that they are intended to improve an area within the cultural landscape that may include multiple features. These projects may be combined with those listed in Immediate Needs presented earlier in this chapter, especially if immediate stabilization can be done at the same time the project is undertaken.

Refer to Chapter 6. Treatment Recommendations for more detailed direction on the treatment of the specific areas and features listed in these projects.

c-1. Investigate Terraced Gardens and Building Foundations – Officers’ Quarters 72, 73, 74, 75

- Remove escaped vegetation from the slope and the building foundations.
- Investigate and document the extant cultural resources associated with the hillside, the buildings and terraced garden.
- Prepare a historic structure report for the buildings and adjacent terraces, staircase, walls, and landscape spaces including gardens and lawns. Identify the full extent of the extant historic remnants, and all associated historic fabric for both the site and buildings. Document extant materials, building footprints, garden footprints, vegetation, walls, ceilings and floors, utilities, and structural integrity.

c-2. Develop a Detailed Vegetation Plan and Monitoring Program for Each Dual Habitat Area

- Develop detailed vegetation plans for each of the dual value habitat areas to guide their rehabilitation. Include methods for all actions from removals to new plantings. For removals, determine extent and method for removal of invasive, overgrown or otherwise inappropriate vegetation.
- Develop treatment plans for approval using the existing review process. For each treatment plan, determine the type and placement of plant species to address the specific requirements of each individual area. Include measures protect cultural resources. Incorporate measures to protect all features including historic plant species.
- Develop a monitoring program to monitor the success and failure of the vegetation approaches recommended for the dual habitat areas. Modify plant species, location and density based on monitoring results. Ensure that modifications fulfill the intent of the vegetation approach and protect cultural resources.
- Ensure that all cultural resources are protected.

c-3. Prepare Design Standards for Visitor Amenities and Safety Elements

- Develop standards for benches, picnic tables, railings, fencing and other features that are necessary for visitor comfort and security. Develop a consistent appearance for these features that can be implemented island-wide.
- Ensure that standards are compatible with the historic character of Alcatraz Island, do not detract from its significance, and that the design of these feature are clearly distinguishable as new or non-historic construction. Ensure that the placement of new site furnishings are located to provide the function for which they are intended and that they do not detract from the historic character of the Island, a landscape character area or an individual feature.

c-4. Repair Eucalyptus Grove

- Remove escaped vegetation from slope and all portions associated with the Eucalyptus Grove.
- Remove Eucalyptus trees according to the treatment recommendations.
- Repair slope to remove debris and to stabilize the grade to minimize future erosion or sloughing.
- Plant new Eucalyptus trees according to treatment recommendations.

c-5. Repair Perimeter Sentry Walk from Wharf to Post Exchange

- Repair paving, cantilevered concrete walkway, concrete railing.
- Remove non-contributing chainlink fencing
- Remove escaped vegetation on slope near Wharf.
- Provide accessible entry at Wharf.
- Build walkway to Post Exchange and repair contributing staircase associated with Post Exchange to access the Main Road. An alternative is to provide a turn-around for pedestrian use, to be in place until Post Exchange is stabilized and repaired for visitor access.
- Provide a fence or railing at end of repaired Perimeter Sentry Walk to deter visitors from going further.

c-6. Repair South Terrace of Summit, including Wardens House Garden Wall and Summit Wall

- Remove escaped vegetation.
- Repair paving, cantilevered concrete walkway, and concrete railing.
- Prepare a treatment plan for the garden, greenhouse area and front (west side) of the Warden's House using the treatment recommendations of this CLR.

c-7. Repair Seawall Planter and Install Plantings.

- Remove escaped vegetation from Seawall Planter and from landscape area in front (north side) of Seawall Planter.
- Repair brick masonry structure of the entire Seawall Planter. Repair all portions of the wall.
- Install plantings in landscape area in front of Seawall Planter as noted in Chapter 6. Treatment Recommendations.

c-8. Repair Stockade / Recreation Yard

- Repair extant contributing fencing, stairs, railings and guard stations.
- Restore missing features such as fencing and catwalks, and concrete sentry walks on the Stockade /Recreation wall.
- Repair all extant and missing features including concrete paving and steps, line markings, and all extant ballfield features.

c-9. Remove Debris Piles from front of Officers' Quarters 72, 73, 74 and 75

- Remove debris pile that covers the sidewalk and front areas of the buildings. It is assumed that this debris pile is associated with cleanup work that was done by NPS in the 1970s during the initial improvements to Building 64. Conduct archeological investigations as needed.
- Repair contributing paving and provide a barrier so that visitors can view the remnant buildings but may not be allowed to access the interiors. Future projects are to include visitor access into the first floor of Officers' Quarters 72 and 73.

Project Prioritization

The implementation strategy recommends actions for the rehabilitation of the cultural landscape to ensure that the NHL retains integrity, and that the greatest number of cultural landscape features are maintained, stabilized or repaired. The implementation strategy can not identify every project that may be necessary at this time nor in the future. For this reason, it is recommended that the Alcatraz Management Team conduct project prioritization every two years using the criteria stated. All decisions should be consistent with the CLR as well as with the new GMP.