

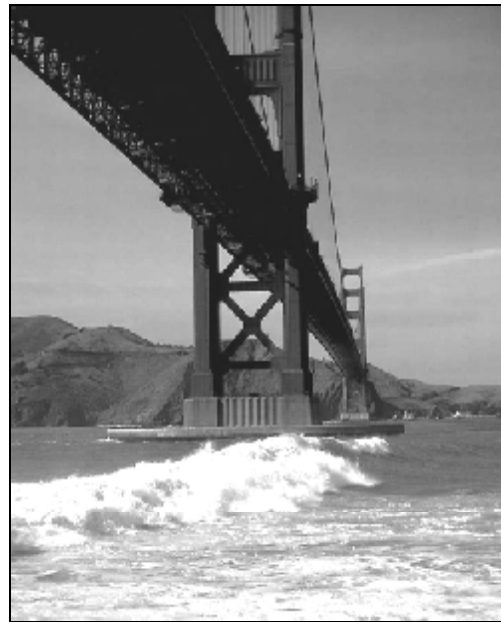
In 1972, the Golden Gate National Recreation Area was created, and the Presidio was designated to be part of the recreation area if the military ever closed the base. As part of a military base reduction program in 1989, Congress decided to close the post. As such, the Presidio was transferred to the National Park Service on October 1, 1994. Then in 1998, the management of the Presidio became split between the National Park Service (Area A) and the Presidio Trust (Area B).

### 1.3 Project History

The history of this project dates back to 1933 when the Golden Gate Bridge and Highway District (renamed in 1969, the Golden Gate Bridge Highway and Transportation District) started construction on Doyle Drive as the southern approach to the Golden Gate Bridge. Doyle Drive was named after Frank P. Doyle, a director of the California State Automobile Association. Mr. Doyle was a roadway advocate and civic leader, and the first private citizen to cross the Golden Gate Bridge.

Doyle Drive was designed and built to operate with three, three-meter (ten-foot) lanes in each direction, separated by painted double stripes. In September 1945, Doyle Drive became a state highway. Subsequently, the California Division of Highways, now known as Caltrans, assumed responsibility for maintenance of the section extending from near the Golden Gate Bridge toll plaza to the Palace of Fine Arts and the Marina District of San Francisco.

In 1955, the Golden Gate Bridge Highway District requested that the State widen and reconstruct Doyle Drive to handle increasing congestion. In 1962, the District specifically asked for an eight-lane divided roadway as part of a proposed Golden Gate Freeway. The proposal was not pursued due to public objection. In 1970, after a fatal accident on the facility, the National Transportation Safety Board recommended that Doyle Drive be upgraded to current freeway design standards. In 1973, a *Draft Environmental Impact Statement* (DEIS) was completed for reconstruction of Doyle Drive as an eight-lane highway with a fixed median barrier. The public objected to the proposal, and the following year the state legislature passed the Marks Bill, which prohibited



Doyle Drive provides access to the Golden Gate Bridge

Caltrans from widening Doyle Drive to more than six lanes without the specific approval of the San Francisco Board of Supervisors.

In 1985, the San Francisco Board of Supervisors recommended that Caltrans develop alternatives that would improve safety but not increase the number of vehicles using Doyle Drive. Caltrans responded with two alternative recommendations: an eight-lane roadway design and a six-lane roadway design. The issues surrounding each of these alternatives were never resolved and a preferred solution was not identified.

### 1.3.1 Continued Studies: 1990's through Present

In 1991, Caltrans requested that the San Francisco Board of Supervisors revisit the most recent design concepts for Doyle Drive. The Supervisors responded with the establishment of the Doyle Drive Task Force, consisting of representatives from various local governments and public and private organizations. The Task Force considered design alternatives, developed a consensus on a preferred alternative, and in 1993 issued the *Report of the Doyle Drive Task Force*, which proposed a scenic parkway through the Presidio.

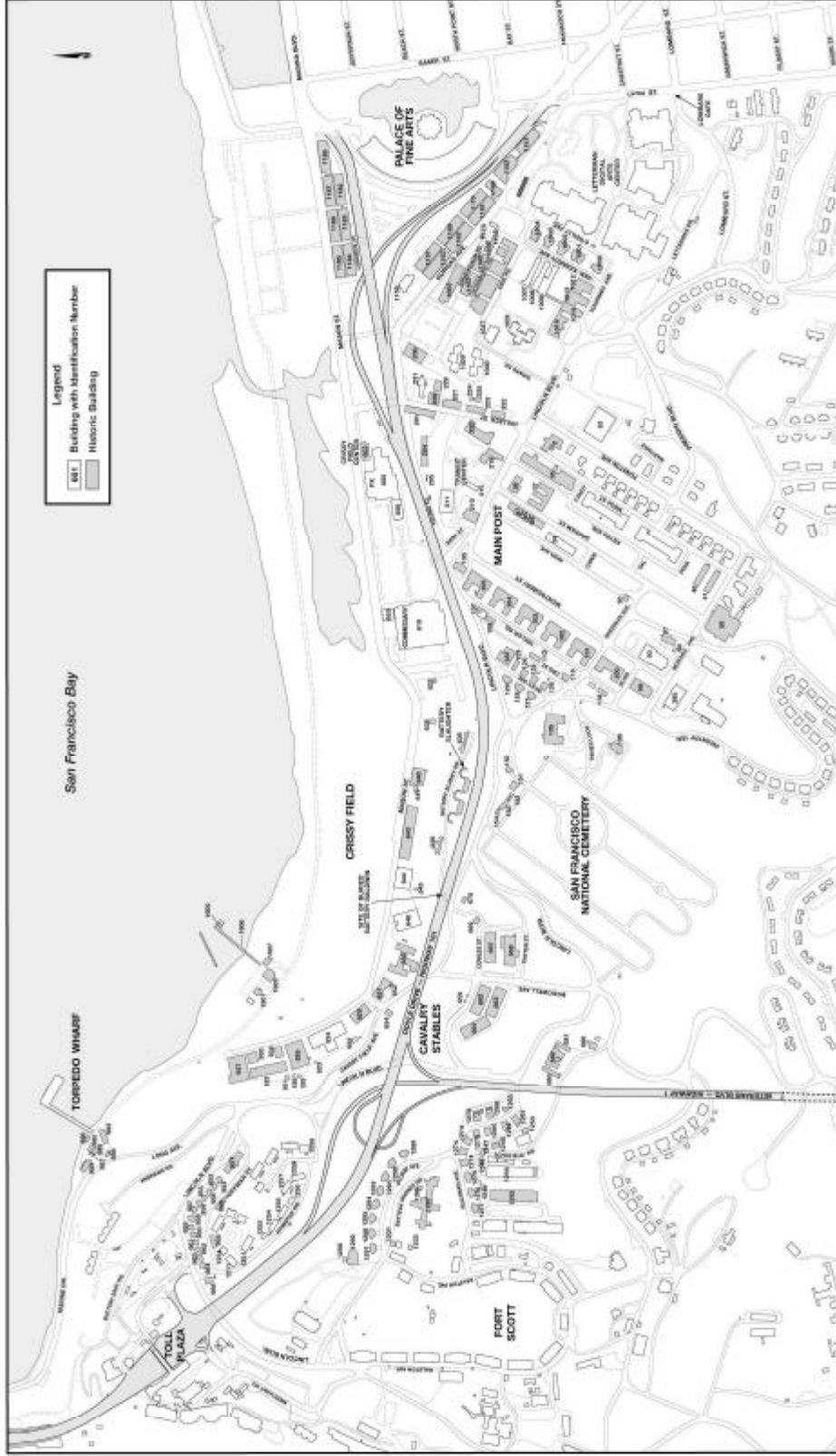


Historic structures within the Presidio

This parkway concept envisioned three travel lanes in a separate tunnel in each direction and an additional eastbound auxiliary lane between the Park Presidio Interchange and a new direct access point to the Presidio. In principle, the Board of Supervisors unanimously approved the recommendations of the Task Force and urged Caltrans to expedite inclusion of rebuilding Doyle Drive in the next state transportation funding cycle.

In the same year, Caltrans completed a project study report for the replacement of Doyle Drive. The Task Force's recommended concepts were included in the alternatives evaluated in the Caltrans report.

Exhibit 1-2  
Doyle Drive and the Presidio





In July 1994, the National Park Service published the *Final General Management Plan Amendment* (GMPA), which identified the following objectives for Doyle Drive:

- redesign the Doyle Drive corridor as a parkway rather than a freeway;
- respect the Presidio's status as a National Historic Landmark District in redesign options;
- minimize the effects of noise and other pollution from the parkway on natural and recreational areas at Crissy Field and other areas adjacent to the Presidio;
- improve the Presidio entrance and circulation features as part of the Doyle Drive redesign; and
- maintain the functions that the Doyle Drive corridor provides as part of the regional and city transportation network.

Additionally, in 1994, the San Francisco County Transportation Authority initiated the *Doyle Drive Intermodal Study*, which was funded by a Caltrans state planning and research grant, "to further the development and ultimate implementation of a realistic and fundable replacement for Doyle Drive."

The results of the *Intermodal Study* were released in 1996. They supported the Doyle Drive Task Force and GMPA-recommendations that multi-modal and direct vehicular access, in and out of the Presidio, would be the central features of the replacement design.

The study also emphasized that the Doyle Drive replacement be designed as a parkway. Other important recommendations included building a transit center, and introducing transportation systems management and intelligent transportation systems technology, such as roadway surveillance cameras and real-time transit information kiosks.



View of Doyle Drive looking west

### 1.3.2 Related Plans and Projects

In addition to the proposed South Access to the Golden Gate Bridge - Doyle Drive Project, other planning efforts for future projects and developments in the Presidio are moving forward. Some of these plans include: the National Park Service's *General Management Plan Amendment* (GMPA); the Presidio's *Vegetation*

*Management Plan (VMP); the Presidio Trails and Bikenways Master Plan; and the Presidio Trust Management Plan (2002). More information about these plans, and other projects within the Presidio, is presented in Chapters 3 and 5 of this document.*

### 1.3.3 Environmental and Engineering Analysis: the Next Step

This environmental document has been initiated as the next step in the progression of the proposed South Access to the Golden Gate Bridge – Doyle Drive Project (Doyle Drive Project).

Under the *National Environmental Policy Act (NEPA)*, an environmental analysis must be performed if the proposed action is being implemented by a federal agency, requires a federal permit, has federal funding or requires a federal approval action. At the state level, any agency that proposes a major action is required to comply with the *California Environmental Quality Act (CEQA)*.

Since the Doyle Drive Project, is being initiated by state and county agencies, and is programmed for federal funding, it must follow federal and state environmental laws (NEPA and CEQA). Pursuant to these environmental regulations, this *Final Environmental Impact Statement/Report (FEIS/R)* contains a discussion of proposed project alternatives, existing environmental and community resources, potential permanent and temporary impacts, and proposed mitigation. In addition, this document provides information about the comments received and discussions from both the public and agencies to the DEIS/R, as well as from continued project development. Pursuant to CEQA, this document also identifies the environmentally superior alternative (see Chapter 4).

## 1.4 Project Purpose and Need

NEPA analyses require that a proposed project's alternatives be developed based upon the project's purpose and need. The purpose and need statement should clearly and succinctly explain why the project is needed and the project's intended purpose. The purpose and need is considered the cornerstone of NEPA environmental documentation.

The following purpose and need statement was prepared in accordance with FHWA *Technical Advisory T 6640.8*. It also reflects the recommendations of federal, state, regional, and local agencies, as well as community members and legislators who have, over the past three years, refined the project's purpose and need through a collaborative process.