

**Stewardship**



**Streamlining**



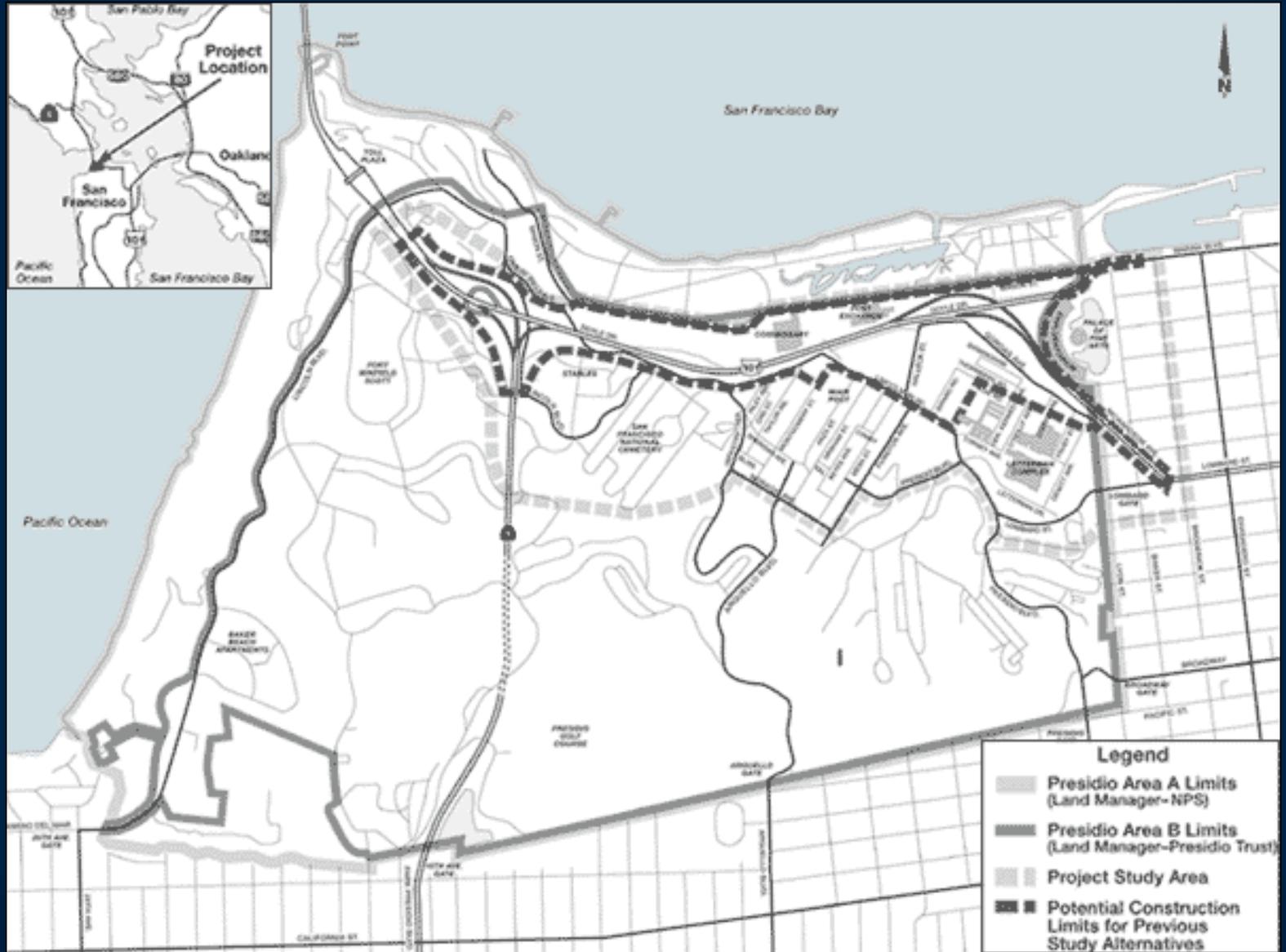
**Consensus**



**Translating Section 106:  
Building Consensus among  
Multiple Responsible Parties  
For the  
Doyle Drive Replacement Project  
in the  
Presidio of San Francisco  
National Historic Landmark District**

# DOYLE DRIVE

## South Access to the Golden Gate Bridge



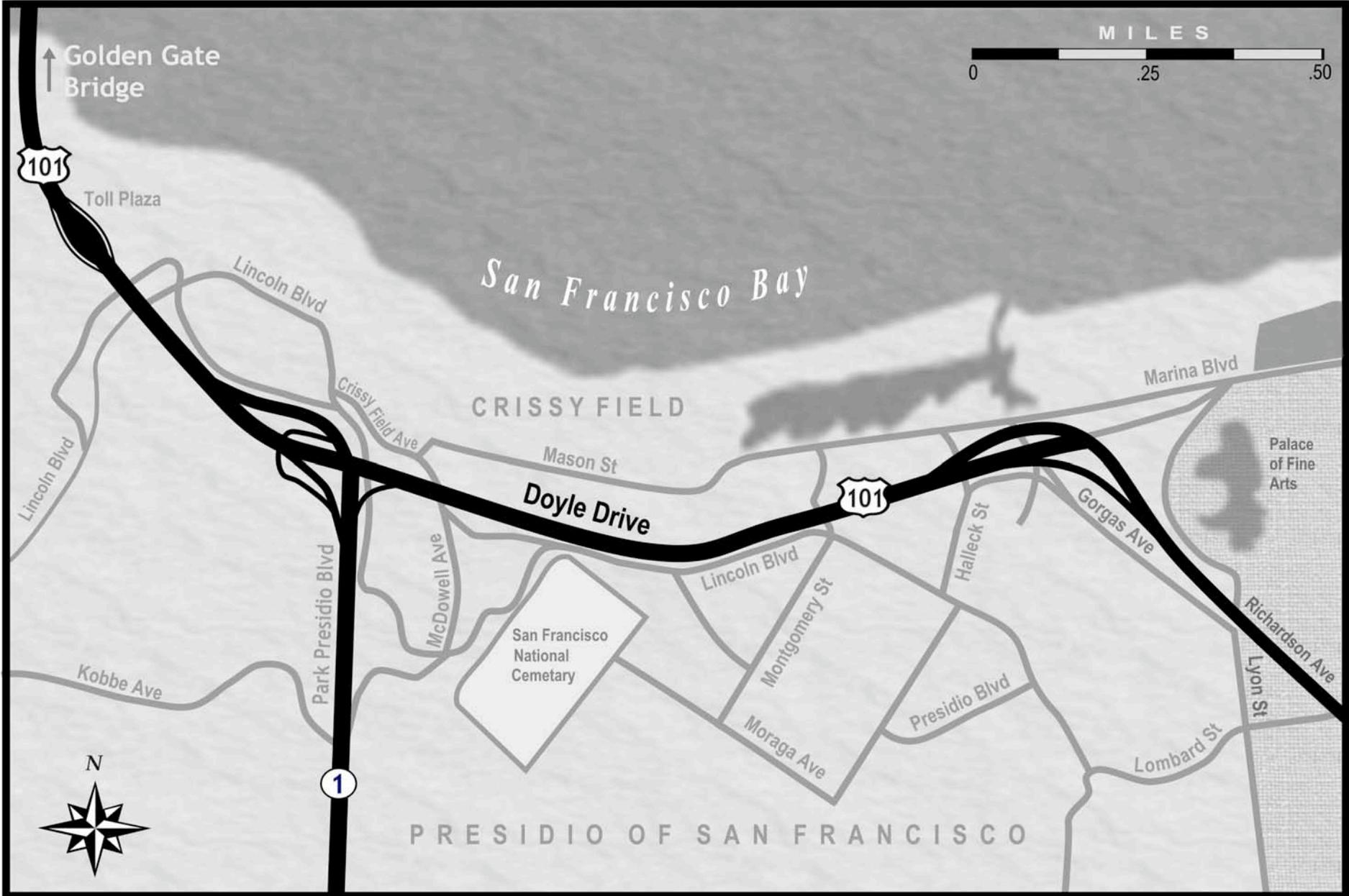


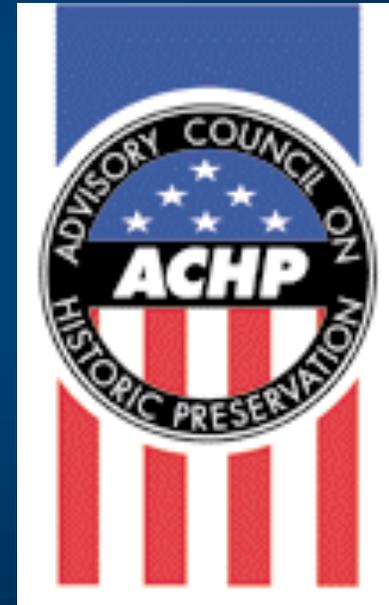


**Built in 1936, the 1.5 mile long Doyle Drive is the primary highway and transit linkage through San Francisco between counties to the south (San Mateo and Santa Clara) and to the north (Marin and Sonoma). It carries 144,000 weekday travelers.**

## **Current Condition**

- Non-standard lanes**
- Lack of a barrier separating opposing traffic flows,**
- Lack of shoulders for use by disabled vehicles, maintenance crews, and emergency and enforcement vehicles.**
- High accident rate.**
- Structure that support the elevated roadway has significantly deteriorated due heavy traffic and salt air. With the current situation, Doyle Drive may be vulnerable to earthquake damage.**

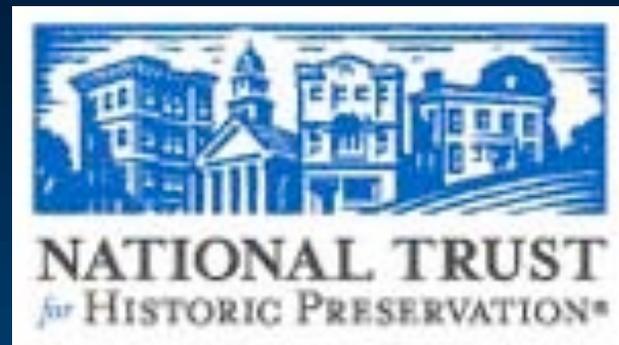




Office of Historic Preservation 



PRESERVING, INTERPRETING AND SHARING OUR MILITARY HERITAGE



**California Heritage Council**

**Fort Point and Presidio Historical Association**



**SAN FRANCISCO ARCHITECTURAL HERITAGE**



## Muwekma Ohlone



## Amah-Mutsun Ohlone Costanoan



## Chochenyo Ohlone



**Pajaro Valley Ohlone  
Indian Council**

**Indian Canyon Band  
of Costanoan/Mutsun  
Indians**

# Project History

- **Early 1970's California Department of Transportation plans for improving Doyle Drive**
- **1973 Draft Environmental Statement (other studies followed)**

**In 1992 San Francisco Board of Supervisors established Doyle Drive Task Force to:**

- **consider the Caltrans alternatives**
- **develop a consensus on the preferred replacement alternative**

## **Political Context:**

- **vigorous debate about the project among San Francisco neighborhoods affected by its use**
- **the imminent closure of the Presidio by the US Army.**

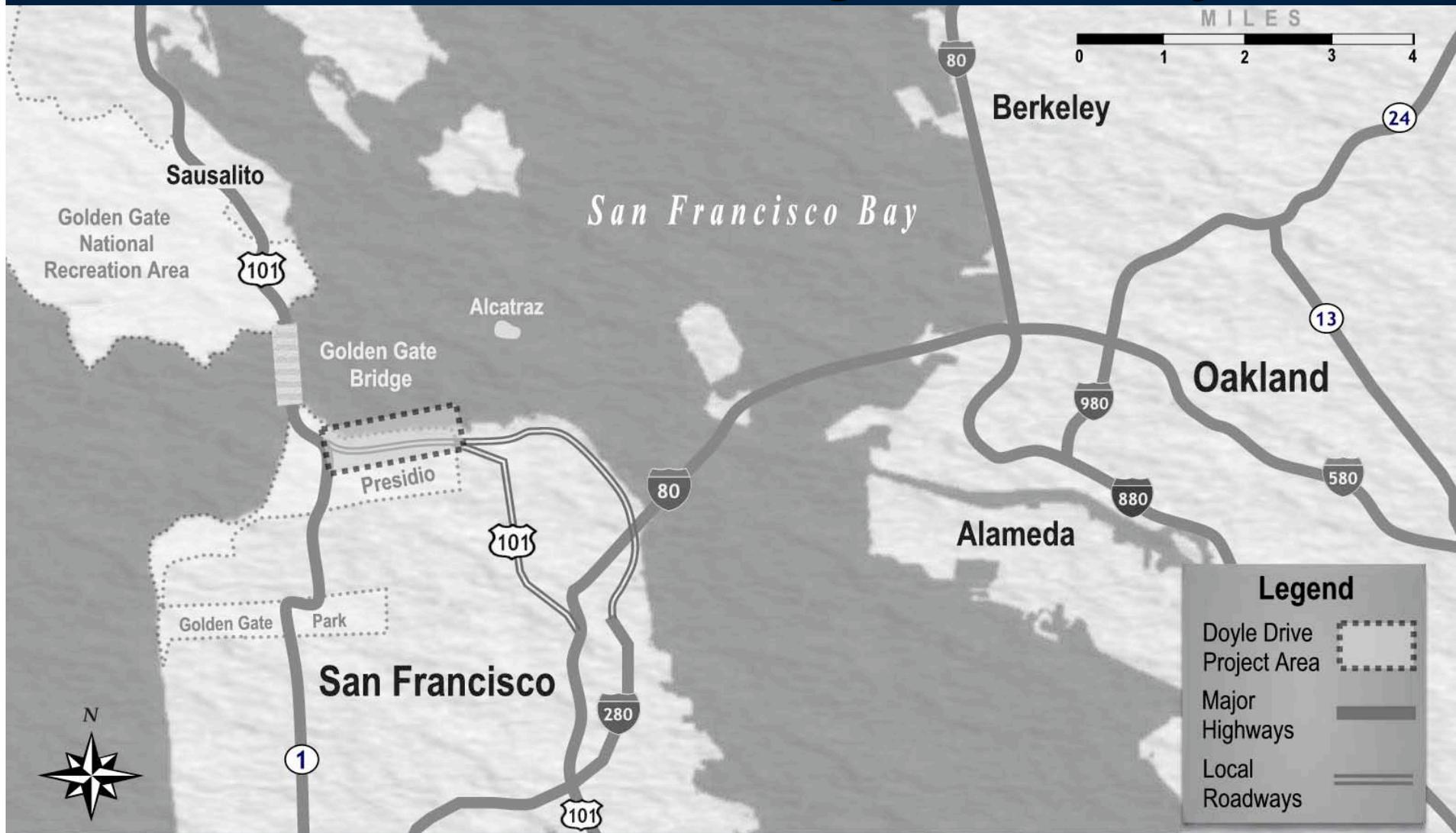
## **1993 Task Force recommendations to the Board of Supervisors reflecting:**

- reconciliation of Caltrans requirements,**
- the needs of the new Presidio National Park,**
- environmental concerns, and**
- community expectations.**

**San Francisco County Transportation Authority 1996 Doyle Drive Intermodal Study recommending the following features for the replacement project:**

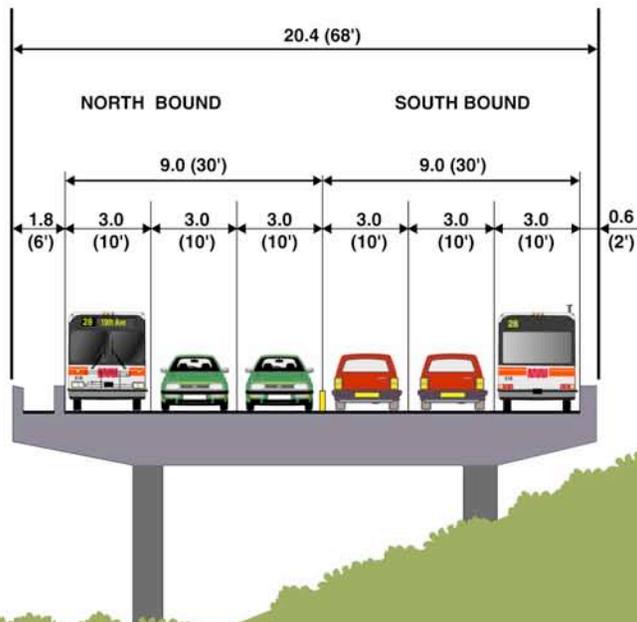
- **A center divider barrier to eliminate head-on collisions;**
- **Direct vehicular and transit access to the new Presidio National Park;**
- **Design to expand views of the Golden Gate Bridge and the National Park and increase safety;**
- **Expanded transit, car pooling and alternative commute options; and**
- **Intelligent Transportation System (ITS) technologies for toll collection, vehicular safety enhancement, and transit schedule coordination.**

# Environmental Studies Began in January 2000

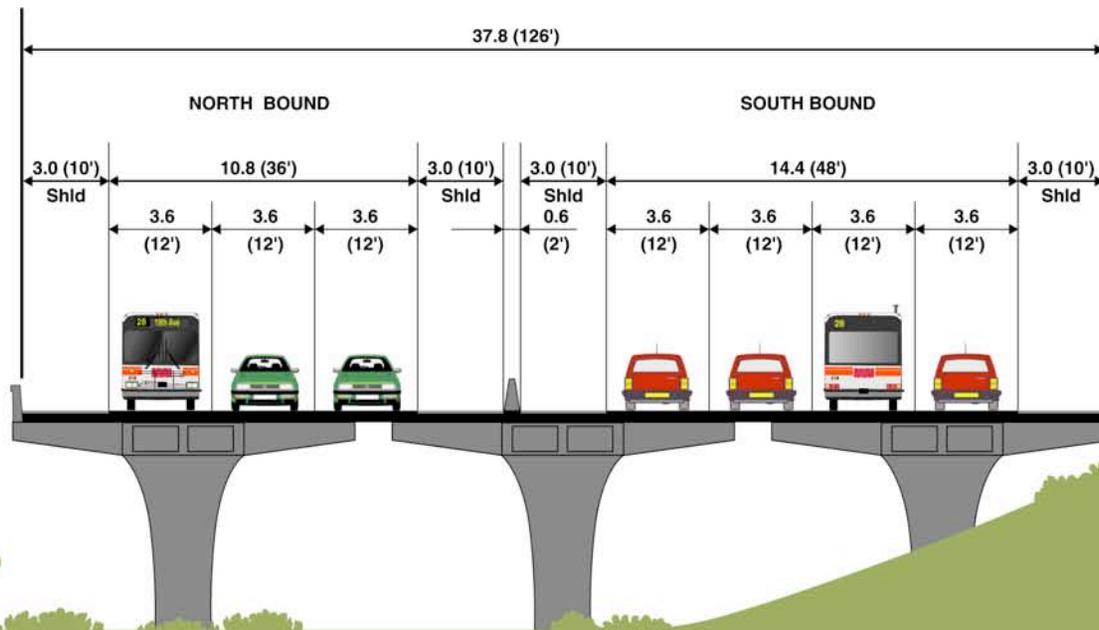




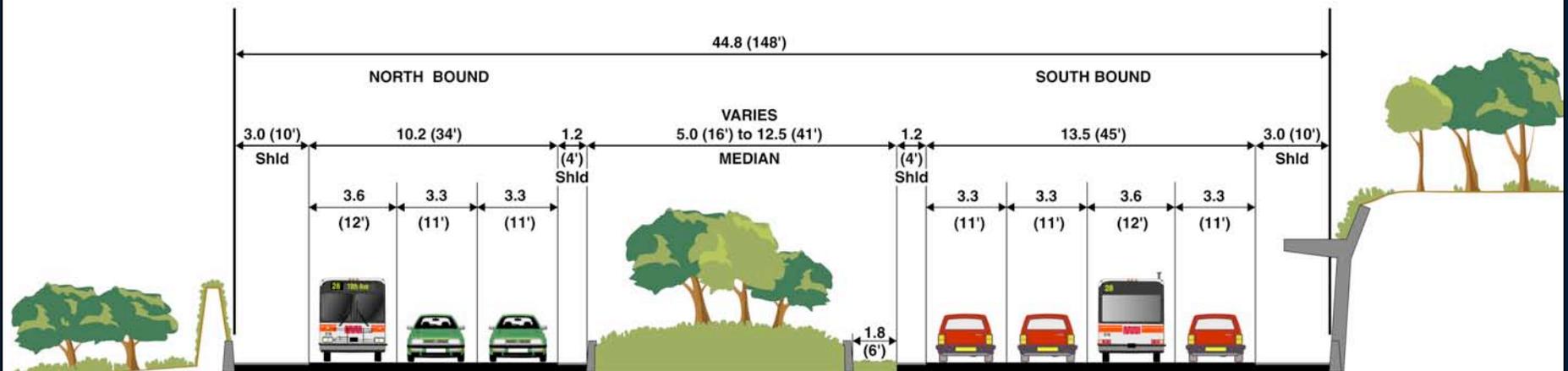
## ALTERNATIVE 1 - No Build



## ALTERNATIVE 2 - REPLACE & WIDEN



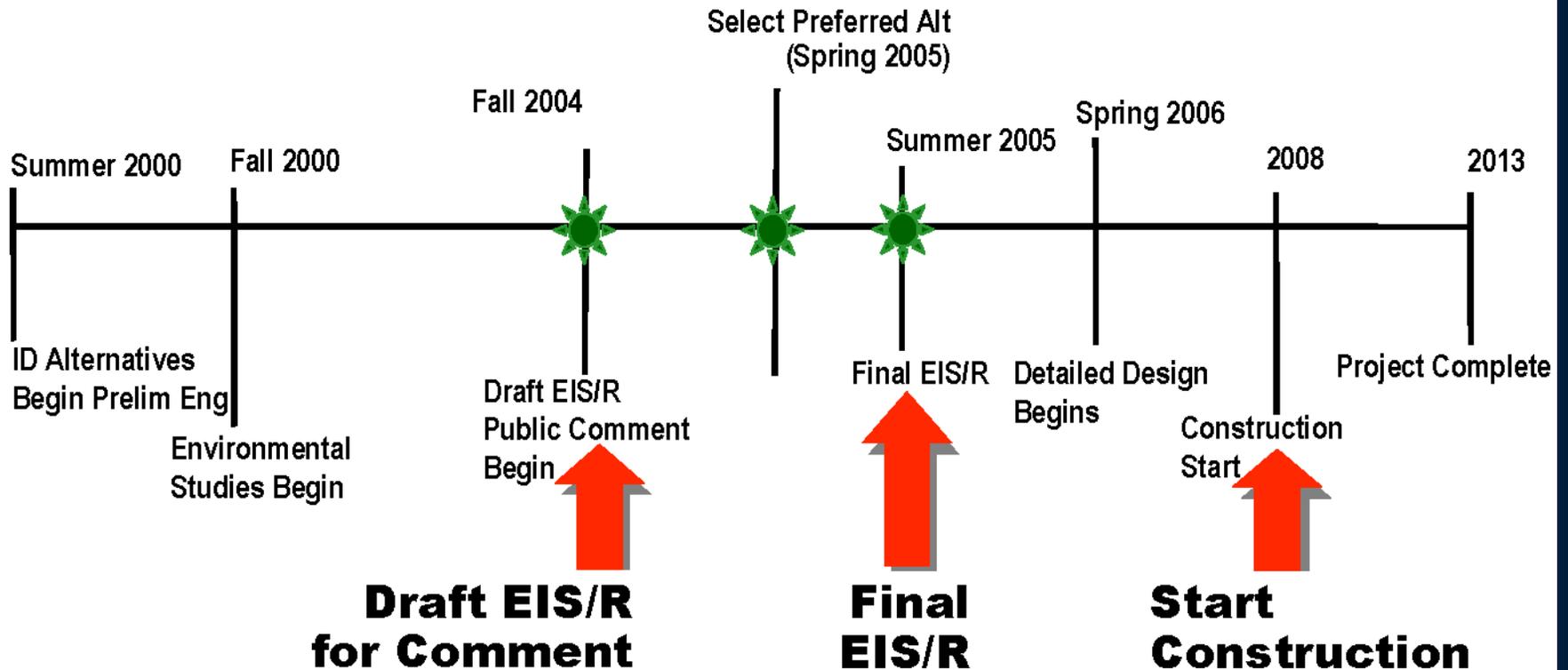
## ALTERNATIVE 5 - PRESIDIO PARKWAY





# Doyle Drive South Access Time Line

EIS/R   
milestones



# Setting the APE







# Doyle Drive in the view shed



# Doyle Drive in the view shed



# San Francisco Palace of Fine Arts



**Presidio of San Francisco  
National Historic Landmark**

When the Spanish arrived in 1776 the San Francisco peninsula was the territory of people called the Ohlone.



**For the next 218 years the 1480 acre Presidio served as a military post under the flags of Spain (1776-1822), Mexico (1822-48), and the United States (1848-1994).**



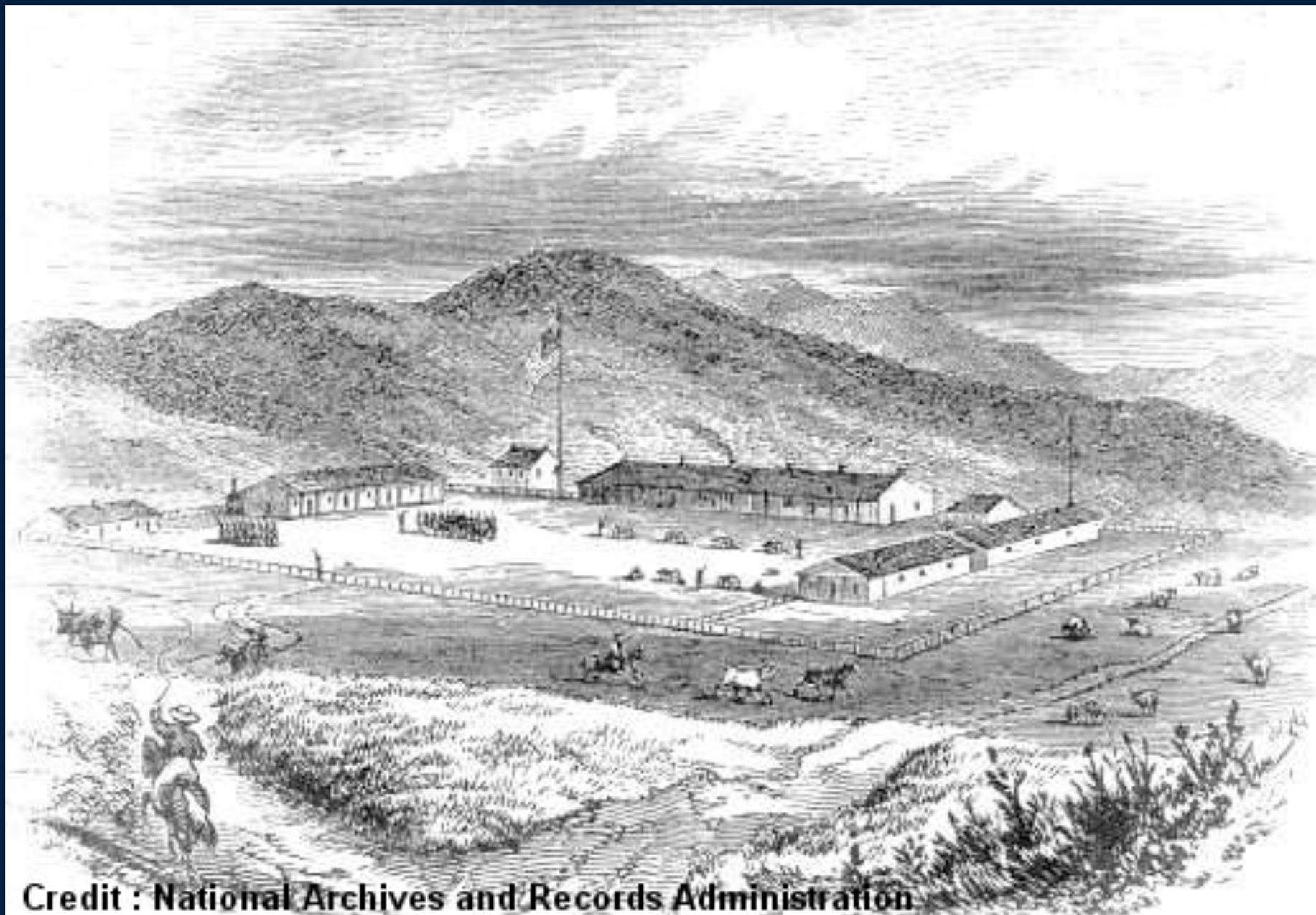
**As a U.S. Army post, the Presidio protected commerce and trade, and played a logistical role in every major U.S. military conflict from 1848 until closure. World events and those on the home front - from military campaigns to the rise of aviation, from World Fairs to natural disasters - left their mark on the Presidio landscape.**



**On October 1, 1994, the Presidio became part of the Golden Gate National Recreation Area. Since 1998, the Presidio has been jointly managed by the National Park Service and the Presidio Trust.**

**The Presidio Trust is a special public-private governmental agency tasked with managing most of the buildings of the Presidio and making the park financially self-sufficient by 2013.**

# NHL Contributors



**Credit : National Archives and Records Administration**

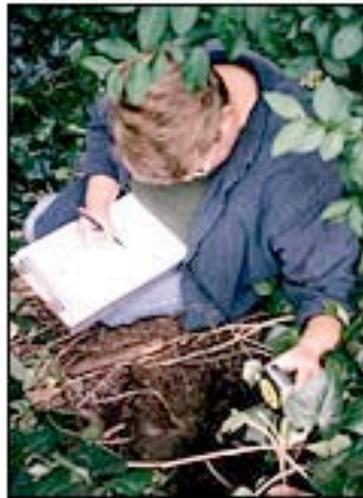






**Batteries**





**Section 106 Studies  
With Multiple Responsible Parties**

# **Administrative Challenges**

**Schedule influenced by :**

- **piecemeal funding**
- **condition of the facility**
- **local political commitments**

**Project nominated to Register of Priority  
Projects (Executive Order 13274)**

**Continuity and corporate memory are difficult to maintain for a project with such a long time frame.**

**During this period staff have left or retired from every major responsible agency during this period (2 SHPOs, FHWA, Caltrans and Presidio Trust) as well as the Western Regional Office Director for the National Trust, an important consulting party.**

**There can be confusion about roles and responsibilities.**

**The SFCTA is managing project, but actually most of the work is done by a team of consultants. Caltrans acts for FHWA which has responsibility for engineering and regulatory standards. National Park Service and Presidio Trust are land owners with 106 responsibilities as well as standing relationships with consulting parties.**

**Each agency has its own mission. Each transportation development agency and steward agency has distinctive approaches.**

**Building consensus therefore is critical to achieving Section 106 compliance given the different Section 106 “cultures” involved.**

**FHWA and Caltrans approach Section 106 more prescriptively and decision-making operated in a hierarchical fashion.**

**The NPS and the Presidio Trust evidently have a practice of dealing with Section 106 programmatically. Their project purposes and needs thus include the commitment to avoid and mitigate, whereas FHWA must document effects before considering mitigation.**

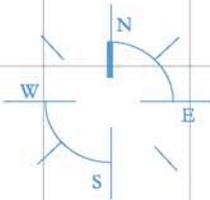
**The transportation agencies assumed that the steward agencies possessed complete assessments of their historic resources. However, the San Francisco Presidio is a complex historic property and the proposed undertaking required considerable survey and evaluation.**



## Survey and Evaluation

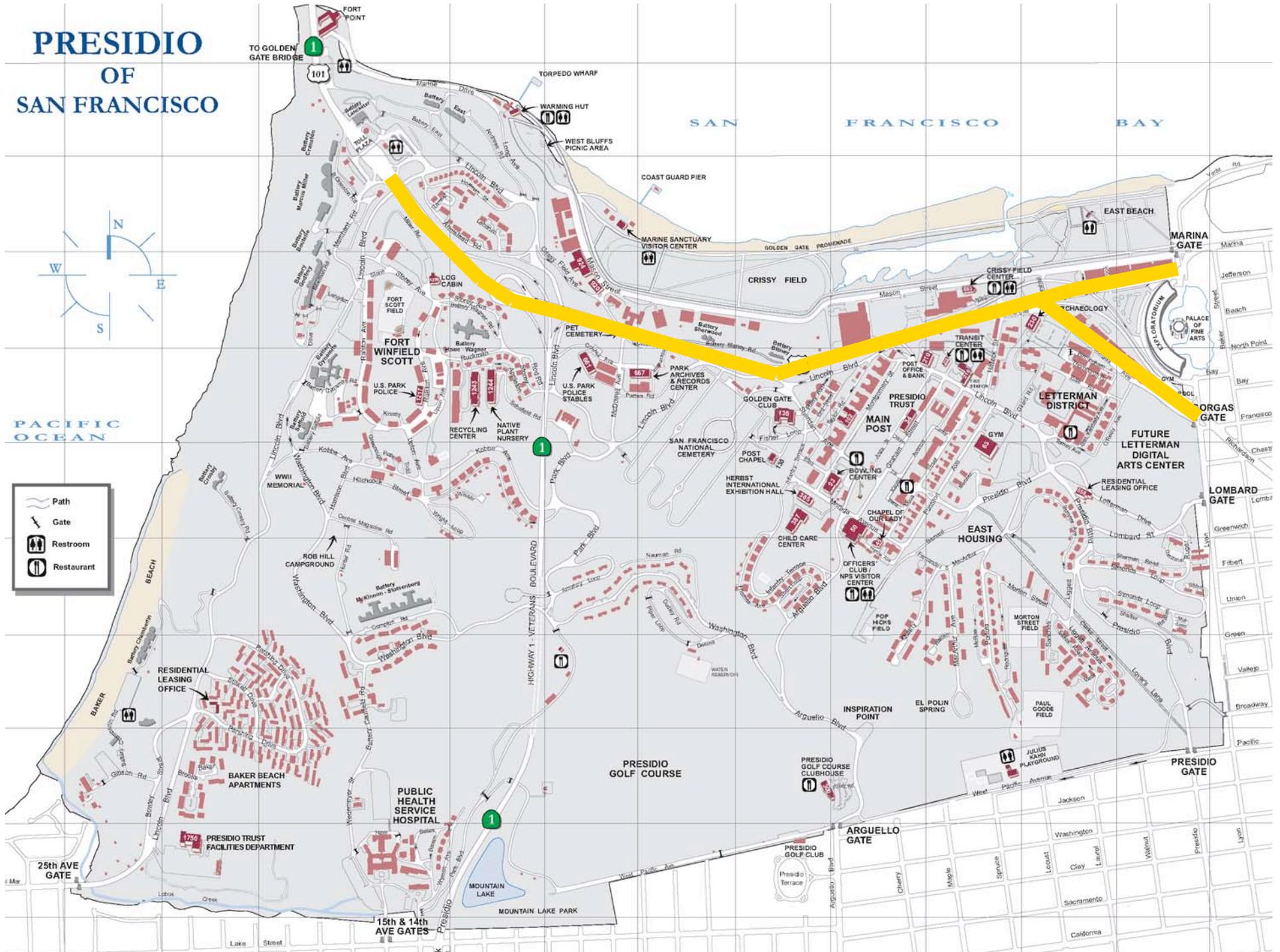
- **Old nomination information necessitated survey of Cold-War structures**
- **NHL only confirmed archaeological sensitivity-it was not an inventory**
- **Cultural Landscape to be yet to be defined (nine sub periods of significance)**

# PRESIDIO OF SAN FRANCISCO



PACIFIC OCEAN

- Path
- Gate
- Restroom
- Restaurant



**During archaeological survey Ohlone consultation observed a mixture of FHWA and National Park Service protocols.**





# Cold War Buildings



# Effects Analysis Issues

- **Timing of Involvement of Interested Parties**
- **Linear versus Iterative Model**
- **Level of Detail**

## **Approach to the circulation pre-decisional information to Interested Parties**

**Though the responsible agencies met with interested parties (such as the National Trust, Fort Point and the Ohlones) there was a question about the circulation of draft reports before SHPO review given that all build alternative had adverse effect.**

## **Linear Workplan/Iterative Process**

**During the Finding of Effect stage the Presidio Trust and National Park Service have suggested design changes that have changed design alternatives.**

**Agencies similarly have different approaches regarding the Treatment Plan.**

# Effects on Individual Buildings







## Building 106- 1909 Band Barracks



**Doyle Drive designed to limit access to avoid conflicting with function of the Army's Presidio (and designed in response to topography).**

**The Presidio Trust property owner wants access. This and other concepts such as the parkway alternative highlights the challenges of adaptive reuse and the ironies inherent in such an effects analysis.**

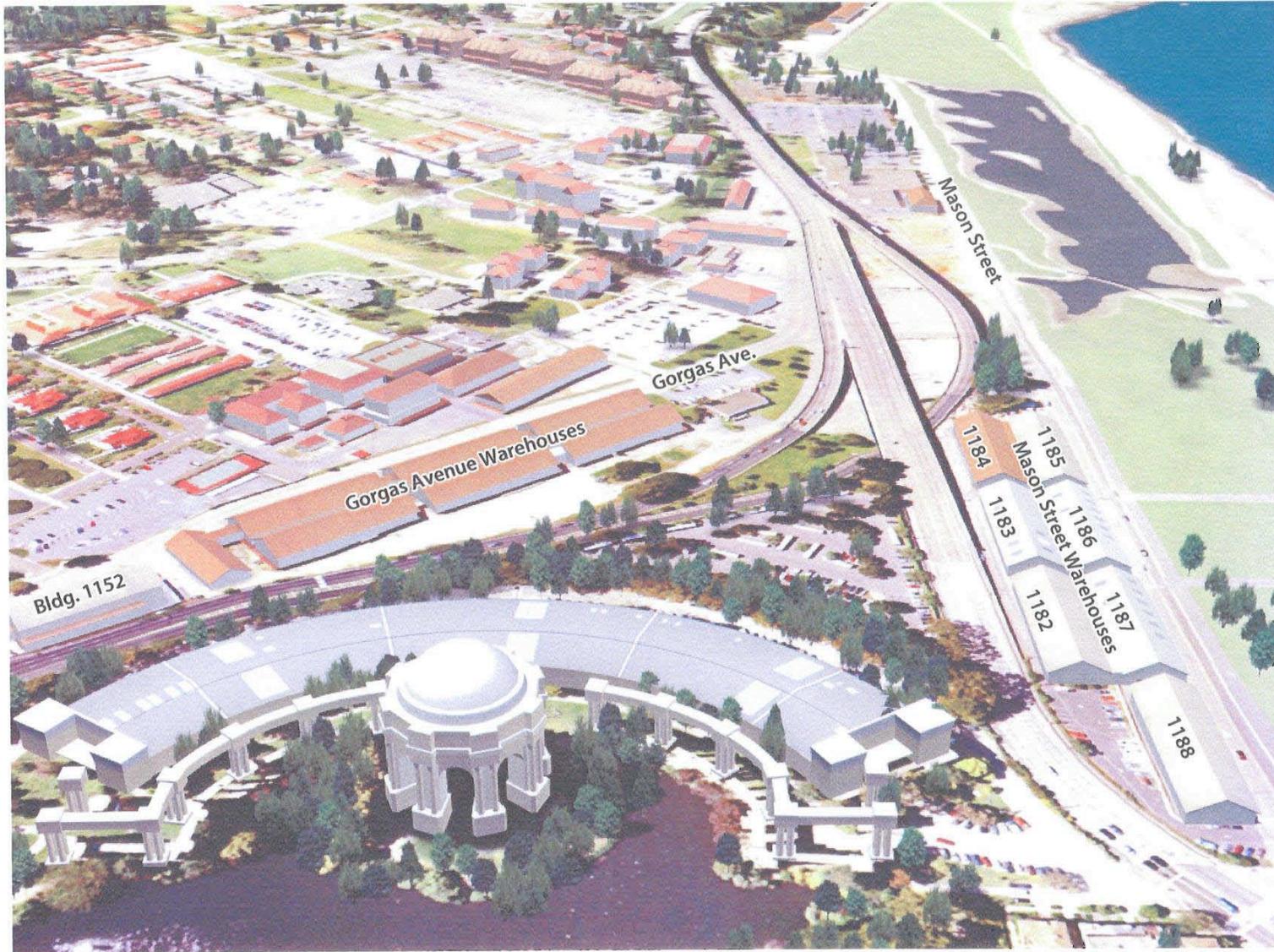






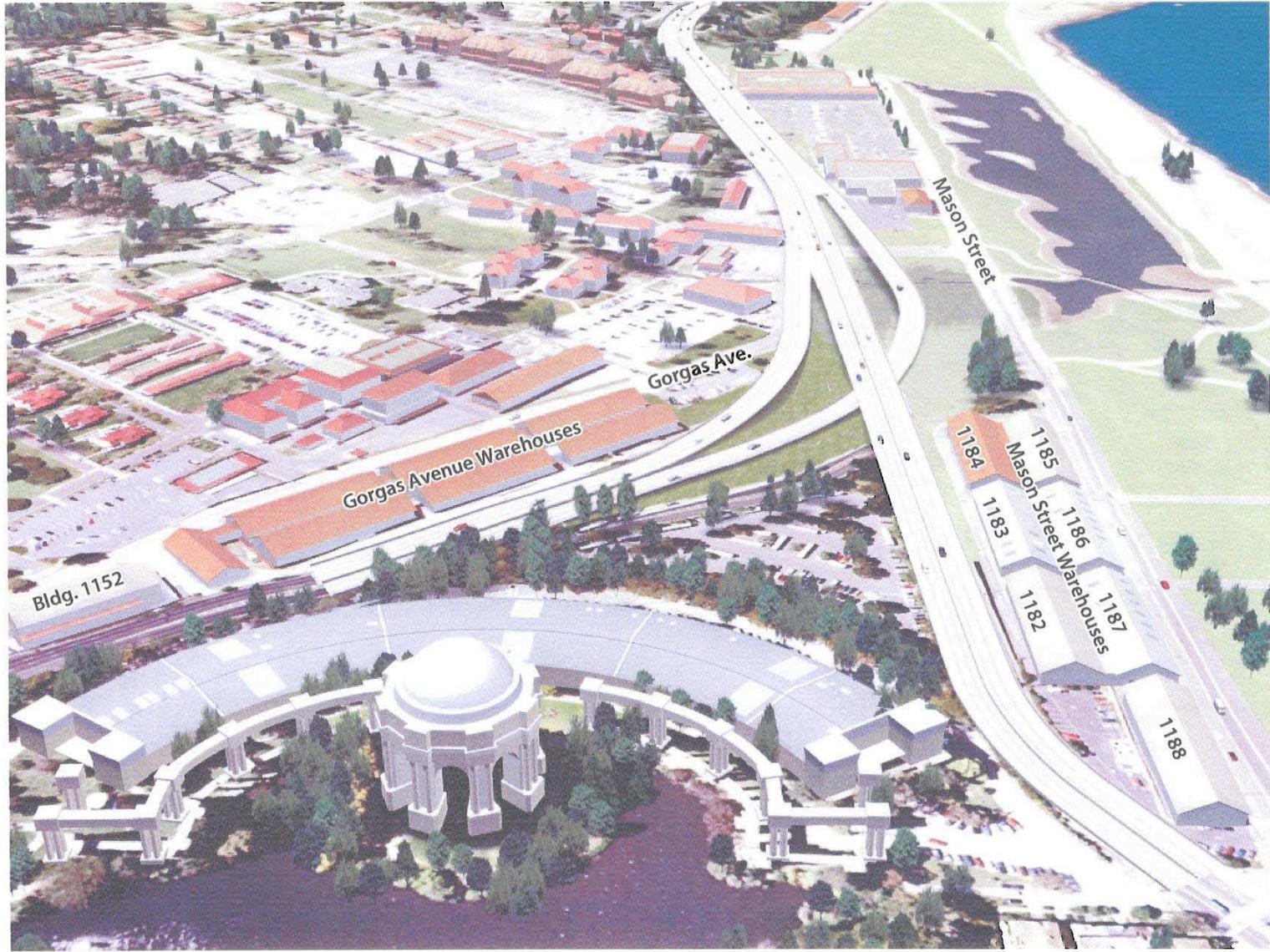
## Cultural Landscape Issues

What constitutes boundary erosion of both a park and NHL? The analysis needs to synthesize the loss of buildings, loss of buildings that constitute boundaries, loss of hardscape and greenscape, and changes to the historic topography, such as the bluff that separates the upper and lower post.



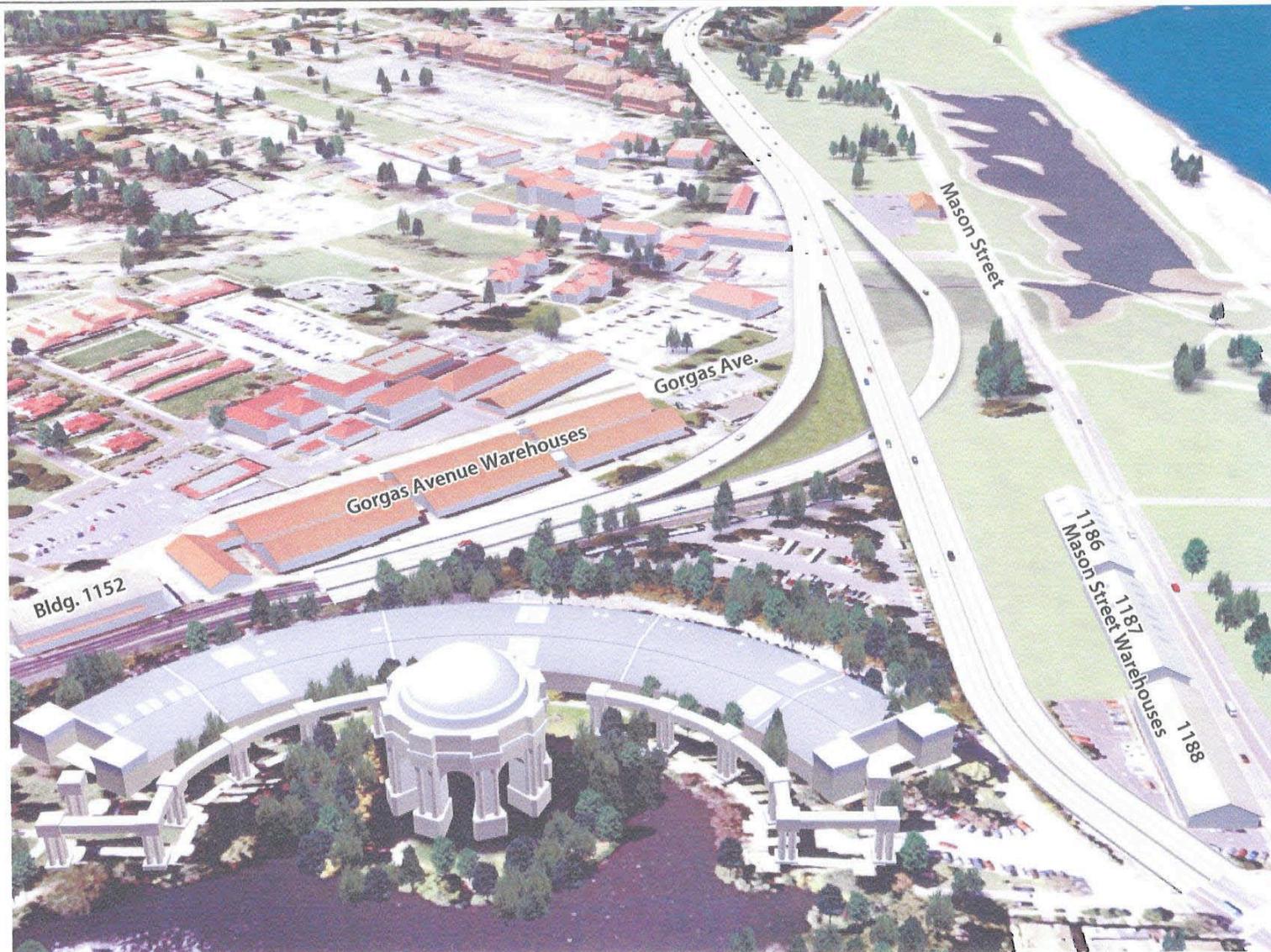
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**Figure 22a**  
**Mason Street/Palace of Fine Arts—No Build, Looking West**



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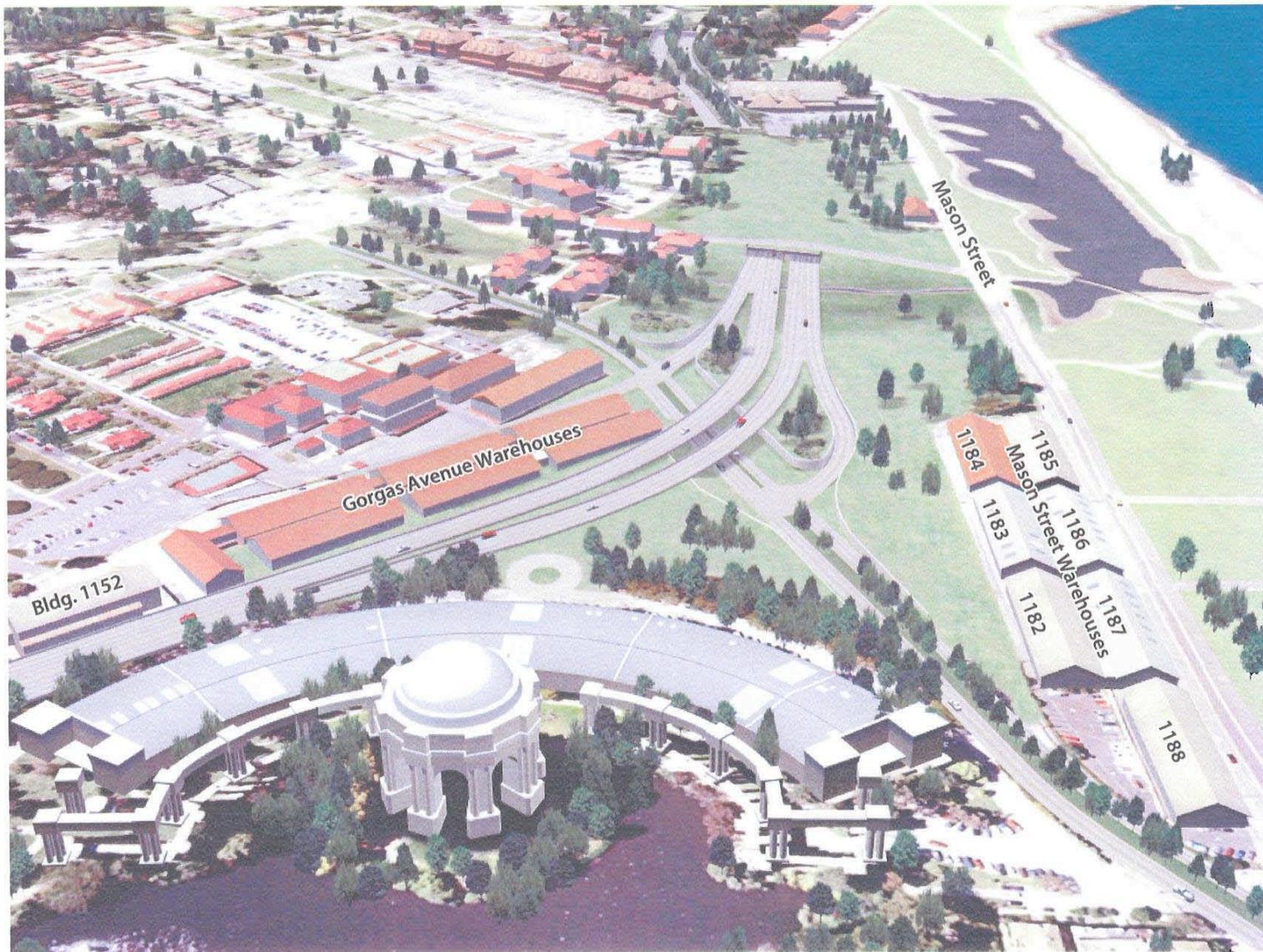
**Figure 22b**  
**Mason Street/Palace of Fine Arts—Alternative 2—No Detour, Looking West**



Note the absence of warehouses 1182, 1183, 1184, and 1185.

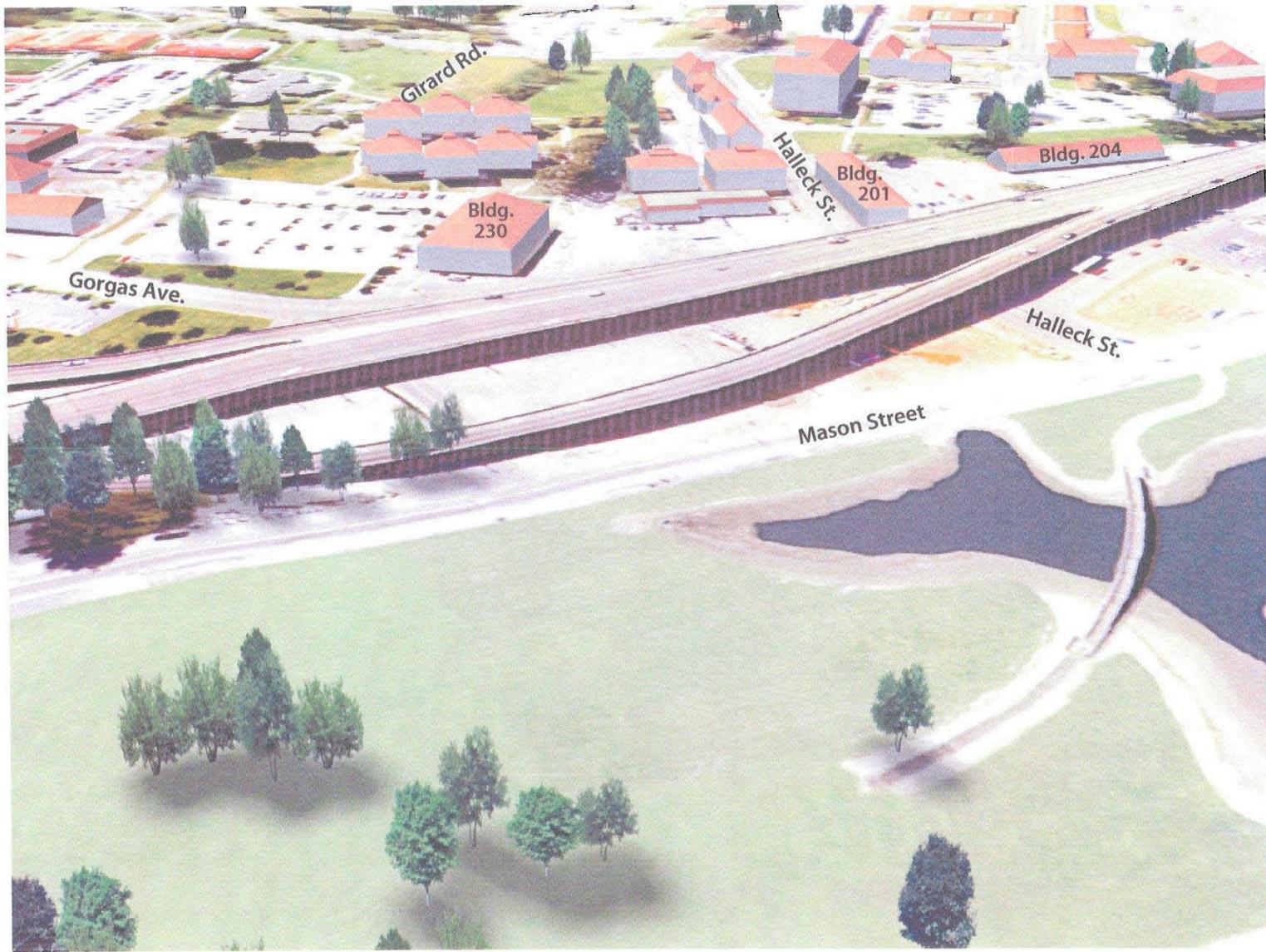
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**Figure 22c**  
**Mason Street/Palace of Fine Arts—Alternative 2—with Detour, Looking West**



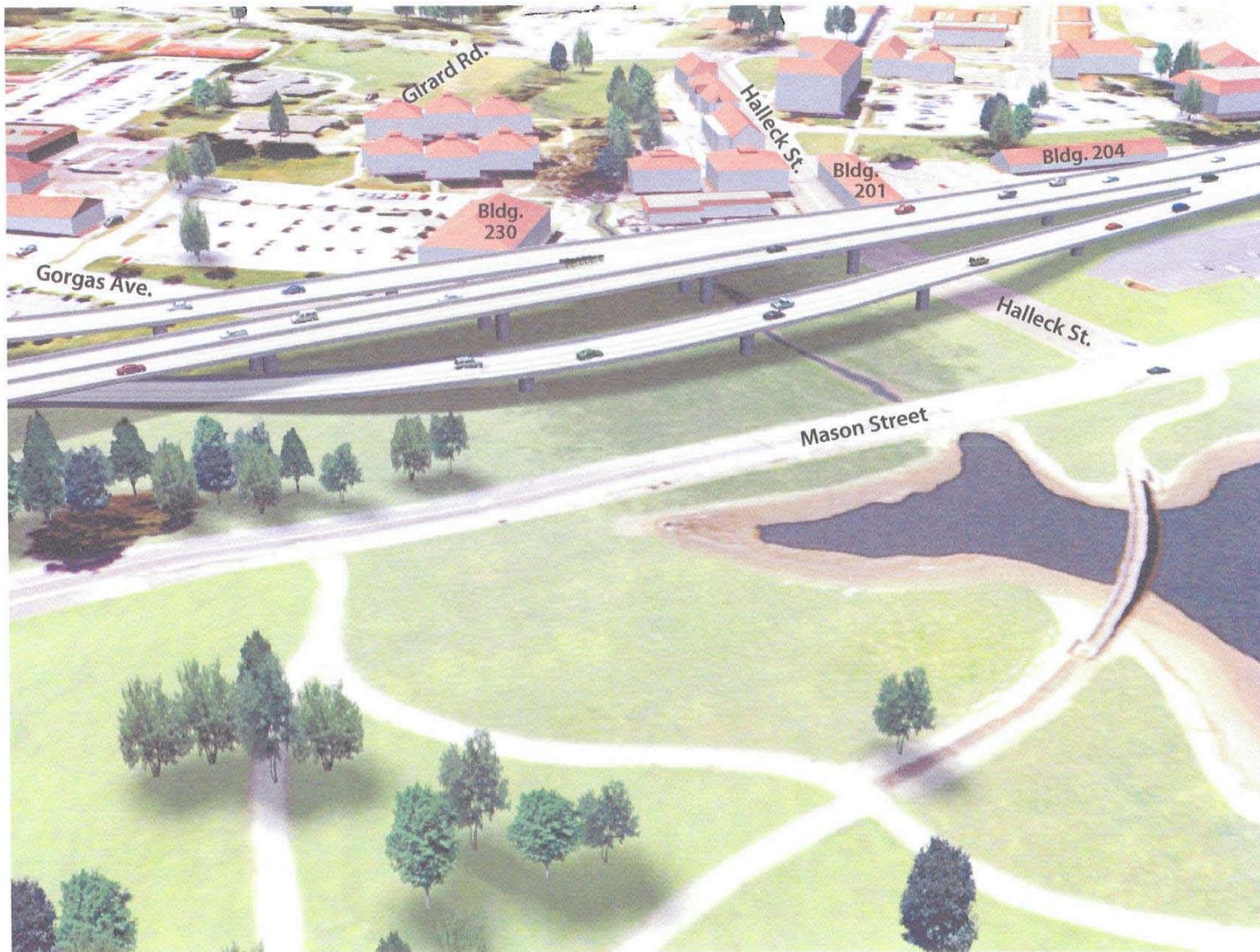
Note the absence of Buildings 201, 204, and 230 and changes in topography.

**Figure 22e**  
**Mason Street/Palace of Fine Arts—Alternative 5—Circle, Looking West**



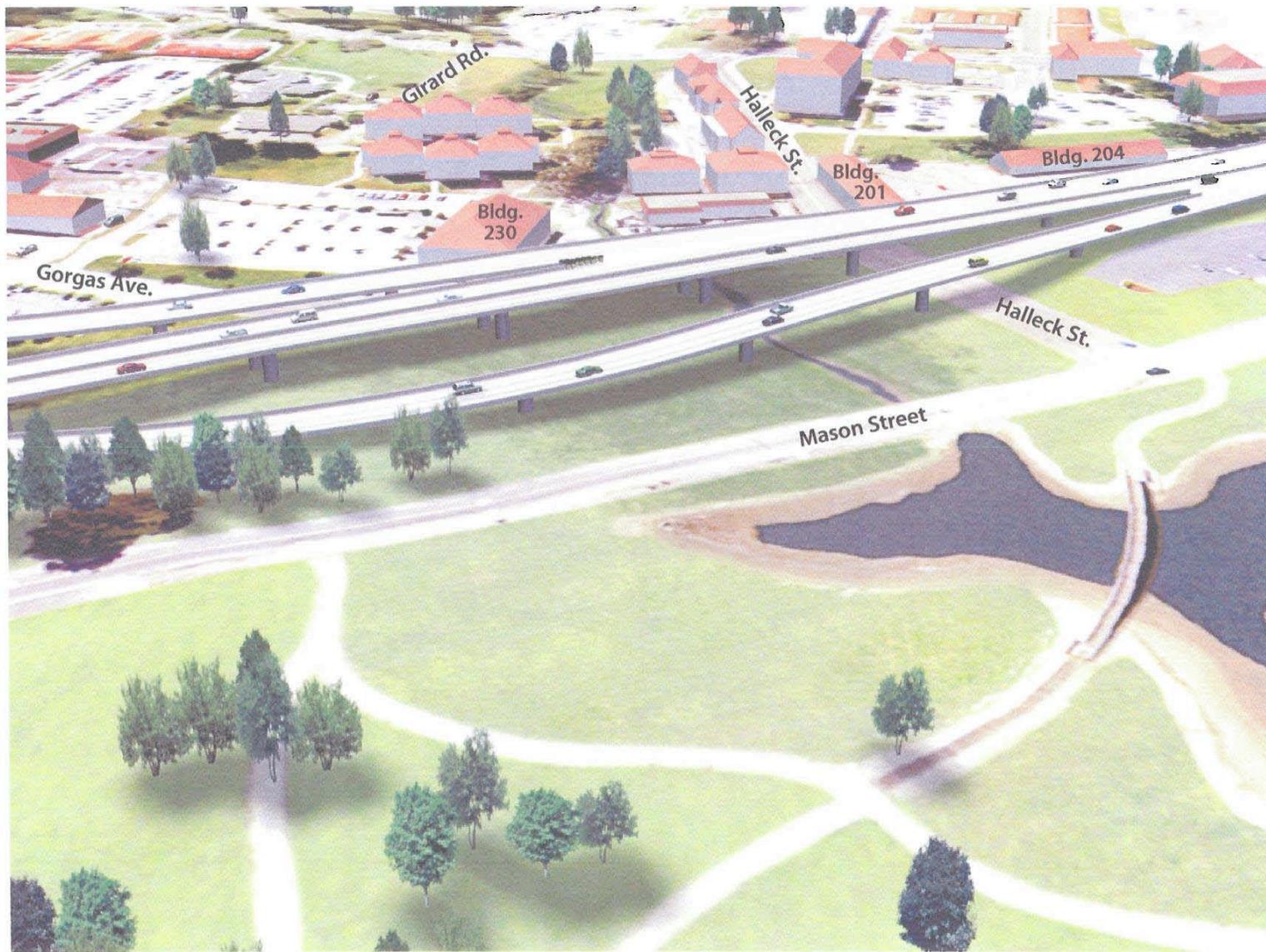
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**Figure 20a**  
**Halleck Street—No Build, Looking South**



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**Figure 20b**  
**Halleck Street—Alternative 2 – No Detour, Looking South**



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**Figure 20c**  
**Halleck Street—Alternative 2 – with Detour, Looking South**



Note absence of Buildings 201, 204, and 230 and accompanying network of streets.

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**Figure 20d**  
**Halleck Street—Alternative 5, Looking South**



**The End**



# **Image Credits**

**Jones and Stokes**

**JRP Historical Consulting Services**

**National Parks Service**

**Parsons Brinckerhoff**

**San Francisco County Transportation Agency**