

PROGRAMMATIC AGREEMENT STATUS REPORT

AMONG

**THE FEDERAL HIGHWAY ADMINISTRATION
THE CALIFORNIA DEPARTMENT OF TRANSPORTATION
THE SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY
THE PRESIDIO TRUST
THE NATIONAL PARK SERVICE
THE DEPARTMENT OF VETERANS AFFAIRS
THE CALIFORNIA STATE HISTORIC PRESERVATION OFFICER
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION
THE SAN FRANCISCO RECREATION AND PARKS DEPARTMENT**

FOR THE

**SOUTH ACCESS TO THE GOLDEN GATE BRIDGE
DOYLE DRIVE REPLACEMENT PROJECT
SAN FRANCISCO, CALIFORNIA**

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Introduction

The purpose of this mitigation status report is to provide all parties to the programmatic agreement (PA) with a semi-annual report describing how the Federal Highway Administration (FHWA) is carrying out its responsibilities under the PA, as stipulated in the PA. This report will be made available to the public, and the public will be invited to provide comments to the FHWA, as well as to the Advisory Council on Historic Preservation (ACHP) and the California State Historic Preservation Officer (SHPO). At the request of the ACHP or the SHPO, the FHWA shall supplement this process through meetings to address comments and/or questions.

Doyle Drive, or Route 101, serves as the south access to the Golden Gate Bridge. Winding 1.5 miles along the northern edge of San Francisco, the roadway 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). The project area extends on the west from the Golden Gate Bridge Toll Plaza to Broderick Street on the east, and includes Richardson Avenue, Gorgas Avenue, and Marina Boulevard, providing access to the Golden Gate National Recreation Area (GGNRA), the Presidio, the Golden Gate Bridge and the Palace of Fine Arts (Figure 1).

Originally built in 1936, Doyle Drive is structurally and seismically unsafe and has reached the end of its useful life and must be replaced. The Presidio Parkway was identified as the Preferred Alternative for the Doyle Drive replacement. The Presidio Parkway will replace the existing roadway and, when completed, will improve the seismic, structural, and traffic safety of Doyle Drive.

In December 2008 an accelerated schedule was developed for the project that necessitated the completion of a number of stipulations in the PA in an expedited fashion. This has required that the mitigation implementation plan (MIP) be prepared concurrently with the development of Plans, Specifications, and Estimates (PS&E) and as other construction details have become defined.

The project currently consists of work divided into eight contracts. Contract 1 is currently underway and consists of the majority of project design and environmental mitigation. Contract 2 covers preconstruction activities such as the utilities relocation program that must be implemented before work on the structures can begin.

Contracts 3 through 7 are the construction contracts, which divide the Undertaking into five sections as shown in Figure 2. The schedules of some of these contracts will overlap and some work will be concurrent. Contract 8 is for post-construction landscaping.

The following is an update on the status of the implementation of the stipulations of the PA and constitutes the first semi-annual report as required by the PA. This report covers activities included in Contracts 1 and 2; Contracts 3 through 8 have not yet begun.

Status Report

Stipulation I—Roles and Responsibilities of Signatories

Stipulation I outlines the roles and responsibilities of each of the signatories of the PA.

A. FHWA/Caltrans/SFCTA

Caltrans and the San Francisco County Transportation Authority (SFCTA) have been working to jointly implement mitigation measures as prescribed in the PA. Because of the expedited schedule and the multiple contracts under which the project will be constructed, the schedule for implementing mitigation measures has necessarily been developed to coordinate with the construction schedule. Caltrans and the SFCTA are carefully scheduling and implementing all mitigation to ensure that all fieldwork needed for recordation commitments is completed and approved as specified in the PA prior to construction activities that might alter the resource. Consequently, preconstruction mitigation activities for one contract will run concurrently with construction mitigation and monitoring activities for another contract.

B. Trust

Although the Undertaking is no longer entirely within Area A of the Presidio, the majority of it is.

Trust qualified staff has approved the qualifications of individuals and firms carrying out the terms of this agreement. So far this includes firms and individuals who are preparing the Historic American Landscape Survey (HALS), the Historic American Building Survey (HABS), the Historic American Engineering Record (HAER) documentation, the historic structure reports (HSRs), the pre-construction conditions assessments, and the building stabilization design, as well as additional survey work and effects determinations that have been needed in response to more developed design details.

Trust qualified staff has participated in reviewing all contract scopes, as well as technical reviews of deliverables to date. The deliverables will be discussed under the appropriate stipulation.

No National Register of Historic Places eligibility determinations, discoveries, or curation of collections have been made to date.

C. NPS

Two activities have been undertaken or will be undertaken in Area A: the relocation of Crissy Field Center is in progress in the East Beach area, and two stormwater outfalls will be constructed at a later date. The Crissy Field Center relocation will be discussed in greater detail under the appropriate stipulation.

D. VA

To date the Department of Veterans Affairs (VA) has participated in accordance with the PA. Currently, discussions are underway regarding how to best protect the historic fence along the north boundary of the cemetery during construction.

E. SFRP

To date the San Francisco Recreation and Parks (SFRP) Department has participated in accordance with the PA. The Undertaking has not been modified to pose a potential threat to the Palace of Fine Arts, the single property within the area of potential effect (APE) that is under their management.

F. Consulting Parties

To date the consulting parties have participated in accordance with the PA. Consulting parties have received, and were invited to comment on, drafts of the built environment treatment plan (BETP) and the archaeological treatment plan (ATP), as appropriate to their interests. Final plans were sent subsequently.

Stipulation II—Review of Project Design

As the project proceeds through the design phases for each contract, Caltrans and SFCTA's consultant team continue to review the proposed design elements to determine if additional effects will result. Additionally, as information regarding these elements became available, they were reviewed with members of the Treatment Oversight Panel (TOP) to ensure there was agreement about any potential effects. The TOP has been meeting on a monthly basis since January 2009 and is in frequent contact via email and telephone as needed. The TOP includes professionally qualified staff from the Trust, the NPS, Caltrans and the SFCTA, and includes staff from the FHWA and other agencies as appropriate. The ultimate goal of this panel is to ensure that the stipulations of the PA are met, and that the requirements of the treatment plans are satisfied. This group is working cooperatively and successfully to meet these objectives.

One project element that had not been considered in previous documentation is the temporary relocation of the Crissy Field Center to East Beach. The proposed location is wholly within Area A, within the jurisdiction of the NPS. The project component consisted of minor grading and the construction of a building pad for the placement of a temporary structure. Geotechnical boring and research of previous construction in the area indicated that the area had been covered with fill. Nonetheless, the NPS requested that pre-construction trenches be placed in the area where the grading and utilities trenching would be placed. They also requested that monitoring occur when the utilities trenching is conducted. The trenching took place in early July. No significant archaeological materials were found. Monitoring will occur when trenching for the utilities occurs.

At present, additional research is being conducted to ascertain whether two resources within the Presidio of San Francisco National Historic Landmark District might be affected by construction. These are Battery Slaughter and the Mason Street Rail Line.

For Battery Slaughter, borings were taken and schematic drawings and cross sections are currently being prepared to be compared with construction plans. This portion of the project includes the battery tunnel, which must fit between the National Cemetery on the south and the Batteries on the north. This effort to assess these potential effects is ongoing.

For the Mason Street Rail Line, research is being conducted to determine whether the rail lines are still extant beneath the paved surface. Utilities construction in this area could conflict with these rail lines if they are still present. This effort to assess these potential effects is ongoing.

As of this date, no additional adverse effects beyond those identified in the BETP and ATP have been identified.

Design work for both the project and the utilities relocation or upgrade have necessitated that the APE be expanded twice. For the first expansion, information was forwarded to the TOP and then to the SHPO on June 4, 2009, and concurrence was obtained from the SHPO on June 8, 2009, regarding the need to expand the APE. The second expansion was reviewed by the TOP as part of the monthly meeting and then forwarded to the SHPO on July 15, 2009. Concurrence was obtained on that same day. To date, the expansion of the APE has been entirely an issue of potential archaeological effects because none of the project elements have potential to affect the cultural landscape or the built environment. Figure 3 shows the expanded APE.

Stipulation III—Treatment Measures

A. Preparation of Treatment Plans

1. BETP

A BETP was prepared and completed in February 2009. Drafts of this plan were reviewed by the PA signatories and their comments were incorporated into the final plan.

a. Architectural Criteria

Architectural criteria were developed for the project and an architectural criteria report was developed and included as an appendix to the final BETP. The criteria are being used in ongoing landscape design and structural aesthetics meetings that include Caltrans engineers, landscape architects, and cultural resources staff; consultant engineers and landscape architects; Trust landscape architects and cultural resources staff; and an NPS representative. Representatives of SPUR also attend these meetings on occasion.

As project refinements are identified resulting from the project design process, the TOP reviews them and, where appropriate, compares the project refinements with the architectural criteria to ensure conformity. For example, both the design for the High Viaduct and proposed changes to the locations and design of the light standards have come before the TOP. To date, all project design refinements have conformed to the architectural criteria and no new adverse effects have occurred. At each monthly TOP meeting, additional design elements are reviewed as needed and it is anticipated that this review will continue through the preconstruction phase for each contract.

b. HABS/HAER/HALS Documentation

Work began on the HABS/HAER/HALS documentation in December of 2008 and is ongoing. Work on the HALS is the furthest along due to the necessity of documenting the cultural landscape prior to any ground disturbance. HABS and HAER documentation is proceeding as well, with the priority of completing the HAER photography and the HABS photography for buildings within the areas that will be constructed first. The photography is completed but the printing and processing are still in progress.

On June 29, 2009, a meeting was held with the TOP to review the progress on the documentation. Following this meeting, Caltrans and members of the consultant team met with Elaine Jackson-Retondo, NPS regional coordinator for the HABS/HAER/HALS programs, to review interim

deliverables for the documentation. The goal of this coordination was to obtain agreement that the mapping and photodocumentation program was sufficiently developed and of appropriate quality to allow the project to proceed to construction. All signatories of the PA indicated that if NPS Region was satisfied with the photography and the outlines of the HABS/HAER/HALS reports, they would also deem the documentation adequate for construction to begin. Subsequently, on June 16, 2009, members of the Northern California Chapter of HALS, who are employed by the contractor conducting the documentation, provided the SHPO with a presentation that included the Doyle Drive HALS project. Work will continue until draft reports are completed; the draft reports are anticipated to be complete by mid-2010.

c. Historic Structures Reports/Conditions Assessments

Concurrent with the documentation program has been the preparation of HSRs and conditions assessments. At this time, nearly all of the historical research, structural assessment, and technical studies are complete for the HSRs and the reports are in preparation.

In terms of the conditions assessments, expansion of the APE—especially the temporary construction easements (TCEs)—required that the list of 38 buildings receiving conditions assessments be expanded to include all 69 buildings within 200 feet of construction activities. Although this nearly doubled the number of buildings being reviewed for potential project impacts, this work is being conducted more as a precautionary measure and it is unlikely that the number of buildings that are adversely affected or those requiring mitigation will increase. All of the fieldwork for the conditions assessments has been completed and the first few reports for the initial contract areas are in draft form.

d. Conduct Vibration Studies

In fulfillment of this Stipulation, Caltrans' Office of Geotechnical Studies conducted a vibration analysis to determine the maximum threshold for construction-induced vibration that can be safely experienced by buildings within 200 feet of construction activities. Tests determined that the ambient vibration level in several locations already meets or exceeds the .08 peak particle velocity (PPV) of 1 inch per second, the upper level of vibration to which historic masonry buildings should be subjected as stated in the Final Environmental Impact Study.

Additional resources were consulted regarding vibration effects on historic buildings and to determine the likely levels of potential construction-induced vibration at specific buildings, based on the buildings' distance from the activity, the anticipated construction equipment's known vibration levels, the soil condition and its expected response to vibration, and the condition of the buildings. Most of the studies concluded that 0.5 inches per second PPV experienced at historic buildings, limited to single impact or low-rate repeated impact, will not likely cause damage. A lower limit of 0.3 inches per second PPV has been recommended to be used as a safe threshold for vibration levels at the receptors (the historic buildings) to limit the potential for damage. Buildings within 200 feet of construction will be monitored throughout the duration of construction to ensure that vibration levels stay below the recommended limit of 0.3 inches per second PPV and to ensure that this recommended level is indeed safe.

e. Preconstruction Protection

Preconstruction protection measures are currently being developed for the four building specified in the PA (201, 204, 230, and 670). This stipulation originally anticipated a preconstruction period

as long as one year, during which these buildings would need to be protected. However, due to the expedited schedule, prolonged protection measures will not be needed for these structures because the preconstruction period will not be lengthy. In fact, plans to demolish and salvage portions of these buildings (as needed) are currently being developed in tandem with the HABS fieldwork. This work is being conducted by Caltrans and the consultant team and is being coordinated with the Trust to develop sound demolition, salvage, and recycling specifications for the buildings. A preliminary list of materials to be salvaged has been prepared and, once finalized, will be used by the salvage contractor for the preparation of deconstruction plans.

Preliminary work for the HSRs and conditions assessment reports indicated that additional buildings—Buildings 106, 228, 966, and 651—will require stabilization prior to construction. Ongoing conditions assessments may indicate that other structures will require protection measures. Stabilization designs for the known buildings are in progress.

As conditions assessments are completed and vibration data and construction methods are developed, other buildings may be identified that require stabilization or other protection measures. Construction engineers and geotechnical engineers are studying construction methods and equipment to ensure that construction will stay within the prescribed vibration limit to avoid impacts to buildings, thus avoiding the need to stabilize additional buildings and minimize stabilization of the weaker buildings.

f. Salvage

The Trust and Caltrans are working together to develop a waste management plan that identifies diversion goals (i.e. percentage of waste that does not end up in landfill), building elements that can be salvaged and reused in other Trust projects, and procedures for reusing, salvaging, and recycling materials. As part of this effort, a preliminary list of materials to be salvaged, by building, has been developed. Additionally, a field review between Caltrans cultural resources staff and the Trust's cultural resources staff have identified hardscape features that will be affected by the Undertaking and have determined what materials can be salvaged. The materials are primarily paving stones and brick, which will be removed and placed in a designated storage location for future use. The agencies will continue to work together on these plans, incorporating them into contractor specifications for work involving historical buildings and features of the cultural landscape.

g. Protection Measures during Construction

Because there are few buildings within the temporary construction easement, the majority of protective measures will be for hardscape features such as rock walls and curbs. Measures include designating the features as environmentally sensitive on the project plans and installing high-visibility fencing around the features. Some larger structures and buildings that are within the easement will have concrete barriers installed around them. Many of these measures are currently being installed. Buildings outside of but close to construction activities are indicated on the project plans as historic and will be protected with debris netting as needed.

h. Monitoring

Monitoring for the built environment began on August 3, 2009 with the tree removal program. Sensitive resources are delineated on plans and are protected using a variety of methods, including installation of K-Rail and orange construction fencing as needed.

i. Rehabilitation

No progress has been made on this stipulation.

j. Post-Construction Assessment and Re-evaluation of Resources

No progress has been made on this stipulation.

k. Preparation of NHL Nomination for the Golden Gate Bridge

No progress has been made on this stipulation.

l. Preparation of NHL Update for the Presidio of San Francisco

No progress has been made on this stipulation.

m. Interpretation

Discussions of general interpretation options are scheduled, but have not yet begun.

2. Archaeological Treatment Plan

Drafts of the ATP were reviewed by the PA signatories at the same time the BETP was reviewed.

a. Pre-Construction Exploration for Archaeological Resources

Caltrans is currently reviewing a plan for a program of preconstruction exploration for archaeological resources to accompany the utilities relocation program as outlined in the ATP and the MIP. Once Caltrans has approved this plan, it will be reviewed by the TOP and, when all signatories are in agreement with the plan, it will be implemented. It is anticipated that this work will begin by the end of September.

b. Protection

No work is currently occurring in the vicinity of CA-SFr-6/26 or any other known resources. Before work commences near known resources, the protection measures outlined in the ATP will be implemented.

c. Monitoring

Tree removal began on August 3, 2009. Monitoring is ongoing. It is anticipated that work will continue until the end of October 2009. Some isolated artifacts and a portion of an infrastructure system that was previously unrecorded were uncovered. These items were documented in accordance with the BETP requirements.

Utilities relocation began on August 24, 2009 and monitoring is on-going.

The only other monitoring activities that have occurred during the last 6 months include monitoring during geotechnical and hazardous waste borings. No intact archaeological deposits were encountered during the boring programs and monitoring reports for these programs are currently being prepared.

d. Unanticipated Discoveries

No unanticipated discoveries have been made as yet beyond a few isolated historic artifacts and remnants of historic-period infrastructure. One isolated prehistoric artifact, a single piece of groundstone, was located in a fill deposit near the stables. No other evidence of prehistoric archaeology or an archaeological site was observed.

e. Curation

In keeping with the PA, the isolated artifacts found so far have been provided to the Presidio Trust Curation Facility; these isolated artifacts were discovered within Area B.

f. Public Interpretation

No progress has been made on this stipulation.

B. Implementation

Over the course of the last 8 months, the TOP has met at least once a month to review the progress of the project, to review deliverables, and to resolve issues of resource impacts and project design. During this time, a draft MIP has been prepared to coordinate the treatment measures with the construction program. This MIP has been reviewed by the TOP and is now being used as the project goes forward to track the progress of mitigation as measures are completed and milestones are met.

Stipulation IV—Administrative Stipulations**A. Electronic Information Management**

No progress has been made on this stipulation.

B. Reporting

This bi-annual report is in compliance with the requirement.

C. Professional Standards and Report Dissemination

All activities accomplished pursuant to this agreement have been carried out by or under the direct supervision of personnel meeting the Secretary of Interior's Professional Qualifications Standards.

As yet, no reports have been prepared to disseminate.

D. Confidentiality

As yet, no reports have been prepared triggering this stipulation.

Stipulation V—Amendments

The temporary relocation of Crissy Field Center and the outfalls are in Area A, which is managed by the NPS-GGNRA and was not previously anticipated to be affected by the Undertaking. Stipulations I.B and I.C specifically state that none of the Undertaking will be constructed in Area A. Stipulation V states that, to address minor changes in the Undertaking or the treatment of historic properties

affected by the Undertaking, the FHWA may propose to the other parties revision to one or both historic properties treatment plans (HPTPs) or to the MIP rather than amending the PA. Upon written concurrence from the SHPO, Caltrans, the NPS, the SFCTA, and the Trust, the FHWA may revise the HPTPs or MIP to incorporate the agreed-upon changes without executing a formal amendment to the PA. The TOP is in agreement that the MIP is the appropriate means by which to address these changes. The SHPO concurred on June 8, 2009, that this is the appropriate means by which to address these changes.