

**PROJECT AGREEMENT**

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**FOUNDATION FOR PLANNING AND MANAGEMENT  
& GENERAL MANAGEMENT PLAN  
Golden Gate National Recreation Area**

**GOGA PMIS 73969**

**October 2005**

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This is an agreement describing specific project requirements to be fulfilled and duties to be performed by all parties to produce or supply the services and products as agreed to below in order to update the General Management Plan for Golden Gate National Recreation Area, initiating the project with a Foundation for Planning and Management as described in the 2004 Planning Program Standards.

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**AGREED** \_\_\_\_\_  
**Superintendent, Golden Gate National Recreation Area** **Date**

**AGREED** \_\_\_\_\_  
**Regional Director, Pacific West Region** **Date**

**AGREED** \_\_\_\_\_  
**Chief of Planning, Denver Service Center** **Date**

## **Background / Need for GMP Update**

The Golden Gate National Recreation Area (GGNRA or GOGA) was established in 1972, and includes two separately designated units: Fort Point National Historic Site (established 1970) and Muir Woods National Monument (established 1908). A General Management Plan (GMP) for the GGNRA and Point Reyes National Seashore (PORE) was approved in 1980.

GGNRA is one of the largest urban national parks in the world. Approximately 59 miles of bay and ocean coastline lie within the park boundaries. The park is one of the most highly visited National Park Service units and is home to many well known sites, including Alcatraz, Marin Headlands, Fort Mason, as well as Muir Woods National Monument, Fort Point National Historic Site, and the Presidio of San Francisco. The total area within the boundary includes 74,816 acres of land, 15,700 acres of which are owned and managed by GGNRA. Other areas within the boundary include areas not owned or managed by GGNRA, but having joint management concerns (for example, Mount Tamalpais State Park); those not owned, but managed by GGNRA (for example, by lease, such as offshore areas under management lease from State of California), those owned by GGNRA, but managed by Point Reyes National Seashore (17,500 acres north of Bolinas-Fairfax Road), and those lands for which GGNRA holds an easement with certain rights and responsibilities (23,000 acres San Francisco Watershed lands), as well as lands for which GGNRA has no jurisdiction or management responsibility (private lands) but monitors development and use.

In the 25 years that have passed since the GGNRA/PORE GMP plan was approved, the park has experienced many changes in its boundary, land ownership, and land management. The park's authorized boundary has expanded from 35,000 acres to 74,816 acres. Management responsibilities for some park areas have been transferred to other park units (SAFR, northern district lands). Other lands have been acquired by the NPS, and are now managed by GGNRA (Presidio, Fort Baker, lands in San Mateo County, lands in Marin County). The GGNRA has been assigned new management responsibilities for areas such as the SF watershed lands and former military and leased tidelands. A new GMP is needed in order to address these many new and changed land management responsibilities.

New planning is also needed to address the changed conditions and understanding of resource values in the park. Significant changes have occurred since 1980 in the attitude of the public and the NPS toward the park and the understanding of the significance of its natural and cultural resources. In 1980, GGNRA was viewed primarily as a recreation area, with an emphasis on use rather than preservation. Only a few threatened and endangered species were known then, and the emphasis of natural resource management was to preserve open space and natural character for the purpose of enhancing recreation and aesthetic experiences. The park is now highly valued for its ecological and scientific values and serves as an "island of refuge" - since the GMP was approved, 32 species known to occur in the park have been listed as threatened or endangered under the federal Endangered Species Act.

Similarly, the awareness of GGNRA's cultural resources has significantly expanded since 1980. Since completion of the GMP, several hundred additional structures in the park have been placed on the National Register, many of which were proposed for demolition in the

1980 plan. The 1980 plan contains only a brief discussion of historic setting, as the concept of cultural landscapes was virtually unknown to the NPS. The park now recognizes the importance of its landscapes: cultural landscape inventories have identified 44 potential cultural landscapes within the park boundary that were not addressed in the 1980 GMP. Eleven have been listed in, or have been determined eligible for listing in the National Register of Historic Places (Alcatraz, Hillwood Camp in Camino del Canyon, Fort Funston, Fort Mason, Fort Miley, the Presidio, Hill 640 Military Reservation, Forts Baker, Barry and Cronkhite, Olema Valley Ranches, Point Bonita Light, and Fort Point).

### Status of Planning

The 1980 GGNRA GMP has been kept current in many respects through a series of amendments and implementation plans that addressed some of the most pressing planning needs of the park. The current status of planning for lands within the GGNRA authorized boundary is shown in Attachment 1. Table XX describes GMP amendments that have been initiated since 1980.

**Table 1: Amendments to 1980 GGNRA GMP**

<b>Plan</b>	<b>Area &amp; Purpose</b>	<b>Year / status</b>
Headlands Plan	Marin Headlands, Forts Barry and Cronkhite: Use of Marin Headlands structures	1981
Mill Valley Air Force Station Site Plan	Plan for NPS lease until 2005 reversion to Marin Municipal Water District; removal of all buildings, restoration to natural appearance	1984
Sweeney Ridge Amendment	Sweeney Ridge: Management and use of area trails and open space; access to the Discovery Site.	1985
Coast Guard Station Relocation Environmental Assessment	Fort Baker, Crissy Field: Relocation of Coast Guard station from Crissy Field to Fort Baker	1987
Bay Area Discovery Museum Environmental Assessment	Fort Baker: Rehabilitation of historic buildings and construction of new building to house children’s museum.	1990
Headlands Center for the Arts Master Plan	Marin Headlands, Fort Barry: Rehabilitation and use of structures for art center	1990
Marine Mammal Center Master Plan and EA	Marin Headlands: Use of historic structures, temporary structures , pools & pens for marine mammal rehabilitation	1990
Marin Trail Use Designation Plan and EA	GGNRA North: Designation of allowable uses for Marin trails, trail management.	1992
Sutro Historic District Comprehensive Design Plan	Detailed site plan for rehabilitation of cultural and natural resources and visitor	1993

	use	
Presidio GMPA and EIS	Presidio of SF: GMP amendment with proposed concepts and actions for various planning areas; established direction for development, resource management, interpretation and transportation programs	1994
Crissy Field Plan and EA	Crissy Field: Site plan, including restored wetland	1996
Slide Ranch Master Plan & EA	Marin: Plan for continuing use of Slide Ranch, including replacement structures and site stabilization for public education program.	1996
Alcatraz Development Concept Plan and EA	Alcatraz: Provides direction in management of entire island; balances expansion of visitor access with habitat enhancement, wildlife protection, cultural resource protection, hazard remediation.	1993
Fort Baker Plan and EIS	Fort Baker-Marín: Plan for retreat and conference center located in historic buildings; allows for Bay Area Discovery Museum expansion, habitat restoration, public access.	2000
Presidio Trust Management Plan	Presidio: Addresses management by Presidio Trust and need for financial self-sufficiency	2002
Fort Mason Center Long Term Lease EA	Lower Fort Mason: Addresses use and preservation of historic buildings	2003
Marine Mammal Center Site and Facilities Improvements Plan and EA	Fort Cronkhite, Marin Headlands: addresses long term site improvements, new facilities for marine mammal rehabilitation, research and public education program	2004
Wetlands and Creek Restoration – Lower Redwood Creek	Muir Beach, Marin: EIS in preparation with ROD anticipated in 2006. Will address restoration and public access	underway
Point Reyes National Seashore and GOGA North District GMP and EIS	North District: GMP being prepared by Point Reyes will include GGNRA lands north of Bolinas-Fairfax Road	underway

While the 1980 GMP and its lengthy list of amendments have addressed many needs in the park, they are primarily site-specific plans, and do not address all current conditions or current management, legislation and mandates in the park. Extensive areas remain in which the 1980 GMP has not been updated, in addition to the more recently acquired lands where

no plans have been completed. The map in Attachment 1 indicates the status of planning throughout the park, including the areas in which no comprehensive planning has been completed since 1980, and areas where no planning has been undertaken at all.

## **PLANNING APPROACH**

### **Purpose of GMP**

The purpose of this GMP Update is to provide a well-grounded, clearly-defined direction for resource and visitor management throughout the area managed by GGNRA, including lands acquired since approval of the 1980 GMP. Consistent with NPS Planning Program Standards and the Secretary of the Interior's "Four C's" (conservation through consultation, cooperation and communication), the Foundation and the GMP will:

- (1) describe the purpose, significance, and primary interpretive themes of the park;
- (2) identify fundamental park resources and describe the condition of these resources;
- (3) describe desired future conditions for cultural and natural resources and visitor experiences throughout the park and for each management unit in the park;
- (4) develop management prescriptions to support these desired future conditions;
- (5) develop alternative applications of these prescriptions to the park landscape (i.e., zoning alternatives);
- (6) address carrying capacities consistent with GMP guidance;
- (7) analyze potential boundary modifications;
- (8) ensure that the GMP recommendations are developed in consultation with interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits, environmental impacts, and economic costs of alternative courses of action: and
- (9) identify and prioritize subsequent more detailed studies, plans and actions.

In addition, the GMP will articulate the park's management philosophy for all of the lands it manages, provide the foundation for managing park partnerships (which are critical to the operation and successful future of the GGNRA) and for coordinating and collaborating with adjacent public land managers, provide a framework for continued public and partner stewardship of the parks' resources, and strive to foster an engaged constituency that will remain active in supporting the park into the future.

### **Foundation for Planning and Management**

The purpose of the foundation statement is to clearly define the legal and policy requirements that mandate the parks' basic management responsibilities, and to describe the resources and values that are fundamental to achieving the park's purpose, or are otherwise important to park planning and management. The foundation statement describes the park's purpose, significance, primary interpretive themes, and special mandates. It provides a brief overview of the large body of Servicewide legal and policy requirements. It identifies and analyzes the fundamental resources and values that are critical to achieving the park's purpose and maintaining its significance, as well as other important resources and values that are integral

to park planning and management. The Foundation will provide useful management guidance during the preparation of the GMP.

The planning team, park staff and subject matter experts will begin the GMP process by establishing the *Foundation for Planning and Management*. This section of the GMP will apply to all areas within the GGNRA boundary, regardless of land ownership or planning status. Once the Foundation is complete work on the remainder of the GMP will begin.

### **Updating the GMP – Affirming, Revising, and Amending Previous Plans**

The GMP will begin by reviewing and assessing the 1980 GMP and its amendments. To build on and acknowledge planning already completed, the GMP update will **affirm** some components of the existing GMP and its amendments, **amend** the existing GMP to address new lands in the park, and **revise** certain components of the existing GMP, as appropriate to address changed conditions or current understanding about resource significance and status. The final product will be a new document that replaces the 1980 GMP and includes work under the three components described above (affirm, amend, revise).

Each of the areas within the boundary of Golden Gate National Recreation Area has been evaluated for needed planning. The following definitions were used:

- Affirm:** No change in current planning is anticipated. The existing planning efforts are considered adequate/up to date and will not be revisited in this GMP process.
- Revise:** Change in current planning is anticipated. The existing planning is outdated and needs to be reconsidered with potential for different outcomes.
- Amend:** New planning is needed. There has not been any significant conceptual or management planning by NPS.

An individual unit of the park is considered to have a valid and up-to-date plan that will be affirmed through this GMP update if it meets all of the following criteria:

1. Additional planning has been done since the 1980 GMP;
2. The planning included public involvement;
3. The planning included compliance;
4. The planning is complete and NPS came to a conclusion ( ROD/ FONSI); or other GMP-level planning is underway, as with the northern district lands that are included in the PORE GMP;
5. Changes (resource, visitation, political, etc) do not warrant additional planning.

**Areas with Existing Plans to be Affirmed in GMP:** Based on this analysis, the existing plans for the following areas will be affirmed in the GMP. The GMP-level decisions made in the existing plans for these areas will be summarized in the draft GMP/EIS GMP, and identified as “givens” or “common to all alternatives”:

- Fort Baker
- Crissy Field
- Presidio Area A
- Lower Fort Mason

- Sutro District (Cliff House/Sutro Baths/Merrie Way)
- Slide Ranch – developed area
- Lower Redwood Creek/Big Lagoon area of Muir Beach (will be completed in 2006)
- GGNRA northern district lands (north of Bolinas-Fairfax Road)

PORE manages 17,500 acres of GGNRA's northern district and will include these lands in their GMP update. PORE is currently in the process of updating its GMP and expects to release a draft GMP and Environmental Impact Statement (EIS) in 2005. The GGNRA GMP update will affirm the PORE planning for the 17,500-acre northern district lands.

**Areas Requiring New Planning or Revision in GMP:** The following areas either have had no planning, or have older and potentially out-of-date plans. For most of the lands acquired by GGNRA since the 1980 GMP, no planning has been completed. New plans will be developed for these areas through the GMP process. Where previous plans exist, they will be consulted and modified as needed to provide additional guidance or to accommodate conditions that have changed.

Areas with previous plans that need revision:

- Lands east of Highway 1/South of Bolinas-Fairfax Road
- Stinson Beach Park and the surrounding area
- Slide Ranch (areas outside the developed portion of ranch)
- Muir Woods
- Muir Woods addition (Camino del Canon, Conlon Avenue)
- Muir Beach areas outside of Big Lagoon (Golden Gate Dairy Site, Banducci farm, north of Coyote Ridge)
- Homestead Valley
- Tennessee Valley
- Oakwood Valley
- Marin Headlands
- Alcatraz
- Upper Fort Mason
- China Beach
- Lands End
- Fort Miley
- Ocean Beach
- Fort Funston
- Sweeney Ridge
- Former military tidelands

Areas with no plans; recent additions to GGNRA:

- Marin City Ridge
- leased tidelands
- Olympic Club Beach
- Milagra Ridge
- Skyridge 18 acre parcel

- Phleger Estate
- Mori Point
- Cattle Hill
- Pedro Point
- San Francisco Watershed lands (scenic and recreational easements)
- Corral de Tierra and other proposed additions (if boundary legislation approved by Congress)

These recent additions to GGNRA are included in the boundary and have either been acquired and are presently managed by NPS, or are expected to be transferred by donation in the next 6-12 months (Cattle Hill and Pedro Point). The plan will also address any new lands added to the boundary that could be acquired within the span of the new GMP.

The new lands encompass virtually all of the GGNRA's lands in San Mateo County, including the 23,000-acre San Francisco watershed in which the NPS manages two scenic and recreation easements. NPS has assumed management of leased marine areas that were not included in the 1980 GMP. An additional 5,000 acres in San Mateo County (known as "Corral de Tierra") are presently included in boundary legislation before Congress and may be added to the park in the near future.

To date, the GGNRA presence in San Mateo County has been focused primarily on the Milagra Ridge, Sweeney Ridge and Mori Point sites, the northernmost of the San Mateo County lands. The GMP Update will provide the first comprehensive opportunity to build relationships with local, regional and national organizations, agencies and communities interested in and active in this area and involve them in creating the management framework for these lands. The legacy of public land conservation and stewardship in the area provides many local sources of information and insight.

## **COOPERATION WITH OTHER ENTITIES**

The GGNRA and its surrounding environs comprise an extensive, multi-jurisdictional open space complex that extends beyond existing and anticipated park boundaries. Several agencies and non-profit organizations manage open space lands adjacent to the GGNRA, including the Presidio Trust, California Department of Parks and Recreation (CDPR), Marin Municipal Water District, Marin County Open Space District, San Mateo County Department of Parks and Recreation, City of San Francisco, City of Pacifica, City of Sausalito, Marin City, San Francisco Public Utilities Commission, Midpeninsula Regional Open Space District and Peninsula Open Space Trust. Several agencies manage lands within the GGNRA boundary. These lands and management agencies are shown in Table 2. During early phases of the planning process, the planning team must determine the extent of cooperation and collaboration with other land managers in this process and confirm formal agreements to be established.

**Table 2. Other Agency-Managed Lands within GGNRA Boundary and Open Space Lands in Proximity to GGNRA (Partial List)**

<b>Unit</b>	<b>Management Agency</b>
Gulf of the Farallones National Marine Sanctuary	NOAA
Monterey Bay National Marine Sanctuary	NOAA
Angel Island State Park	CDPR
Mt. Tamalpais State Park	CDPR
Pacifica State Beach	CDPR
Thornton State Beach	CDPR
Marin Municipal Watershed	MMWD
Bolinas Lagoon	Marin County OSD
Fitzgerald Marine Reserve	San Mateo County
San Pedro County Park	San Mateo County
San Francisco Watershed	San Francisco Public Utilities Commission
Golden Gate Park, Marina Green, Sharp Park, Lincoln Park	San Francisco Dept of Parks and Recreation
San Francisco Maritime NHP	NPS
Pillar Point Air Force Tracking Station	USAF

**RELATIONSHIP TO ONGOING PLANNING EFFORTS**

The GMP must be coordinated with many recent and ongoing planning efforts. An abbreviated list of recent and ongoing planning is shown in Table 1. The GMP update will not delay or postpone these ongoing planning efforts. The planning team will work to coordinate ongoing planning with the GMP update, and to integrate planning aspects or decisions as appropriate.

**Table 3. Ongoing Planning Related to the GMP Update (partial list)**

<b>Planning Process</b>	<b>Lead Entity</b>	<b>Estimated Completion Date</b>
Marin Countywide Plan Update	Marin County	draft plan and EIR early-2005-6
Pt. Reyes General Management Plan	Pt. Reyes National Seashore	draft GMP and EIS 2005
Marin Headland - Ft. Baker Roadway Improvements & Transportation	GGNRA	draft plan and EIS 2006
Rail Access to Ft. Mason and Presidio	GGNRA	Draft EIS summer 2006
Water Transportation Plan	GGNRA	draft EIS 2007
GGNRA Fire Management Plan	GGNRA	EIS summer 2005
GGNRA Equestrian Program	GGNRA	EA in 2006

<b>Planning Process</b>	<b>Lead Entity</b>	<b>Estimated Completion Date</b>
Wetland and Creek Restoration at Lower Redwood Creek (Big Lagoon)	GGNRA	EIS 2006
Lands End Visitors Center	GGNRA	final design 2006
Negotiated Rulemaking – Dog Walking	GGNRA	Initiated 2004
Headlands Institute Campus Improvements/EA	GGNRA/HI	Initiate fall 2005
Various trails improvement plans and visitor capacity studies	GGNRA	2006-7

### **MAJOR DECISIONS TO BE MADE BY THE PLAN**

The following is a preliminary list of decisions to be made or supported by the GMP Update. This list will change based on the results of internal, agency, and public scoping.

#### Natural and Cultural Resource Management

- Identify general legal requirements for resource management to the public.
- Define desired future conditions for natural and cultural resources for the park overall and within specific zones within the park.
- Identify potential Marine Protected Areas within the GGNRA boundary.
- Provide a framework for recovery and restoration of threatened and endangered species to achieve natural resources goals for park’s role in recovery. This includes watershed restoration and visitor use management.
- Provide a framework for use and demonstration of sustainable building, water use, waste management and other innovative resource management practices
- Provide a framework for prioritizing work on natural resource management needs (such as exotic species management and native habitat restoration/preservation) to protect native biodiversity in both the park and regional context.
- Provide a framework to support decisions for managing historic structures, cultural landscapes, and collections within the park, including addressing compliance needs such as the National Historic Preservation Act.
- Develop a framework for outreach to the Native American community, for Native American issues (e.g., interpretation of archaeology, ethnographic resources, and traditional cultural uses).
- Provide a framework for policy guidance for management of natural soundscapes and dark night skies.
- Provide a framework for research as a component of the “Portal of Learning” idea/partnerships for research.

#### Visitor Use and Experience

- Define types and intensities of development (including trails, visitor circulation and transportation patterns, systems and modes and facilities) associated with public enjoyment and use of the area, including general locations, timing of implementation and anticipated costs.

- Identify indicators and standards to be used in determining visitor capacity within the park, particularly Muir Woods National Monument and Alcatraz Island.
- Define desired future conditions for visitor experience throughout the park and address these experiences in both the park and regional context. For instance, should Muir Woods National Monument provide a “back country” or an “urban gateway” experience? Which beaches should provide a convenient park-at-the-beach experience versus a more rustic, natural beach experience? What experiences are best provided at this national park destination rather than at other nearby public lands?
- Identify general types of commercial uses that are appropriate in the park and appropriate locations for those uses.

#### Partnership and Stewardship

- Provide a framework for working with other land managers both within and outside of the park to assure optimum coordination in accomplishing long term stewardship and desired conditions.
- Provide a framework for public and partner stewardship of resources and for an engaged constituency.

#### Facility Management and Operations

- Describe future maintenance needs (as part of life cycle cost analysis).
- Define need for and identify suitable locations for maintenance and other operations facilities.
- Provide framework for working with other jurisdictions to improve visitor protection, provide emergency response, and meet Homeland Security mandates.
- Identify general staffing and operational costs (as part of life cycle cost analysis).

#### Residents and Gateway Communities

- Develop a process for working with in-holding residents and adjacent communities around the park so that these communities see themselves as partners in park management. Consistent with DO-75A, the planning team and park staff will work with communities of interest, neighboring landowners, land managers and jurisdictions to address issues and seek mutually beneficial solutions to these issues in order to build strong public and political support and understanding for the decision-making process and the outcome that is produced. □
- Provide better guidance for NPS coordination with land managers and responses to proposed actions in special use zones
- Assess current and potential economic benefit to adjacent communities, and ways that those communities can further enhance the experience of visitors to the area.

#### General

- Identify potential modifications to the external boundaries of the park (if any) and the reasons for the proposed changes.

#### Future Planning and Implementation

- Identify additional (post-GMP) information needs/studies, decisions that would be made in subsequent planning, priorities for subsequent implementation planning.

## **INFORMATION REQUIRED TO MAKE DECISIONS**

Extensive information that will contribute to the GMP has been gathered throughout the park. The park has compiled available visitor use and natural and cultural resources data as part of its efforts to update the Fire Management Plan (FMP), which was completed in summer 2005, with an FEIS and ROD anticipated in fall of 2005. Much of the information compiled for the FMP will directly contribute to the GMP. The status of GIS data compilation and additional information needs is listed in Attachment 2.

Additional information needed for the GMP will be acquired through non-GMP funding sources. The information will be completed through a combination of staff work and consultant contracts. This information will form the background data utilized to develop planning alternatives and will be the basis for the Affected Environment chapter of the EIS. Park managers and other affected agencies and organizations could also utilize this product in making coordinated land management decisions

## **PROJECT PRODUCTS AND SERVICES TO BE PRODUCED**

Products and services to be produced will include:

1. *Foundation for Planning and Management*, as the first phase of the GMP;
2. Public and partner involvement and communication plan, consistent with FACA;
3. Staff involvement plan;
4. Agency and public mailing lists, including list-serves (e-mail lists) and key publications of other organizations, media contacts and lists of key elected representatives;
5. Planning, Environment, and Public Comment (PEPC) system database and web posting for communicating plan elements; for collecting and analyzing comments; and for managing the mailing list;
6. Notice of Intent and Notice of Availability, with briefings for the Department of the Interior and NPS management;
7. Scoping Announcement and Newsletter;
8. Public outreach and education materials, including maps, timelines, and other materials that clearly explain the GMP process and its relationship to other ongoing planning and projects within and outside of the park;
9. "Planning Update" newsletters including Scoping Results/Feedback, and alternatives newsletters;
10. Documentation of selection of Preferred Alternative through CBA, review and approvals, briefing for Department and NPS management;
11. GMP web page links to PEPC
12. Draft General Management Plan Amendment and Environmental Impact Statement (GMP/EIS) and Draft Plan Summary;
13. Comprehensive map, showing all public lands (both NPS and non-NPS) in each County, identifying trails, watersheds, shorelines etc. (dependent on availability of supplementary funding)
14. Staff Report documenting public comments with recommendations for a final plan
15. Final GMP/EIS and Record of Decision (ROD)

16. Final GMP summary document
17. Administrative Record (PEPC)

## **SEQUENCE OF ACTIVITIES AND MILESTONES**

### Foundation for Planning and Management

Foremost among the steps is establishing the *Foundation for Planning and Management*, the first step for developing a GMP as outlined in the Planning Program Standards. The Foundation will define purpose, significance, primary interpretive themes, and fundamental resources and values and their status, for the park. This section of the GMP will apply to all areas within the GGNRA boundary, regardless of land ownership or planning status. There is an immediate need to complete this step to give park managers a common understanding to communicate to our publics and partners, and to make fundamental decisions about pressing park issues until the full GMP is completed. Completing this step will also identify and target any additional data collection necessary for GMP deliberations.

### Scoping

The team will prepare plans for the involvement of staff, park partners, and the public in the GMP, consistent with FACA. The public involvement plan will identify all components of public outreach to be included in the scoping efforts and throughout the planning process.

After initial contacts with affected stakeholders have been made, a press release announcing the planning process will be prepared, a Scoping Newsletter will be sent to the GMP mailing list and a Notice of Intent (NOI) to prepare an EIS will be published in the Federal Register and announced through other means as identified in the public involvement plan.

It is assumed that focus group meetings, partners meetings, and public workshops will all be utilized during scoping and throughout the process. The GGNRA regular public meeting forum will be utilized for at least one public scoping workshop and to provide regular planning updates throughout the planning process. These meetings and workshops will identify key issues and values that could affect formulation of alternative courses of action to be explored during planning. The planning team will issue a summary of the scoping effort through a Planning Update newsletter. For purposes of cost estimating, three DSC-facilitated public workshops/open houses are assumed at the EIS scoping stage and again at the alternatives development stage and three park-facilitated public comment meetings at draft plan/EIS review period.

Regulatory requirements will be identified during foundation planning and the scoping process, such as Endangered Species Act and NHPA consultation, Coastal Zone Management Act consistency, wetlands and floodplains executive orders etc.

### Planning Alternatives

Based on the analysis of the data gathering and results of the scoping process the planning team will develop a set of feasible management alternatives for environmental analysis. An Alternative Concepts document will be presented to the public in a newsletter format with an invitation for public comment. Public workshops will be conducted as needed (assume 3

meetings: 2 facilitated and one at a GGNRA public meeting) to discuss and refine the draft alternatives.

#### Selection of Preferred Alternative

A workshop will be held to select the Preferred Alternative, using CBA, for approval by the Regional Director

#### Draft General Management Plan Environmental Impact Statement and Summary Document

A press release will be prepared and a Notice of Availability will be published in the Federal Register when the Draft GMP/EIS is completed and ready for public review and comment. The park will provide the mailing list, web-site and public viewing availability of the document. The review period will be a minimum of 60 days during which public meetings will be held to gather public comments. The number of meetings held will be determined based on the experience gained from the Scoping/ Alternatives workshop phases (for purposes of estimating, assume 3 public comment meetings and that a summary document will be prepared..

Consistent with the requirements of NEPA and DO-2, an Environmental Impact Statement (EIS) will be prepared in conjunction with the GMP. The EIS will evaluate the potential impacts of the GMP Alternatives and be prepared in conformance with NEPA, the Council on Environmental Quality (CEQ) and DO-12 guidelines. Appropriate consultation and coordination with the US Fish and Wildlife Service, State Historic Preservation Officer (SHPO) and other federal, state and local agencies will be conducted to insure compliance with the Endangered Species Act (ESA), the National Historic Preservation Act (NHPA), the Coastal Zone Management Act (CZMA) and other relevant regulations and executive orders.

Advisory Council on Historic Preservation procedures for compliance with Sections 106 and 110 of the NHPA will be followed. Consistent with the Programmatic Agreement between the SHPO, the Advisory Council and the National Park Service, the California SHPO will be consulted and kept informed throughout the planning process, notified of meetings and asked to review draft documents. GGNRA will undertake formal consultation under Section 106 with Native American tribes potentially affected by the plan.

#### Staff Report

A Staff Report to decision makers and the public will provide a summary of public comments received on the draft plan, discuss issues and make recommendations for FEIS responses and a final plan. The draft will be discussed with decision-makers then finalized. After public input and analysis of that input, the team will proceed with a Final Plan/EIS, and Record of Decision by the Regional Director.

#### Final General Management Plan and Environmental Impact Statement and Record of Decision

The steps that will lead to the final document will be to analyze and respond to public comments. Following that, the park will publish a Notice of Availability, and distribute the FGMP/FEIS by mail/web-site, which will be followed by a 30-day no-action period. The separate ROD document will be issued after the 30-day no-action period and a Notice of Availability for the FEIS/ROD will be published in the Federal Register.

## **ROLES AND RESPONSIBILITIES**

The GMP update will be a DSC-led effort with support provided by the park. The anticipated team structure and participants are shown in Table 4. Specific components will be contracted out to consultants as appropriate and as budget allows.

Clear and open communication among team members is essential on such a large and complex project. High volumes of communication are expected. All communication must go through the Project Manager (PM) and Project Liaison (PL). Quarterly conference calls will be held to facilitate communication between park service offices. Participants will include the Superintendent, Deputy Superintendent, Project Liaison, Regional Liaison, and Project Manager.

The PL will maintain the project administrative record. In order to keep the administrative record complete and accurate, all communication should go through or copy the PM and PL. Email is the preferred method of communication for general communication. PEPC will be used as the basis for the administrative record and throughout the planning as much as possible to facilitate record-keeping. PEPC will be used for posting internal draft review documents as well as receiving and documenting consolidated comments. Since this is a new system, the team will work with PEPC to determine its best use.

## **INTERNAL REVIEW PROCESS**

To facilitate internal reviews for the large number of participants, the following process will be used. Products will be produced from information, analysis, and synthesis occurring during team workshops. Process and facilitation will be the responsibility of the DSC; however, content of products will be developed by park staff. DSC will articulate and format workshop results as appropriate. These products will be sent to a preliminary review by the Project Liaison, Deputy Superintendent and any other staff as determined by the Superintendent. The preliminary review will determine if the product is ready for review. Once ready, the product will be sent to the core team Division Chiefs. It will be the responsibility of the Division Chief to distribute and include their staff as appropriate. It is also the responsibility of the Division Chief to consolidate division comments and send them to the Project Liaison. The Project Liaison will consolidate all division comments and review them with the Superintendent before sending them to the DSC for inclusion. The Superintendent will make the final decision on all products to proceed, send to the public, or revise, as appropriate.

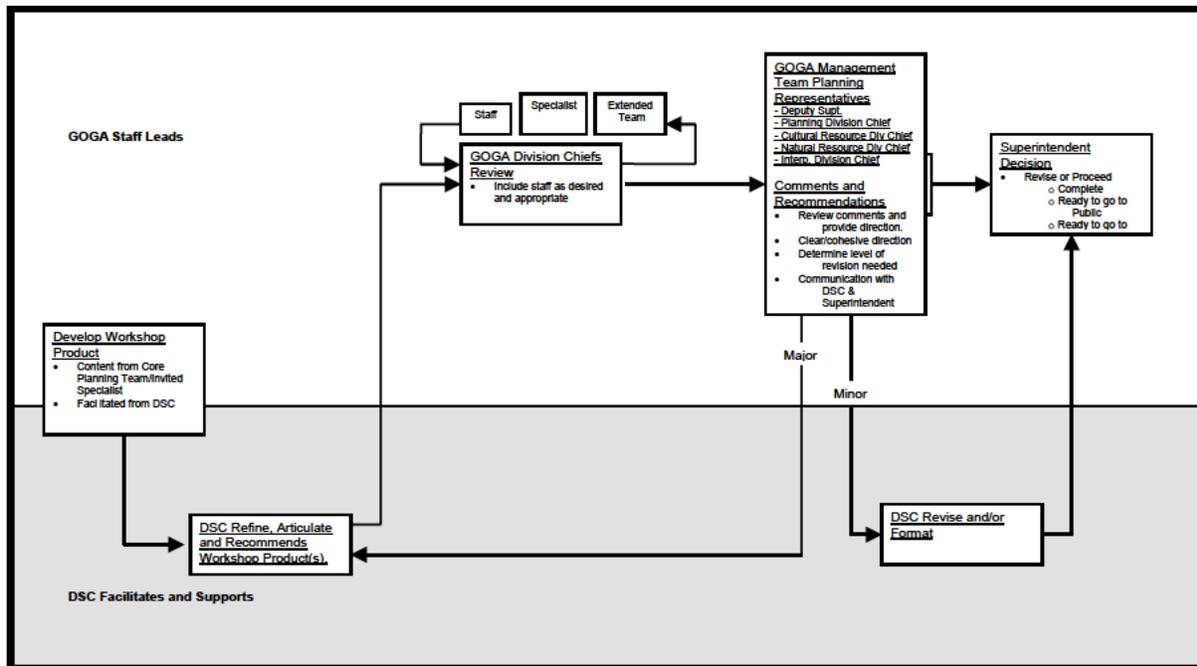
Due dates for consolidated comments will be coordinated by the PM and PL. Internal dates for divisions will be coordinated between the PL and Division Chiefs. If comments are not received by the PL before the end of designated review time frames, it will be assumed that there are no comments.

The PL will consolidate comments and resolve most issues of conflicting comments before they are forwarded to the DSC-PM. There will be times when a topic needs to be discussed

further and these should be highlighted. In order to facilitate reviews, comments are most effective if they

- are consolidated — comments from multiple individuals are assessed and distilled into a cohesive direction from the park with the superintendent’s concurrence
- are congruent — one comment shouldn't conflict with or contradict another
- are content focused — wording should be carefully considered to look at potential ramifications and unintended or inflammatory consequences; wording changes should improve the content and the presentation of that content
- are at an appropriate level of detail — content for a first review, errors and minor adjustments for subsequent reviews
- provide clear, specific direction and provide new or corrected information — rambling comments, comments without direction, and comments in the form of questions raise doubts as to how to incorporate them
- provide proposed language, correct facts, or accurate information from reliable and responsible sources and provide related references (phone number of source, web address for legislation, etc.)

### Internal Review Process Diagram



**Table 4. GMP Update Team Structure**

<p><b>Project Management and Oversight</b></p>	<ul style="list-style-type: none"> <li>• Terri Urbanowski, Project Manager, DSC</li> <li>• Martha Crusius, Regional Liaison, PWRO</li> <li>• Brian O’Neill, Superintendent, GOGA</li> <li>• Mai-Liis Bartling, Deputy Superintendent, GOGA</li> </ul>
<p><i>Role and responsibilities: manage overall project and budget, schedule, scopes of work, contracts, and deliverables; manage core and</i></p>	

<i>extended teams, brief decision makers</i>	<ul style="list-style-type: none"> <li>• Nancy Hornor, Chief of Planning, Project Liaison GOGA,</li> </ul>
<p><b>Core Team*</b></p> <p><i>Role and responsibilities: contribute to project strategy, contribute to product development, provide subject matter expertise, communicate with division staff</i></p>	<ul style="list-style-type: none"> <li>• GOGA Division Chiefs (or assigned representative) <ul style="list-style-type: none"> <li>○ Theresa Griggs, Acting Chief of Interpretation</li> <li>○ Craig Kenkel, Chief of Cultural Resources and Museum Management</li> <li>○ Daphne Hatch, Chief of Natural Resources and Science</li> <li>○ Yvette Ruan, Chief of Ranger Services</li> <li>○ Lee Shenk, Chief of Business Management</li> <li>○ Don Mannel, Chief of Maintenance</li> <li>○ Susan Hurst, Chief of Administration</li> </ul> </li> <li>• Stephan Nofield, Team Captain, DSC</li> <li>• Natural Resource Specialist, DSC</li> <li>• Cultural Resource Specialist, DSC</li> <li>• Scott Robson, Community Planner, DSC,</li> </ul>
<p><b>Extended Team</b></p> <p><i>Role and responsibilities: act as subject matter “consultants” to Core Team</i></p>	<p>Other Division Representatives including:</p> <ul style="list-style-type: none"> <li>• Diane Nicholson, Curator, GOGA</li> <li>• Tamara Williams, Hydrologist, GOGA</li> <li>• Mia Monroe, Interpretive Supervisor, GOGA</li> <li>• Chris Powell, Public Affairs, GOGA</li> <li>• Mike Savidge, Strategic Planning, GOGA</li> <li>• Paul Batlan, Business Mgmt.Specialist, GOGA</li> <li>• Joe Llewellyn, Business Division GOGA</li> <li>• Melinda Moses, Special Park Uses Group, GOGA</li> <li>• Ed Ueber, National Marine Sanctuary</li> <li>• Darren Fong, GOGA</li> <li>• Jerry Scheumann, Maintenance, GOGA</li> <li>• Bill Merkle, Wildlife Ecologist, GOGA</li> <li>• Kim Coast, Visitor and Resource Protection, GOGA</li> <li>• Cathie Barner, Golden Gate National Parks Conservancy</li> <li>• Tom Lindberg, California State Parks</li> <li>• NEPA Specialist (TBD), DSC</li> <li>• Transportation Planner, GOGA</li> <li>• Landscape Architect, GOGA</li> <li>•</li> </ul>

Golden Gate National Recreation Area

The park staff will serve as subject matter experts. The GGNRA Core team will have primary responsibility for the following:

- Work with DSC team to develop scopes of work and contracts.
- Collect sources of existing data and identify funding and methods to address data gaps.

- Provide cultural and natural resource expertise and consultation
- Consult with affiliated tribes regarding the planning process (with DSC support)
- Participate as core team members at all milestones.
- Provide project liaison and principle external spokesperson for the plan.
- Develop agreements with other entities.
- Participate and coordinate with PORE GMP effort.
- Participate in all public and partner involvement.
- Assist in establishing and updating web based outreach tools.
- Coordinate the Core and Extended Teams.
- Coordination of internal workshops and meetings (with DSC support)
- Coordination of public, focus group, and agency workshops and meetings.
- Coordinate park review of and consolidate response to all documents and publications.
- Develop GIS materials
- Manage PEPC database development and maintenance, with DSC support.
- Develop and maintain the mailing list
- Develop agreements for support of Golden Gate National Parks Conservancy and participation of California State Parks

#### Denver Service Center (DSC)

The DSC team will have primary responsibility for the following:

- Manage overall project, including scope, schedule and budget.
- Provide overall policy and strategic guidance, quality control and oversight throughout the process
- Prepare the draft and final GMP/EIS documents.
  - Prepare draft notification and consultation documents for distribution
  - Coordination and assistance with GGNRA in preparation of GIS maps and graphics
  - Develop other graphics and written materials
  - Develop the affected environment and the environmental sections of the document
  - Manage the responses to public comments
  - Develop the NEPA compliance sections of the document
- Oversee and manage consultant work and deliverables.
- Coordinate DSC team and GGNRA review of contractor and internal reports.
- Be liaison and principle internal spokesperson for the plan.
- Develop public involvement plan and staff involvement plan.
- Write public outreach materials.
- Analyze and synthesize pertinent plans from other jurisdictions.
- Conduct Project Team, Core Team, and Extended Team meetings.
- Plan and facilitate internal and external workshops and participate in these workshops as presenters and team members. Some facilitation may be performed by the Conservancy or contractors.
- Provide general quality control review at key milestones, reviewing internal draft documents before they are finalized for public release.

- Coordinate interim and final reviews by the region, WASO, and the Department of the Interior.

### Pacific West Region

The Regional Director is the decision-maker for the GMP based on recommendations made by the GGNRA Superintendent. The Regional Director will approve the Project Agreement and any substantive changes in the scope, schedule or cost. Together with the GGNRA Superintendent, the Regional Director will ensure that the plan fulfills the Project Agreement.

The Pacific West Region Park Planning & Environmental Compliance liaison will

- Be the principal point of contact between park & regional office;
- Consult on overall direction of the planning process and appropriateness of products and services;
- Advise on policies and procedures, particularly as relates to NPS park planning policy;
- Coordinate with DSC and the Washington office concerning funding, scheduling, review and approval;
- Coordinate regional review of documents, as needed;
- Keep the Chief of Planning, the Chief of Partnerships, and the Regional Directorate informed on progress and status;
- Work with the Regional Environmental Coordinator to process/file all appropriate NEPA notices (NOI, NOA, etc.);
- Participate on the Project Management, Core, and Extended Teams, particularly in the area of partnerships.

### Washington Office (WASO)

- Provide guidance on NPS management policies
- Review documents following Pacific West Region review
- Approve funding (allocating project funds in accordance with national priorities)

### Consultant Support

Consultants will be used during the planning process to provide products and services not obtainable through NPS sources either because of a lack of specialized expertise or time and personnel shortages that make it more advantageous to utilize consultants. Contracted services will be paid by sources other than the GMP account and could include:

- Data gathering /resource information base compilation (as needed to support GGNRA Project Manager and GIS specialist role)
- Trails planning
- Biological reconnaissance for purposes of responding to USFWS species list
- Facilitation in some limited capacity

### Golden Gate Parks Conservancy

The assistance of the Conservancy will be sought to provide support for enhanced public outreach and involvement throughout the planning process. This enhanced public involvement will respond to the strong recognition of the critical importance of public engagement in the GMP, the high level of public interest anticipated and the opportunity to build relationships with adjacent communities. This assistance will not include any advisory

role, but rather could include staff and funding support for written materials, meeting facilitation, public meetings and other outreach. Specific support functions will be detailed in a subsequent agreement with the Conservancy that will be reviewed by the regional solicitor's office.

## **PROJECT AGREEMENT AMENDMENT PROCESS**

Any party to the agreement, subject to concurrence by all parties may amend this project agreement. Circumstances that may result in an amendment to this project agreement include any changes in scope, schedule, and costs. Updates to annual milestones and dates will be made to accommodate the yearly project budget. Changes from other circumstances, as discussed below, will be handled by either a minor or major amendment to the project agreement.

**Minor Project Agreement Amendments.** Changes to the scope, schedule or cost that result in changes less than \$5,000 or 3 months schedule change, will be handled by electronic mail. The change, a single circumstance or small cumulative changes will be documented in an email which includes the change(s), reason, requester, and impacts on schedule and costs. Project agreement amendments will be distributed to all project team members. Changes between \$5,000 and \$40,000 will be discussed at the PWR-DSC work sessions before concurrence and approval.

**Major Project Agreement Amendments.** Any substantial change or accumulation of changes in scope or change in the budget for the project that involves more than \$40,000.00, will be referred to the WASO planning program office manager and the planning advisory committee for concurrence before being approved.

**Scope Change.** Often public scoping reveals levels of controversy or new issues that require a project scope correction. Changes in scope include additions or deletions of primary products, expansion of public involvement to include additional newsletters, and additional public meetings, etc. Scope changes typically add to what was originally scoped for a project. After project scoping has been completed and on a semiannual basis, the scope of the project will be reexamined to determine if the Project Agreement needs to be revised. Reexamination will occur in conjunction with PWR-DSC work sessions.

**Schedule Change.** Complex projects with many different players are likely to run into justifiable schedule delays. It is often hard to schedule meetings when most team members can participate. Cumulative small project delays result in changed schedules affecting team members' ability to balance the demands of this complex project along with other work. Unforeseen events and critical staff turnover can also adversely affect a project schedule. Unrealistic or unmet review times constitute the major culprit resulting in scheduling delays. The importance of consolidated review comments cannot be stressed too heavily. Reexamination will occur in conjunction with PWR-DSC work sessions.

**Cost Change.** Costs are difficult to estimate until public scoping is completed. After public and internal scoping has been completed, the cost estimates for the project will be reexamined to determine if the project agreement needs to be revised. The cost estimate will

be updated for semiannual work sessions, and changes affecting funding requests will require a project agreement amendment.

**Quality Control.** Quality control begins with the planning proposal and this project agreement. Initial concept reviews for each product will be used to evaluate whether the project is on track and at an appropriate level of quality. Project feedback to the Project Manager from those in key positions will occur in conjunction with preparation for semiannual work sessions. Quality course corrections will be made. If quality corrections affect scope, schedule, or cost, the project agreement will be updated.

## PROJECT BUDGET AND SCHEDULE

Fiscal Year	Primary Tasks	DSC Funding	GOGA Funding*
<b>FY 01-04</b>	Draft project agreement, budget, workshop to establish direction for GMP, assemble data for GMP	\$36,000	\$ 15,000
<b>FY 05</b>	Workshop #1 Define Planning Units Workshop #2 Foundation Document Workshop #3 Foundation Document	\$72,000	
<b>FY 06</b>	Workshop #4 Define Issues / GMP Outcomes NOI Prepare Mailing Lists Partner's Workshops Newsletter #1 Scoping Newsletter Public Scoping Meetings	\$127,000	\$5,000
<b>FY 07</b>	Workshop #5 Data Analysis Workshop #6 Concepts / Management Prescriptions Alternatives Workshop #7 Preliminary Alternatives Workshop #8 Revise Alternatives Write Alternatives Park Review Region Review	\$227,000	\$10,000
<b>FY 08</b>	Newsletter #2 Public Meetings Pick Preferred Alternative – Choosing By Advantages RD Concurrence Write Team Draft	\$227,000	\$10,000
<b>FY 09</b>	Team/Park Review Region Review WASO Review Print Draft Send Draft to Public	\$240,000	
<b>FY 10</b>	Public Meetings Analyze Comments Write Final Park/Region Review Clearance to Print Final 30 day Waiting Period ROD	\$225,000	
<b>FY 11</b>	Write Printed Separate Final	\$30,000	
<b>Total</b>		\$1,184,000.00	\$40,000.00

\* GOGA expenses for GIS mapping and graphics including production of mapping and graphics for scoping and partnership meetings, data input, mapping and analysis.