

# Meeting Agenda

## Alcatraz – GMP Subcommittee

July 31-Aug. 1, 2007 9:00 am - 4:30 pm Fort Mason Officer's Club

### Objectives:

- 1) To evaluate and ensure that the GMP alternatives for Alcatraz address the GMP issues.
- 2) To review, test, and refine the zoning of the alternatives.
- 3) To further describe the desired conditions of certain areas of the Island.
- 4) To evaluate and ensure that a reasonable range of alternatives exists for long-term management of Alcatraz.
- 5) To understand and articulate each GMP alternative for Alcatraz Island.

### Tuesday, July 31

#### **9:00–10:15 Planning Task 1: Review GMP (Alcatraz) Planning Process and Products - Large**

1. Review GMP process
2. Review Alcatraz Foundation material
3. Review GMP alternatives development
4. Review the major elements of a GMP alternative
5. Review the purpose of management zones
6. Review the park's management zones

#### **10:15–11:00 Planning Task 2: Discuss GMP Issues - Large Group**

1. Discuss each GMP issue and identify which ones need to be addressed through management zones, area specific zones, and desired conditions.

#### **11:00-1:30 LUNCH**

#### **1:30–2:00 Planning Task 3: Compare Alcatraz Trace Zoning with Digitized Version - Small**

1. Compare trace paper zoning map with digitized version and correct any technical mistakes.

#### **2:00–4:30 Planning Task 4: Revise and Further Describe Alcatraz Alternatives – Small**

1. Study each zone and imagine yourself as the manager ten years from now; interpret what kind of guidance is provided by the management zones.
2. Review the alternatives table for Alcatraz and record any changes or additions to the rationale, desired conditions, and asset categories.
3. Revise management zones based on the management concepts and GMP issues. Do they need to be modified to reflect something on the ground or certain goals? Record any additional notes in the alternatives table.
4. Review the desired conditions of each zone and further describe the desired conditions for visitor experience and resources. Then look at the major resources (buildings, etc.) in each zone and determine if specific desired conditions need to

be called out. Focus on the outcomes, not the actions required to get there. Elaborate on what you are trying to achieve on the ground.

## **Wednesday, August 1**

**9:00–11:30 Continue Planning Task 4**

**11:30-12:00 Planning Task 5: Explore the Alcatraz Alternatives - Small and Large Group**  
Prepare a presentation (for the Regional Director) that explains the GMP alternative assigned to your small working group. Make presentation to the large group and obtain and record feedback. The presentation should consist of:

- a. Describing the management concept
- b. Explaining how the management concept goals are achieved
- c. Explaining how the GMP issues are addressed
- d. Describing the management zones that are used and how they apply to the management concept. (Do the management zones truly reflect the management concept?)

The following resources are for your use in developing the presentation

- Foundation materials
- GMP issues
- Management zones
- Zoning maps (old and new)
- Desired conditions notes and rationale from constructing the alternatives

**12:00-1:00 LUNCH**

**1:00-3:00 Continue Planning Task 5**

**3:00-4:00 Revise and Finalize Alcatraz Alternatives**

Make any changes required to fully describe the alternatives; document in the alternatives table.

**4:00-4:30 Discussion on Next Steps and Recommendations from the Subcommittee**

**Overview of the GMP Planning Process**

<b>Foundation</b>	<b><i>What's Most Important?</i></b> <b>Resources, Experiences, Stories</b>
	<b><u>Planning Steps:</u></b>
	<ul style="list-style-type: none"> <li>• Affirm park purpose, significance, and special mandates</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify fundamental and other important resources and values</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify primary interpretive themes</li> </ul>
	<b><i>What's Going on with What's Most Important?</i></b> <b>Context, Conditions, Trends, Interests, Concerns</b>
<b>General Management Plan</b>	<b><u>Planning Steps:</u></b>
	<ul style="list-style-type: none"> <li>• Analyze fundamental and other important resources and values</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify servicewide laws and policy</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify agency and public interests and concerns</li> </ul>
	<b><i>What Are the Future Possibilities for What's Most Important?</i></b> <b>Management Alternatives</b>
	<b><u>Planning Steps:</u></b>
<ul style="list-style-type: none"> <li>• Identify alternative concepts</li> </ul>	
<ul style="list-style-type: none"> <li>• Define desired conditions by management zone (including indicators and standards for user capacity)</li> </ul>	
<ul style="list-style-type: none"> <li>• Develop alternatives zoning maps</li> </ul>	
<ul style="list-style-type: none"> <li>• Define area-specific desired conditions for each alternative</li> </ul>	
<b><i>What Is the Best Long-Term Management for What's Most Important?</i></b> <b>The Preferred Set of Desired Resource Conditions, Experiences, Development</b>	
<b><u>Planning Steps:</u></b>	
<ul style="list-style-type: none"> <li>• Environmental impact analysis</li> </ul>	
<ul style="list-style-type: none"> <li>• Value analysis</li> </ul>	
<ul style="list-style-type: none"> <li>• Agency and public review of alternatives</li> </ul>	

## FOUNDATION STATEMENT

### 7. Alcatraz Island

Alcatraz Island has cultural landscapes, historic structures, museum collections, and stories associated with its use as a Civil War fort, military prison, federal penitentiary, and the Indian Occupation of 1969 to 1971.

#### Importance of this Resource

For more than a hundred years, Alcatraz Island has been reworked and altered by human activity: first as a Civil War fort, then as a military prison, then as a federal penitentiary. This 26-acre island, located in San Francisco Bay, is best known for its sinister reputation as the maximum security, minimum-privilege federal penitentiary that housed some of America's most notorious criminals. The resources include military-era fortifications, a lighthouse, fog signal building, museum collections, and remnants of the Indian Occupation of 1969 to 1971.

Because of its strategic location in the San Francisco Bay, Alcatraz Island has been the site of events that have had an important impact on the nation as a whole—from before the Civil War through an Indian Occupation of the 1970s. Its significance in the areas of military history, social history (penology), and maritime commerce (related to gold) is enhanced by the integrity of the resource—little disturbance has occurred because access to the island has been strictly limited by the U.S. Government throughout its history.

#### Military

First garrisoned on December 30, 1859, the post was officially designated Alcatraz Island but was often referred to as Fort Alcatraz. By 1861 the fort had 85 cannons emplaced and a garrison of 130 men. Alcatraz was designated as the official military prison for the entire Department of the Pacific on August 27, 1861 and was the first official army prison in the nation. During the Civil War, the number of prisoners at Alcatraz ranged between 15 and 50.

#### Prison

When Alcatraz became a civilian penitentiary in 1934, it quickly gained nationwide attention due to its association with many of the most infamous criminals of the gangster era and the bloody escape attempts that were made from the facility. It is representative of the far end of the penology spectrum, since it was a prison designed for punishment and incarceration only, not rehabilitation. It is of national importance in this regard because of its use as the repository of incorrigibles throughout the federal prison system. Alcatraz Island is certainly the best known prison in American history and, arguably, along with France's "Devils Island," may be the most infamous prison in the world. The island has high levels of visitation due to its notoriety.

#### Indian Occupation

The "Indians of All Tribes" occupied the island from November 1969 to June 1971 to gain attention for the needs of their people. This event increased awareness of the American Indian's social concerns and the establishment of D-Q<sup>1</sup> University at Davis, California, as well as other such institutions throughout the country. Tangible evidence of their occupancy includes graffiti and physical alterations attributed to their actions. Alcatraz Island was declared a national historic landmark in 1985.

#### Museum Collection

The museum collections are strongly associated with Alcatraz themes, time periods, people, and events. The many historic structures have generated furnishings, archives, and related artifacts in the collection. The park's archeology has resulted in systematic excavations of materials in the collection. The Alcatraz history is well represented by uniforms and escape evidence, as well as documents, photographs, and archives.

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#### Current Conditions, Trends, and Potential Threats

According to the park's List of Classified Structures (LCS), there are 47 structures on Alcatraz that are designated historic and must be preserved and maintained. Of these, 6% are in unknown condition as they are

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<sup>1</sup> D-Q stands for Deganawidah-Quetzalcoatl, but that full name is rarely used.

buried military-era fortifications; 17% are in poor condition; 53% are in fair condition; and 23% are in good condition. In addition, the island is considered a cultural landscape.

AL-68, the Main Prison Building, has had much attention focused on it due to its use as the prime interpretation point on the island. Assessed to be in poor condition in 2001, a great deal of funding has been expended in seismic upgrade in the last five years. Additional work is needed there, however, to continue to seismically upgrade and rehabilitate windows and other failing systems.

The Defensive Barracks (casemates and apartments), AL-64, is the other primary structure that used by the park for interpretation purposes. This structure includes the theatre where the Alcatraz video is shown as well as a bookstore, park offices, library, museum exhibit space, and space for other support functions. In 2001, this building was assessed to be in poor condition, although it does have a new roof and preservation work has been completed on the balconies and some of the windows of the apartments.

Additional buildings used by the park at the present time include AL-79, Quartermaster and Commissary Warehouse; AL-67, Power Plant; AL-82, Model Industries Building; AL-84, New Industries Building; AL-89, Electric Shop; and AL-212 and -213, Offices. To some extent these uses are ensuring better preservation of these buildings; however, the uses could negatively affect the historic fabric of the structures if not managed in an appropriate manner.

The increase in the number of birds using the island as a refuge has constrained the park's ability to perform maintenance and necessary construction projects to preserve the historic structures. The nesting birds can also cause damage to the structures, especially to the roofs and roof drainage systems.

The major threat to protecting the cultural resources is the harsh marine environment that surrounds Alcatraz Island. The constant moist and salt laden air continues to erode the structural materials of the historic structures. In addition, many of the structures are unoccupied and have not been properly mothballed. The current level of funding for preservation activities and annual maintenance is inadequate to combat the effects of being surrounded by a marine environment.

### **Museum Collection**

In 2005, the park was housing its collections in ten separate facilities including the San Francisco Maritime National Historical Park museum collections facility in lower Fort Mason. Many of these locations are substandard and none of them meet National Park Service museum standards. Although planning has been underway for about fifteen years, a suitable location for the collection has yet to be determined.

The museum collection will continue to deteriorate without a suitable facility. In addition, staffing for this function has never been stable which precludes realistic access for the public and staff.

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### **Stakeholders**

- Alcatraz Alumni Association - Former Correctional Officers and family members who have an association with Alcatraz and who are interested in the preservation and interpretation of Alcatraz prison
- Alcatraz Transportation Concessionaire -Currently (in 2006), boat transportation to Alcatraz Island is provided under a concession contract with Blue and Gold. Hornblower Yachts, under the name Alcatraz Cruises, is the selected successor; transition will be effected to assure the best continuity of services.
- Golden Gate National Parks Conservancy - 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.
- San Francisco Architectural Heritage - the Heritage encourages appreciation of the built environment and understanding of the value of preserving significant San Francisco architecture.

- Veterans of the American Indian Occupation of 1969-1971 - The veterans are interested in the preservation and interpretation of the Alcatraz Occupation as well as preservation and protection of the memory of that seminal episode.
- Council on America's Military Past (CAMP) - Its purpose is to identify, memorialize, preserve and publicize America's military history, including the structures and facilities used by our soldiers; the living conditions, customs and traditions of our men and women in uniform; and the progress and purpose of United States military organizations.
- Coast Defense Study Group (CDSG) - This is a non-profit corporation formed to promote the study of coast defenses and fortifications, their history, architecture, technology, and strategic and tactical employment.
- National Trust for Historic Preservation, Western Regional Office - The National Trust for Historic Preservation is a private, nonprofit membership organization dedicated to saving historic places and revitalizing America's communities.
- California Office of Historic Preservation - Its mission is to preserve and enhance California's irreplaceable historic heritage as a matter of public interest so that its vital legacy of cultural, educational, recreational, aesthetic, economic, social, and environmental benefits will be maintained and enriched for present and future generations.

U.S. Federal Bureau of Prisons (BOP) - Alcatraz remains one of the most notorious of the federal prisons; the BOP retains an interest in the preservation of the resources and the interpretation of their story.

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## Laws and Policies

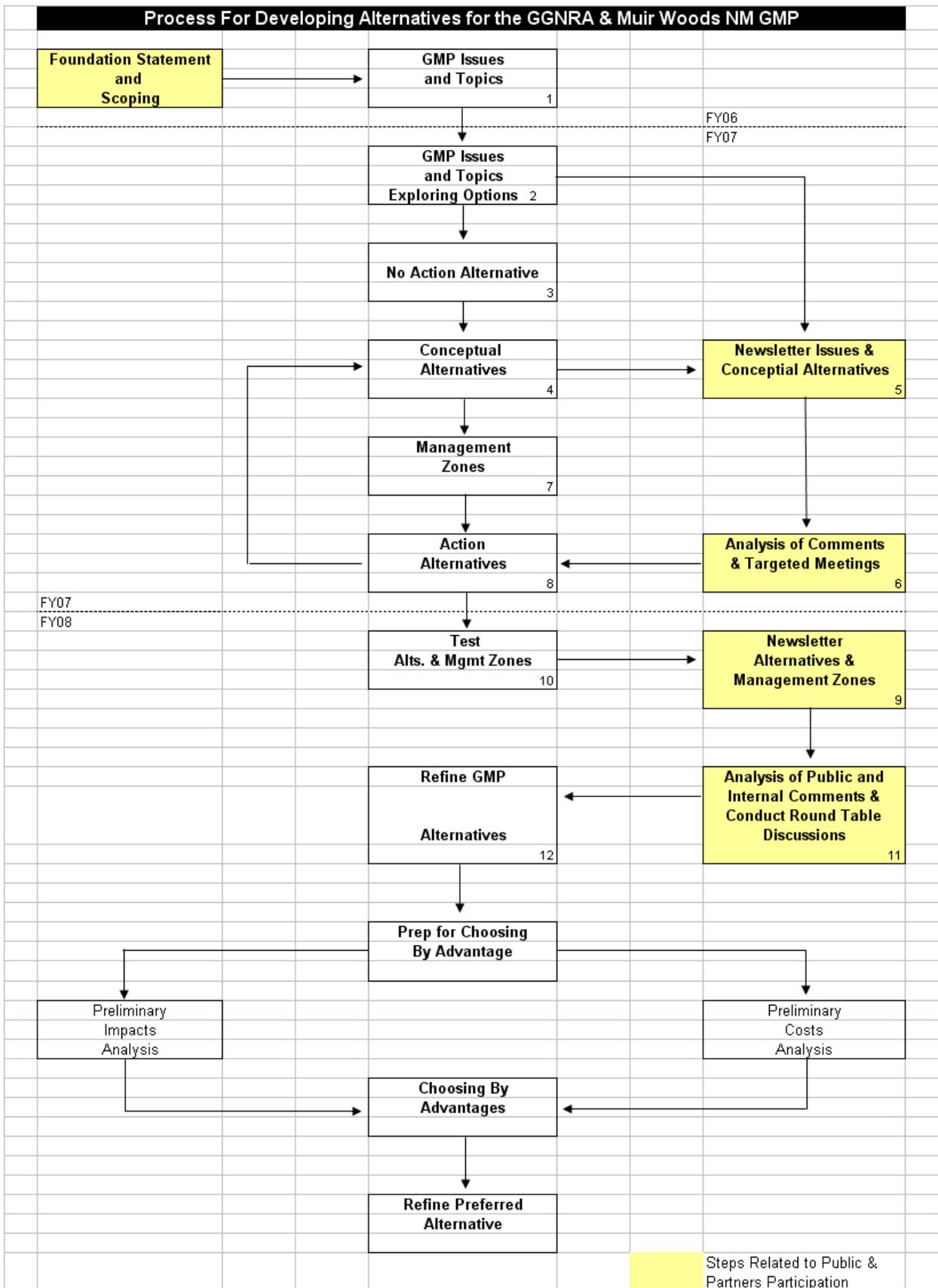
The laws and NPS policies in this analysis are associated with archeological resources, cultural landscapes, historic structures, and museum collections. A detailed description is provided under the Laws and Policies section of **6. Fortifications & Military Installations**.

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## Needs

- Complete cultural and archaeological resource studies and reports
- Identify requirements to maintain the integrity needed to retain NHL status; determine and prioritize treatments accordingly
- Assess adaptive re-use of interior spaces and develop implementation plan (consider museum collection use and storage into plans)
- Determine course of action necessary to address the impacts of sea-level rise
- Evaluate the merit of food service on the Island- balance visitor needs with historic preservation
- Manage natural resources in a manner that preserves the NHL designation
- Identify and secure off-site curatorial facility(ies)
- Evaluate alternatives for disabled access that achieve historic preservation objectives
- Address user capacity issues in order to enhance visitor experience





## Major Elements of a GMP Alternative

Each GMP alternative must meet the program standards for the major elements of a general management plan.

1. an overall management concept
2. potential boundary modifications
3. management zoning decisions about which potential resource conditions and visitor experience opportunities should be emphasized in particular areas of the park
4. area-specific desired conditions for various locations throughout the park, including the desired resource conditions, associated visitor experience opportunities and the appropriate kinds and levels of management, development, and access
5. the changes needed to move from the existing to the desired conditions
6. indicators and standards for managing user capacity within each area
7. projected implementation costs

## Management Zones

Management zoning is the process by which a planning team identifies and described the appropriate variety of resource conditions and visitor experiences to be achieved and maintained in different areas of a park in accordance with the **management concept**.

Management zones ensure management continuity overtime – as park personnel change, the management zones and their associated attributes continue to provide a framework and guidance in making short and long-term management decisions – They are the ROADMAP for the future.

Management zones describe desired conditions for geographic area as opposed to existing conditions, facilities, and management. Within the zones there may be area-specific desired conditions.

Each management zone describes:

- desired cultural resource conditions
- desired natural resource conditions
- desired opportunities for visitor experiences
- the kinds and levels of management, access, development, and visitor services appropriate to achieving the desired conditions
- identify critical resource protection needs
- identify an appropriate range of visitor experiences
- incorporates the concepts of user capacity

## Draft General Management Planning Issues

GMP issues and opportunities are the main topics that the GMP will address and resolve. Each issue/opportunity has four parts: 1) a brief description of the issue/opportunity, 2) a **bolded** statement of what the GMP needs to do in order to address the topic, 3) items to be considered as the planning process explores the issue/opportunity, and 4) goals with other associated goals and elements that can be used to develop GMP alternatives.

### 1. Visitor Access: Transportation and Trails

*GMP Issue Statement:*

**The GMP will identify the long-term vision for visitor access to and within the park and will determine opportunities to improve visitor experiences, connections of park sites to the larger community, and resource protection.**

*Issue Description:*

The park is located within a complex multi-modal, land and water transportation system. However, due to a variety of reasons the current transportation system does not fully address the needs of some park visitors or adequately protect park resources. Despite crowded regional roadways and limited parking, many visitors continue to rely on their cars to visit the park. For other visitors, the lack of affordable, understandable, and/or nearby transit options suppresses some visitation. These conditions also create problems with informal parking, public safety, visitor experience, and access for the park's neighbors. Visitor information and way-finding is inadequate and leads to frustration and over/underutilization of park resources.

Trails are an important component of park access. The condition of trails, and their lack of connectivity to desired destinations, does not meet all visitor and resource protection needs. Connections from communities within the region to the park are not adequate. There has been specific mention of the need for improved, safe trail connections between park sites and between communities and park sites to provide seamless and safe direct access alternatives.

### 2. Recreation Opportunities and Conflicts

*GMP Issue Statement:*

**The GMP will develop a vision for recreation opportunities in different areas of the park by identifying the appropriate types of uses at park sites in relation to visitor demand and resource sensitivity. The GMP will provide long term guidance to promote, evaluate, and manage appropriate and desired recreation opportunities in the park. (Add carrying capacity or managed demand to issue statement)**

*Issue Description:*

The park's purpose is "to offer national park experiences to a large and diverse urban population while preserving and interpreting its outstanding natural, historic, scenic, and recreational values." Recreation is the way to achieve this purpose of bringing national parks to an urban population. Current recreation opportunities in the park range from traditional opportunities such as camping, hiking, and picnicking to non-traditional opportunities such as special events and stewardship. In addition, many sites are national and international visitor destinations. Recreation in the park is an

opportunity for promotion of public enjoyment, fitness, understanding, stewardship, inspiration, solitude, and social connections. To achieve these positive outcomes, recreation management in the park must address competing uses, demands for non-compatible opportunities, and levels of use that sometimes overwhelm resources and infrastructure. The park may not always be the most appropriate place for desired recreation opportunities, so the NPS may cooperate with other public and private entities to respond to demand. Visitor conflict exists at many park sites between people using different modes of transportation, especially on trails. The NPS needs to be proactive and responsive to recreation opportunities while balancing the types and levels of uses in order to preserve the park's fundamental resources and visitor experiences.

### 3. Better Communication and Reaching New Audiences

*GMP Issue Statement:*

**The GMP will provide guidance to help the NPS better connect with all audiences including underserved communities. (Are emerging audiences already incorporated in this statement?)**

*Issue Description:*

The rich diversity of the San Francisco Bay area and the international visibility of San Francisco and California provide unparalleled opportunities to bring national park experiences to a diverse and urban population. Despite these assets, visitation does not reflect a dynamic population and demographic changes. Some groups may not be aware of, feel connected to, or view the park as either a recreational opportunity or a resource to be protected. Developing a park setting that is welcoming and inviting for underserved communities and emerging audiences is an important component. Changes in technology present new ways to connect but also present challenges to maintaining the park's relevance to future generations. Reaching these audiences is essential to relevant and effective park management and achieving civic engagement and stewardship goals. The collective efforts of NPS as well as its partners and stakeholders from underserved communities and **emerging audiences** will be needed to fulfill the vision of bringing "parks to people."

### 4. The Park's Diversity of Stories

*GMP Issue Statement:*

**The GMP will develop a vision that provides visitors with opportunities to understand and experience the range of stories that can be told at the park.**

*Issue Description:*

The park has a wealth of diverse natural and cultural resources that are conducive to telling a range of exciting stories; however, all of the opportunities for interpretation and education at the park are not currently being maximized.

### 5. Climate Change

*GMP Issue Statement:*

**The GMP will provide guidance for how the park will assess and respond to the impacts of climate change on the park's fundamental resources. The GMP will identify objectives for reducing the park's carbon footprint and in interpreting climate change.**

*Issue Description:*

Global climate change will affect the park and its visitors during the planning horizon of this GMP. The effects are predicted to include changes in temperature, precipitation, evaporation rate, local weather patterns, coastal vulnerability, plant communities, and sea level. These effects would have direct implications to resource management and park operations and could influence the way visitors experience the park. Proactive planning and management actions will allow the park to avoid, mitigate, adapt to, and interpret these changing conditions. **(Include how climate change is effecting park resources, how park management contributes to the carbon footprint, and how NPS can be leaders in addressing issues and opportunities related to climate change.)**

## 6. Land and Water Protection

*GMP Issue Statement:*

**The GMP will provide a vision and guidance for future land protection and boundary changes.**

*Issue Description:*

Regional growth pressures and urbanization has influenced land acquisition at the Golden Gate National Recreation Area and resulted in a wide variety of park lands. The increase in park acreage has presented challenges for land and boundary management. The park could strengthen its strategic approach to land protection by identifying guidelines and priorities for land acquisition, including a coordinated regional approach to land protection and management. **(Add narrative of how NPS could work with others to protect important resources through collaboration and shared objectives.)**

## 7. Sustained Natural Resource Preservation and Management

*GMP Issue Statement:*

**The GMP will develop a vision to understand, sustain, and steward the park's fundamental natural resources.**

*Issue Description:*

Natural resources, specifically including geologic resources, the marine environment, coastal ecosystems, threatened and endangered species, and water resources, are fundamental to Golden Gate National Recreation Area and Muir Woods National Monument. This suite of natural resources, and the threats and influences upon them, extends beyond the park's boundaries. The park's urban setting produces persistent threats and influences on these resources and presents major challenges for sustained resource preservation, management, and restoration. The park's enforcement capacity for marine areas and outreach related to marine and estuarine resources is limited. Improving the park's capacity to address resource preservation and management needs requires regional collaboration. **(Add narrative such as collaboration and integration of resource management however possible. Include the need to integrate the consering cultural resources with preserving the natural resources.)**

## 8. Muir Woods National Monument

*NOTE: Most of the GMP issues listed in this packet will be addressed at Muir Woods National Monument in addition to the following site specific issue.*

*GMP Issue Statement:*

**The GMP will develop a vision to sustain the monument’s primeval redwood forest ecosystem and provide a high quality national park experience to a diverse range of visitors, while preserving those cultural resources that convey the monument’s significance in the early conservation movement.**

*Issue Description:*

Some of the infrastructure in Muir Woods National Monument adversely affects the natural resources and ecological processes of the site. Further, long periods of high levels of visitor use overburden park facilities and parking, which compromise visitor experiences and strain the park’s management capabilities. The monument often represents a visitor’s first visit to, and experience in, a national park unit. (Add narrative of nationally significant landscape and features that perpetuates more than 100 years of conservation.) And discuss the need to integrate preservation of both cultural and natural resource values.

## **9. Alcatraz Island National Historic Landmark**

*NOTE: Most of the GMP issues listed in this packet will be addressed at Alcatraz Island National Historic Landmark in addition to the following site specific issue.*

*GMP Issue Statement:*

**The GMP will develop a vision that integrates protection of natural resource values with the preservation of the National Historic Landmark on Alcatraz Island, while providing a high quality national park experience to a diverse range of visitors.**

*Issue Description:*

Alcatraz Island is a designated National Historic Landmark because of its national significance in the areas of military history and social history (penology). Although Alcatraz is a highly visible and popular site in the San Francisco Bay, many of its buildings and landscape features are deteriorating, and sections of its shoreline are eroding. The park is in need of additional financial resources to protect and preserve all of the island’s historic landscape resources.

The Island also contains important wildlife habitat, especially for colonial seabirds. Over 1,000 pairs of western gulls nest on the Island and it is home to the largest regional populations of several species of pelagic birds. Conflicts have arisen over management strategies for protecting the Island’s cultural and natural resources (e.g., protecting important bird nesting habitat and developing new adaptive uses). Resource management on the Island needs to integrate preservation of both natural and cultural resource values.

Furthermore, Alcatraz Island is an extremely popular park destination, receiving over 1.4 million visitors annually. Improving and managing visitor experience is an important consideration.

*Factors/Considerations:*

- The National Historic Landmark (NHL) status is contingent on protecting a “high degree” of integrity; ruins are generally considered structures without integrity for National Register and NHL purposes. However, most features that we currently consider ruins were included as contributing features to the Landmark when it was so listed in 1986 – these include North and South batteries, office quarters, Warden’s residence, and the remains of three apartments on the Parade grounds.
- The current NHL period of significance is 1850-1963.

- The park intends to evaluate the significance of the American Indian occupation and thus possibly amend the NHL period of significance to also include 1969-1971.
- Pier 4 at Fort Mason should be considered an Alcatraz resource for planning purposes.
- Operational limitations exist in terms of self-sufficiency for island water use, waste management, supplies, and utilities
- Coastal erosion or failure is affecting the island's natural and cultural resources
- The harsh marine environment affects historic resources and operational needs
- The island provides important habitat and use areas for certain wildlife species
- User capacity and facility usage are key issues for the site
- The historic resources pose many challenges for visitor access, especially disabled access
- Shoreline stabilization is needed
- Sustainability of park operations

### CULTURAL RESOURCES:

#### Goal 9CulturalA: *Ruins Management/Tactical Retreat*

**Preserve only the minimum level of integrity required to retain and preserve NHL status. A “managed ruins” philosophy is utilized for historic structures, and cultural landscapes are allowed to re-wild.**

*Preservation and Tactical Retreat:* Preservation of the minimum level of integrity required to retain the NHL status. A guiding principle is to manage deterioration of historic structures within acceptable limits, allow cultural landscape features to evolve into a wild state, and document archeological sites ahead of imminent loss.

#### Goal 9CulturalB: *Cultural Landscapes*

**Focus on cultural landscapes by preserving systems, large scale features, and patterns. Enclose viable buildings and provide the minimum level of utilities needed to allow some visitor services and partner uses.**

*Overall Patterns and Targeted Rehabilitation:* The guiding principle is the preservation of the cultural landscape through an emphasis on systems, large-scale features and overall patterns. Use rehabilitation as a preservation strategy. Enclose viable buildings and provide the minimum level of utilities needed to allow some visitor services and partner use.

#### Goal 9CulturalC: *Rehabilitation*

**Buildings are rehabilitated and adaptively re-used for a variety of uses. A diversity of visitor opportunities is available.**

*Widespread Rehabilitation and Better Understanding:* Structures and landscapes are rehabilitated and adaptively re-used for a variety of uses, not necessarily directly related to Alcatraz themes. A diversity of visitor opportunities is available. Archeological features are actively explored and integrated into the visitor experience.

### NATURAL RESOURCES:

#### Goal 9NaturalA:

**Focus natural resource management efforts on maintaining a sustainable population of colonial nesting seabirds and preserving important tide pools.**

Goal 9NaturalB:

**Improve the protection of the Island's natural resources by increasing educational and interpretive activities.**

Goal 9NaturalC:

**Treat the Island as an important component of the region's natural oceanic and coastal environment. Alcatraz serves as an indicator of the health of the Bay, where natural processes are encouraged and sustained (to the degree consistent with the retention of NHL status).**

VISITOR ACCESS AND EXPERIENCE:

Goal 9VisitorA: *Visitor Access & Comfort*

**Focus on improving visitor access and comfort by improving facilities and providing a diversity of visitor options.**

*Possible Goals and Elements:*

- Could include food service on the island.
- Implies a water treatment facility that supports a full range of facility use.
- Rehabilitate Building 64 into a hotel.

Goal 9VisitorB: *Self-Discovery*

**Provide minimal facilities and allow the visitor to explore and discover.**

Goal 9VisitorC: *Island Biogeography/ An Island in the Bay*

**The Island's position in the Bay is used to explain and demonstrate natural resource and cultural resource processes and constraints. [Suggested deleting]**

Goal 9VisitorD: *Immersion in the Period of Significance*

**Visitors are immersed in the character and activities of the period 1850-1962.**

*Possible Goals and Elements:*

- Could bring the prison "alive".
- Could "man" the fortifications.

OTHER:

Goal9X: *The Island as a Model of Sustainability*

**The Island is utilized as a showcase for green practices and sustainability efforts.**

*Elements Common to All Alternatives:*

- The need to treat the structures, landscape features and archeological features on Alcatraz in a comprehensive fashion and in a manner consistent with the *Secretary of Interior's Standards for the Treatment of Historic Properties*
- Be practical regarding building treatments. The park should consider treatments other than reuse and rehabilitation – such as preservation, restoration, reconstruction and removal – where rehabilitation is determined to be inappropriate, financially infeasible, or inconsistent with park values

- The need to balance visitor requirements with historic preservation, especially as it pertains to ADA access; all occupied structures must meet current fire, life/safety, seismic and ADA codes; concessions and other visitor amenities should be considered
- The use of partnerships, stewardship, and best management practices to manage historic resources
- The need for maintenance and operational solutions appropriate to the level of visitor use
- Develop ways to evaluate the compatibility and practicality of potential new uses – need philosophical “sideboards” on the range of allowable special park uses at Alcatraz
- Explore new revenue-generating uses, including special events, that are compatible with existing visitation and achieve resource management objectives

Yellow text = Language proposed by S. Haller, C. Kenkel, P. Scolari 03/02/07

## 10. Sustained Cultural Resource Preservation and Management

### *GMP Issue Statement:*

**The GMP will develop a vision to sustain cultural resource preservation and the management of the park’s historic structures, cultural landscapes, archeological sites, and museum collections.**

### *Issue Description:*

The park has an extraordinarily broad collection of historic military posts (including nationally-significant fortifications), ranching and recreational landscapes, archeological sites, and associated museum collections. The management of all these historic properties according to NPS standards (to say nothing of best management practices) is well beyond the internal capacity of the park, even accounting for the present level of partnership engagement. The challenge of identifying appropriate adaptive re-use options, the high cost of preservation treatments, environmental degradation, remote locations, the need for integration with natural resource management issues, and a certain lack of public appreciation all present obstacles to effective resource management.

The GMP will articulate the human meaning and value of the park’s varied cultural resources. It will propose a well-balanced and functional overall preservation strategy to direct funding, staffing and public support towards where it will have the most benefit: by applying preservation, rehabilitation and restoration treatments to the most significant and meaningful historic properties that represent a diverse range of the fundamental park resource values and provide a maximum of opportunity for visitor engagement and understanding.

### *Factors/Considerations:*

- The park now has adequate facility management system information, especially for structures, but remains sorely in need of additional surveys for archeological resources and cultural landscape baseline information.
- Ageing sites are expensive to maintain and will deteriorate even faster without appropriate use and occupancy.
- Finding appropriate partnerships and adaptive re-uses for the gun batteries, ranch complexes, aids-to-navigation, and structures on Alcatraz presents a significant challenge; other treatment strategies may be appropriate in certain cases.
- The park has been successful in partnering for use and preservation of traditional military buildings at Fort Mason (upper and lower), Fort Cronkhite, Fort Baker and Fort Barry.

- Cultural landscape management includes integration with natural resource issues as well as the engagement of partners using associated buildings.
- Sea-level rise and climate change has significant implications for the long-term management and preservation of cultural resources, especially along the coastline.
- The park must work with the Presidio Trust to identify management responsibility for the collections pertaining to the Presidio.
- There is a need for a centralized storage facility that meets standards. This will also assist in maximizing opportunities for the collections to be used for scientific, educational and other management-related purposes.
- The collections are currently housed in several buildings, and they do not meet NPS and museum collection standards, and one of the current storage facilities on the Presidio needs to be vacated in the near term.
- The preservation and use of museum collections is inherently staff and resource intensive.
- Archeological resources must be managed according to the *Secretary of the Interior's Standards*. This is a standard that the park is currently failing to meet largely because of lack of funding and staffing, which results in loss of sites through benign neglect and lack of knowledge of their existence.

#### FORTIFICATIONS:

##### *Goal 10FortificationsA:*

**Promote the long term preservation, use and understanding of fortifications and maintain the basic integrity of all fortifications.**

##### *Goal 10FortificationsB:*

**Fortifications are prioritized to ensure the integrity of the most significant, most-visited, and highly-representative samples. Maintenance efforts are devoted to increased repair at high-priority fortifications first, and trade-offs may be made to allow others to deteriorate to ruins. Appropriate re-use is aligned with these priorities.**

##### *Goal 10FortificationsC:*

**Promote understanding of targeted fortifications, focus restoration and opportunities for visitor access and adaptive re-use on those fortifications that best demonstrate a range of military eras and most fit the idea of outdoor museums of evolving military technology. Seek appropriate partnerships that tell this story.**

##### *Goal 10FortificationsD:*

**Encourage self-sustaining preservation of fortifications and diverse visitor access by focusing on maximum adaptive re-use opportunities, including consideration of natural resource and other park values.**

#### CULTURAL LANDSCAPES:

##### *Goal 10CulturalLandscapeA:*

**Historic landscapes receive basic long-term preservation treatment through routine maintenance to retain their integrity.**

##### *Goal 10CulturalLandscapeB:*

**The most significant historic landscapes that provide the best opportunities to tell diverse stories and represent a range of resource types receive increased efforts at stabilization and restoration. The park actively seeks partners in landscape preservation and tenants at associated building clusters that are committed to enhancing the values of landscape setting for resource preservation and park visitor understanding and enjoyment.**

*Goal 10 Cultural Landscape C:*

**Focus interpretive, rehabilitation and visitor use opportunities on a few select cultural landscape areas where these three factors are best aligned. Maximize rehabilitation treatments in core areas using a mix of tenant, partner, NPS and external management schemes.**

*Goal 10 Cultural Landscape D:*

**Park cultural landscapes are preserved through a variety of treatments that embrace maximum adaptive re-use opportunities and robust consideration of natural resource, visitor recreation and other park values.**

**MUSEUM COLLECTIONS:**

*Goal 10 Museum A:*

**Preservation, public awareness, and understanding of park collections are focused primarily internal to support of direct park needs and are achieved through park efforts.**

*Possible Goals and Elements:*

- Exhibits would be used more to create gateways to park sites, especially Alcatraz.
- A parkwide visitor center would include exhibits based upon representative samples of the collections.
- Other exhibit opportunities within the park are increased in location and frequency.
- The preservation of park collections is one additional interpretive story that will help promote stewardship.

*Goal 10 Museum B:*

**Preservation, public awareness, and understanding of park collections are focused primarily external to the park and are achieved largely through park partners and NGOs.**

*Possible Goals and Elements:*

- Governmental records in the park archives could be transferred to the National Archives in San Bruno.
- Presidio resources could be transferred to the Presidio Trust for management.
- A touring collection could be created for traveling exhibits.
- Exhibit opportunities outside the park are maximized.

*Goal 10 Museum C:*

**Preservation, public awareness and understanding of park collections are achieved through a balance of NPS and partner efforts.**

*Possible Goals and Elements:*

- Increase the number and location of exhibit opportunities both inside and outside of the park.

#### ARCHEOLOGICAL SITES:

##### *Goal 10ArcheologicalA:*

**Archeological resources are managed and preserved by increasing the park's internal commitment to information gathering, assessment, and preservation treatments.**

##### *Possible Goals and Elements:*

- Archeological sites could be identified and treated for increased visitor enjoyment and understanding.

##### *Goal 10ArcheologicalB:*

**Archeological resources are managed with maximum reliance made upon partners and other sources external to the park.**

##### *Possible Goals and Elements:*

- Cooperative Ecosystem Study Unit academic partners supplement park capacity in the survey and assessment of archeological resources.

##### *Goal 10ArcheologicalC:*

**Archeological resources are given the minimum attention required under the Secretary's Standards.**

##### *Possible Goals and Elements:*

- Archeological sites could be managed under the principle that the best protection available with finite funds and staff is to keep most of them "below the radar screen."

##### *Elements Common to All Alternatives:*

- All historic preservation efforts must meet the *Secretary of the Interior's Standards*.
- The park should develop management guidelines for the use and display of collections.
- The park should consider treatments other than rehabilitation and reuse—such as stabilization, restoration, reconstruction and demolition—in cases where rehabilitation and reuse is determined to be inconsistent with park values, financially unfeasible, or otherwise inconsistent with park values.
- The park should maximize use of partnerships, community stewardship and best management practices in the management of historic resources.
- There is a need to balance visitor experience with historic preservation, especially in the area of ADA accessibility, fire, life-safety, and seismic codes.
- Survey and identification of park lands for archeological sites and cultural landscape features covers 100% of sensitive area.

Yellow text = Language proposed by S. Haller, C. Kenkel, P. Scolari 03/02/07

## **11. Operational Facilities**

*GMP Issue Statement:*

**The GMP will present a vision for locating operational facilities.**

*Issue Description:*

The maintenance and law enforcement facilities are scattered throughout the park at sites and facilities that were not intended for operational uses. These functions have been forced to adapt to site and facility conditions that do not adequately meet their space, size, function, mobility, and security requirements. Both maintenance and law enforcement operations have moved numerous times over a short period into inadequate spaces, requiring them to reprogram their operations and resulting in operational inefficiencies.

*(Need to review park studies to correctly capture the actual facts and problems for this section.)*

## **12. Workforce Housing**

*GMP Issue Statement:*

**The GMP will create a long-term vision for NPS and partner housing that supports a high quality and productive workforce, volunteers, and interns.**

*Issue Description:*

The high cost of living in the San Francisco Bay area, particularly the cost of housing, is a major barrier to workforce (employees, volunteers, park partners, etc.) development. Affordable housing is essential for recruiting and retaining a qualified, diverse, and productive workforce. **Include ideas that solutions could be found through a comprehensive approach of housing within and outside the park boundaries.** (Note to planning team: to issues could become a policy statement where the GMP states the need for housing to support park partners and to attract and retain a qualified park staff.

## **General Management Plan – Guidance**

The following topics are not likely an issue that will drive the development of alternatives; although the planning team will continue to test this assumption. Nonetheless, guidance on these topics will be provided in the general management plan.

### **A. Scenic Beauty and Natural Character**

*GMP Guidance:*

**The GMP will provide guidance on the preservation and enhancement of the park’s most valued scenic resources.**

*Guidance Description:*

The park’s multi-sensory experiences, scenic beauty, and natural character provide opportunities for visitors to experience dramatic settings that highlight contrasts between land, water, and sky; and between urban and rural landscapes. Preserving these important resources and making them available to the public is one of the primary reasons the park was established. The NPS in collaboration with adjacent landowners needs to protect these resources from degradation due to intrusions, including new development and the surrounding uses of land, air, and water.

### **B. Regional Cooperation: “The Park is Not an Island”**

*GMP Guidance:*

**The GMP will provide guidance to improve communication, coordination, and participation with public and private stakeholders. A team at the February workshop will be formed to rewrite and address this statement. It needs to talk about ecosystems and protecting long-term park resources.**

*Guidance Description:*

Visitor experience, public safety, and resource protection in the park are affected by a variety of outside influences. Watersheds, viewsheds, ecosystems, and trail and transportation systems all extend beyond park boundaries; and their management and preservation requires cooperation with other adjacent public land managers, local jurisdictions, and private landowners. The park is located in an urban/suburban setting, which places demands on park lands and resources (especially local public utility needs). The park cannot meet its goals without recognizing and embracing these complexities and interrelationships.

## **C. Park Identity**

*GMP Guidance:*

**The GMP will provide guidance on improving and promoting the National Park Service identity of Golden Gate National Recreation Area.**

*Guidance Description:*

The park does not have a strong identity as a unit of the national park system. Many things contribute to this, including the park's name as a national recreation area rather than a national park; the large number of points of entry with minimal or no identifying entry features; the lack of NPS staff presence in many locations; the close juxtaposition of city, county, and state lands with NPS lands; the lack of clearly marked park boundaries; and the tradition of public use at many of the sites prior to them becoming part of the park. Because of this lack of identity with the national park system, it is difficult to promote behavior consistent with expectations for a national park and build community support.

## **D. Partnerships**

*GMP Guidance:*

**The GMP will provide guidance for partnership development and management that enables the park to make effective partnership decisions and fosters flexible, productive relationships.**

*Guidance Description:*

Partners are fundamental to long-term sustainability of the park. The park can not accomplish parts of its mission without partners. Partners are fundamental to helping the park manage natural and cultural resources, deliver programs, reach new audiences, and remain relevant and inclusive. They also help the park innovate and build community support.

Despite the many commonalities and objectives shared by the park and its partners, such a diverse set of partners creates a diversity of goals and interests that can cause concern about compatibility with park goals, plans, and management. Partners' needs for growth cannot always be accommodated in the park. Further, the park capacity for partnership oversight is limited, which hinders effective and efficient management of NPS and partner relations.

## **E. Native Americans**

*GMP Guidance:*

**The GMP will develop a vision for reflecting the Ohlones and Coast Miwoks values into the preservation, management, and interpretation of the park's resources.**

*Guidance Description:*

In the late 1990s – in equal measures due to evolving NPS policy and to the rekindling of California Indian tribal life – the park made its first efforts to reach out to the Coast Miwok and Ohlone communities, native peoples traditionally associated with parklands. The GMP provides an opportunity for the park and the tribes to explore how they wish to move their relationships beyond this nascent stage, deepening and institutionalizing bonds developed over the past decade.