MEMORANDUM

DATE	April 7, 2010	PROJECT NO.	07156
TO	Alexandra Galovich	PROJECT NAME	Treasure Island D4D/EIR
OF	Wilson Meany Sullivan 4 Embarcadero Center, Suite 3330 San Francisco, CA 94111	FROM	Carolyn Kiernat and Gretchen Hilyard
CC	File	VIA	Electronic

REGARDING : INFORMATION ON THE LANDSCAPE TREATMENT OF BUILDING 2; DESCRIPTION, CHARACTER-DEFINING FEATURES AND PROPOSED DESIGN CRITERIA FOR BUILDINGS 3

The purpose of this memorandum is to provide additional information about the treatment of Buildings 2 and 3, in response to certain findings in the Draft Historic Resource Evaluation Report (Draft HRER) "Treasure Island, San Francisco, California: Buildings, Structures and Objects Building Between 1947 through 1959 and Landscape Features from 1939 Through 1940" prepared by Knapp Architects, dated February 9, 2010.

- *Building 2:* The Draft HRER identifies certain landscape features that contribute to the eligibility of Building 2 under the California Register of Historical Resources (CRHR). This memo elaborates on alterations proposed within this CRHR eligible site.
- *Building 3:* The project sponsor is proposing to remove Building 111, which is a contributing feature of Building 3. In order to enable the EIR team to evaluate the potential impact of Building 111's removal, this memorandum provides additional information on the character-defining features of Building 3, some background on Building 111, and offers our opinion as to why Building 111's removal would be accomplished in a way that would not impair one's understanding of Building 3.

  In addition, the Draft HRER identifies certain landscape features that contribute to the eligibility of Building 3 under the CRHR. This memo elaborates on alterations proposed within this CRHR eligible contributing site.

Each of these topics is discussed at length below.

BUILDING 2

The project's *Design for Development* requires that rehabilitation of Building 2 be completed in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Secretary's Standards). The National Register of Historic Places documentation for Building 2 identifies the building and its architectural features as character-defining. The Draft HRER identifies additional landscape areas that it finds to be part of the setting of Building 2 under the CRHR. The Project Sponsor is providing additional information on the proposed treatment of the CRHR eligible contributing landscape features, so that the EIR team can evaluate whether the proposed alterations, in conjunction with a Secretary's Standards-compliant rehabilitation of Building 2 (as defined in the National Register), would

have a significant effect on Building 2.

The contributing landscape features around Building 2 are located in an L-shape, wrapping around the west and north sides of Building 2. Contributing features on the west side of Building 2 include:

- Location of the lawn between the building and Avenue D that provides a landscape setting for this side of the building. (Note: A portion of the lawn along the outer/west edge has been removed and paved.)
- Row of olives that define the outer edge of the landscape setting. (Note: Three of the original 12 trees are missing in this row.)
- Location of the concrete sidewalk that leads to entrance door. (Note: The split portion of the concrete sidewalk was added by the Navy and is a non-contributing feature.)

Contributing features on the north side of Building 2 include:

- The location of the lawn between the building and the edge of the California Avenue sidewalk.
- The location of the sidewalk leading to the entrance of the building. (Asphalt was added by the Navy.)
- The row of olive trees that define the outer edge of the landscape setting for the area in front of the building. (Note: Two of the original 11 trees are missing in this row.)

The project's treatment of the west and north legs of this area differs, and the two approaches are described separately below.

Western Leg. The relationship of the street, curb, sidewalk and planting area along the west side of Building 2 will be maintained to be consistent with the historic character of the contributing landscape features in this area. Along the West side of Building 2, a row of existing Olive trees will be relocated to the new planting area between the new sidewalk, in the approximate location as the existing sidewalk, and the building to maintain a character consistent with the current condition. The curb along this side of the building will be replaced in approximately the same location. A new sidewalk approximately 12 feet wide will be added along the curb, and a planting area approximately the same width as the existing condition will be improved, with the addition of the relocated Olive trees and low landscaping such as grass or gardens to maintain the plantings as a low foreground to the building. The existing pavement at the building entrance will be replaced with a similar treatment to maintain the existing character.

The attached illustration (Figure: 1T.1 Building 2 Landscape) illustrates the proposed treatment of the entire landscape area around Building 2. This material does not currently appear in the project's *Design for Development*, but it will be added to the next draft.

Northern Leg. In order to provide appropriate traffic circulation for the redevelopment

project, it is necessary to widen California Avenue along its entire length. In addition, to protect against flooding and potential sea level rise, the proposed project includes raising the grades of streets and new development areas on Treasure Island. These two changes will affect the northern leg of the L-shaped landscaping area that was identified as contributing to the setting of Building 2 in the Draft HRER.

The project proposes to minimize the impact of these alterations by replacing the existing landscape in this area with a new area that mirrors the same character and function as the existing one. These proposed changes include:

- Modification of the existing landscape zone between the curb and the building, which includes a 15' wide planting zone along the curb with Olive trees, a 7' wide sidewalk and a 53' wide landscape zone between the sidewalk and building face. After improvements to California Avenue, the curb line would be moved closer to the building and the strip between the sidewalk and curb would be 5' wide with new street trees, with an 8' wide sidewalk, and a 43' wide planting strip between the sidewalk and the building.

  The existing Olive trees have become overgrown and obstruct traffic clearance along California Avenue. These trees are a safety concern and also vulnerable to damage by passing trucks. The proposed project includes the relocation of the existing Olive trees to the planting strip on the south of the sidewalk in a row configuration that is consistent with the historic configuration of the trees. (While the entire planting area is 43' in width, the Olive trees would be relocated within the first 5' from the south of sidewalk.) The goal of relocation is to maintain the relationship between the Olive tree row and the building face, while moving the trees to a location that is more suitable for mature Olive trees. The planting below the relocated Olive trees would be low landscaping such as grass or gardens to maintain the plantings as a low foreground to the building.

- The change in elevation between the back of sidewalk and the building face would be approximately 1' and should generally not be perceptible as a slope to the public (slope would be approximately 1':43', or just over 2%).

- The alterations to the landscape features along the north side of Building 2 would maintain the overall character and significance of the building's landscape setting and entrance, while allowing for necessary street, traffic and safety concerns.

The provided street section (Figure: Section 2: Treasure Island) illustrates the typical conditions that will be in place after California Avenue is widened in front of Building 2.

Please note that the areas north and west of Building 2 do include limited areas where low (i.e. no more than 25' in height) additions or new construction could be constructed. These areas are described in Section T.5.10 of the Draft *Design for Development* and were evaluated in the Draft HRER and not found to have an impact on Building 2.

BUILDING 3

Building 3 is a reinforced concrete building constructed by the Army Corps of Engineers between 1936 and 1938 as one of the three permanent buildings of the Golden Gate International Exposition (GGIE). The building is listed in the National Register of Historic Places as one of the best remaining examples of buildings constructed as part of the 1939-1940 Golden Gate International Exposition and as a highly successful example of Art Moderne style commercial architecture from the late 1930s. The main block of Building 3 is a concrete hangar. Several one-story additions were added around the base to transform it into the Palace of Fine and Decorative Arts for the GGIE. The period of significance for this building spans from 1938 to 1940.

The building features a triangulated steel truss structural system. A one-story reinforced concrete section runs along the south side of the building and was part of the building's original plan. Another one-story section wraps around the three other sides of the building and was to be removed after the GGIE. The building's north façade includes the primary entrance and a scalloped marquee and canopy. Replacement stairs and concrete planters were added in 1947. The hopper windows and exterior mounted sliding door on the north side were added during the Navy period. The lobby of the building has drop ceilings with large domes originally fitted with lights. Some of the building's original interior light fixtures are extant. The east side of the building has a large replacement sliding door. There is a two-story wood frame addition (ca. 1940s) on the southeast side of the building. The north and south sides of the main hangar have steel frame windows arranged in clusters of three and divided by intermediate piers. A one-story stucco-clad addition, known as Building 111, is located on the southeast end of Building 3 and obscures three original window bays of Building 3 in this location.

Character-defining Features

The character-defining features listed below, and illustrated in the Appendix (Figure: Building 3 Significant Character Defining Features), were derived from the State of California Department of Parks and Recreation DPR 523A forms prepared for Building 3 in 1997 and the National Register of Historic Places Form prepared in 2003.

Significant character-defining features are elements or materials that are characterized by a high degree of architectural and historic integrity.

Significant character-defining features of Building 3 include:

- overall form and massing of the hangar portion of the building, including the rectangular plan, stepped-up massing, bowed roof, and the one-story bustle on the south side that was part of the original hangar;
- full-height interior hangar space, triangulated steel truss structural system and exposed roof decking;
- cast-in-place concrete hangar walls;
- tapered square pylons and intermediate piers;
- clustered, multi-light, steel-sash windows;

- the recessed entry to the building, with scalloped marquee, curved canopy, and seven paired entry doors; and
- entrance lobby of Building 3.

Contributing features are elements that have a lesser degree of architectural significance and retain a high degree of historic integrity.

Contributing features of Building 3 include:
- one-story bustles on the north, east and west sides; and
- Building 111.

Non-contributing features are elements that generally postdate the period of significance or no longer retain sufficient historic integrity to convey their significance.

Non-contributing features of Building 3 include:
- interiors of the one-and-one-half story spaces that are on the east and west of the building, which have been altered;
- built out spaces in the main hangar, including the infill offices near the main lobby;
- sliding hangar door on the east side of the building; and
- wood frame addition on the southeast corner of the building.

The 2003 National Register Nomination Form explicitly excluded any landscape features from the site considered for nomination. It reads: "while there are a few plantings original to the GGIE, most have been replaced, thus the remaining landscaping and hardscape adjacent to the building no longer retain integrity to the period of significance and are excluded." However, the Draft HRER identifies the landscaping strip on the north side of Building 3 as contributing to Building 3's eligibility for listing in the California Register of Historic Places. The California-Register contributing landscaping strip is generally bounded by Building 3 on the south, California Avenue on the north, Avenue I on the east and, and the curb cut between Buildings 2 and 3 on the west (see Figure 6 of the Draft HRER). The only contributing feature is the presence of the landscape area located between the north side of the building and California Avenue. The lawn is the only contributing feature in this landscape area.

Proposed Design Intent and Design Criteria

The *Design for Development for Treasure and Yerba Buena Islands* requires that Building 3 be rehabilitated according to the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Secretary's Standards). While no detailed design for the reuse of Building 3 is available at this time, the project sponsor has identified an overall design intent, as well as some broad design criteria.

Design Intent

Building 3 sits in the proposed Island Center neighborhood, which includes both historic and new buildings. The project's goal is to preserve and enhance the existing historic resources in this area, including Building 3, while creating a unique and authentic focal point

for Treasure Island: the Island Center. New design within the Island Center will be introduced in order to activate the southern edge of Treasure Island as a vibrant mixed-use district. New residential construction adjacent to Building 3 (but outside its contributing site boundaries) will compliment Building 3 along the Clipper Cove promenade.

Design Criteria

Significant Character-Defining Features to be Retained. The project sponsor intends to retain the significant character-defining features of Building 3 as part of its rehabilitation. Such significant character-defining features to be retained include: the overall form and massing of the building, steel-sash windows and fenestration patterns, primary entrances, and other features that characterize the significance of Building 3 as one of the best remaining examples of buildings constructed as part of the 1939-1940 Golden Gate International Exposition and as a highly successful example of Art Moderne style commercial architecture from the late 1930s.

Contributing Features to be Altered. In order to provide appropriate traffic circulation for the redevelopment project, it is necessary to widen California Avenue along its entire length. In addition, to protect against flooding and potential sea level rise, the proposed project includes raising the grade of streets and new development areas on Treasure Island. These two changes will affect the landscaping strip that was identified as contributing to the setting of Building 3 in the Draft HRER under CRHR criteria. (As noted above, these landscape features were not considered contributing to the National Register site.)

The project proposes to minimize the impact of these alterations by replacing the existing landscape strip with a new strip that mirrors the same character and function as the existing one. The attached illustration (Figure: 1T.2 Building 3 Landscape) illustrates the proposed treatment of the entire landscape area around Building 3. This material does not currently appear in the project's *Design for Development*, but it will be added to the next draft. These proposed changes include:

- The widened California Avenue would be lined with street trees;
- The existing planting strip between sidewalk and curb is approximately 15' wide, and will be replaced with a planting strip that would be approximately 8 'wide;
- The existing sidewalk ranges in width from 6' – 11', and would be replaced by a new 8' sidewalk;
- The existing 11'-13' planting strip between Building 3 and the sidewalk would be reduced (or, in some places, enlarged) to 9'-14' and would be re-graded to allow for a transition between the elevation of the street and Building 3;
- The change in elevation would be approximately 1' and should generally not be perceptible as a slope to the public; and
- The planting strip would be replanted with compatible materials that create a low landscape foreground to the building.

The provided street section (Figure: Section 2: Treasure Island) illustrates the typical

conditions that will be in place after California Avenue is widened in front of Building 3. Although the proposed design includes the alteration of some vegetation features associated with the landscape strip to the north of Building 3, the overall character, form and relationship of the landscape strip and Building 3 will be retained.

Contributing Features to be Removed. The project proposes to remove Building 111 in order to allow for circulation, including fire access, around Building 3 and to allow for construction of housing on Block B3-A. The National Register nomination for Building 3 lists Building 111 as a structural element of Building 3. However, we have concluded that Building 111 was not designed as an integral feature of Building 3, but instead was an addition constructed to serve as a firehouse during the GGIE. Building 111 is currently in a poor state of repair and is rapidly deteriorating. For the reasons described below, we believe Building 111 can be removed in a manner consistent with the Secretary's Standards and in a manner that will preserve those physical characteristics of Building 3 that convey its significance under Criteria A and C, as will be described below.

Building 111 is a wood-frame addition constructed in 1938, which places it within the building's period of significance. The addition does not appear in 1937 construction photos of Building 3. The first story windows of Building 3 are shown in Figure 6 to extend all the way across the south façade. Building 111 now obscures three bays of this row of windows (see Figure 7). This implies that Building 3 was designed independently of Building 111 and that Building 111 may have been intended to be demolished after the GGIE. Although this building was constructed as part of the GGIE, the selection of materials for this building was not consistent with the more permanent materials selected for Buildings 1, 2, and 3. The selection of less permanent materials for Building 111 leads us to believe that this building was intended to serve a temporary purpose for the GGIE. Conceptual drawings for the Treasure Island Airport do not show a firehouse function (see Figure 8).

Based on its construction with less-refined materials, intended temporary function, and omission from the GGIE conceptual drawings, it is evident that Building 111 was a secondary addition to the GGIE plan (see Figure 9). We believe that Building 111 was included in the National Register listing because of its age, not because it is considered an integral feature of Building 3 as associated with the building's significance under Criterion A as the best remaining examples of buildings constructed as part of the GGIE, or and under Criterion C as highly successful examples of Art Moderne style architecture from the 1930s. Therefore, we believe that Building 111 does not significantly contribute to the historic character of Building 3. The benefits of its removal of this rapidly deteriorating building (see Figure 10) to create circulation around Building 3 and new housing along the Marina edge far exceed the contribution of the addition to the historic significance of Building 3. We believe that removal of Building 111 will not affect the overall National Register status of Building 3.

While the Secretary's Standards discourage the removal of character-defining features that date from the period of significance, less significant features can be removed without impacting the significance or character of the overall resource. An example of this is at Pier 17 along the San Francisco Embarcadero, where removal of a contributing element was

found to not have a significant impact upon the overall historic resource. The Port of San Francisco agreed that removal of a 1929 office addition on the north side of Pier 17 would not impact the overall eligibility of Pier 17 for listing in the National Register of Historic Places and concluded that the overall historic character of the pier would not be negatively impacted by removal of this feature. Removal of the 1929 addition was not considered to be a significant impact when viewed in the context of the improvements proposed by the overall project. In this case, the Final EIR determined that HABS-level photographic documentation of the 1929 addition would be an appropriate improvement measure. The Project Sponsor in that case has gone on to consult with the California State Office of Historic Preservation (SHPO) with the intent of obtaining Federal Historic Preservation Tax Credits for the Pier; SHPO staff have verbally indicated that the Pier would be eligible and that the removal of the office addition would not negatively impact the tax credit application.

In this case, we find Building 111 to be a contributing element of Building 3, but not a significant character-defining feature, as it does not display characteristics of a highly successful example of Art Moderne style commercial architecture from the late 1930s, nor does it appear to have been constructed as an integral component of Building 3. In fact, the location of Building 111 along the south façade of Building 3 obscures three bays of steel-sash windows, which are significant character-defining features of Building 3. In this instance, the design criteria would retain all significant character-defining features of Building 3, which together are the essential elements that characterize the significance of Building 3. Therefore, we believe that Building 111 can be removed in a manner consistent with the Secretary's Standards, and the overall ability of Building 3 to convey its significance under Criteria A and C will not be impaired.

Non-Contributing Features to be Removed. Certain non-contributing features, including the wood frame addition on the southeast corner of the building, would be removed. These features either lack historic integrity or were not constructed during the period of significance for the building and do not contribute to the overall significance of the building under Criteria A and C.

Future Refinements to the Design. During the process of designing the building, the project sponsor intends to consult with TIDA and SHPO on the proposed rehabilitation of Building 3 as part of the design of the Island Center. The design criteria may be refined during that process, but the underlying requirement that the building's renovation be compliant with the Secretary's Standards would not be changed.

1T.1 Building 2 Landscape

The landscape concept around Building 2 should support the service within the building.

Standards

Program Elements

- Access to building entrances shall be clear and accessible.
- Stormwater planters shall be used around the building.

Guidelines

Paving

1 • Enhanced concrete should be used along pedestrian path areas.

Lighting

- 12 ft pedestrian pole lighting for safety should be used and spaced at 30’ o.c..
- Accent lighting should be used on special features.

Planting & Earthwork

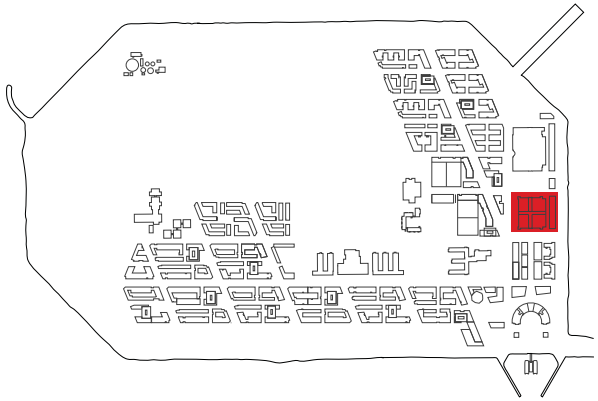
2 • Relocated existing olive trees along California Street facade.

3 • Low Planting

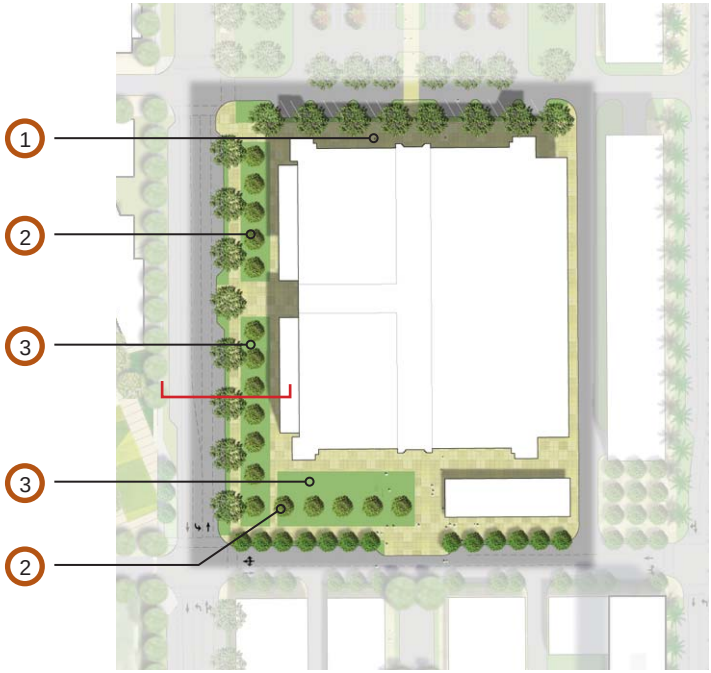
Native grass or shrubs.
Demonstration food garden.

Furnishing

- Seating
- Seat walls.

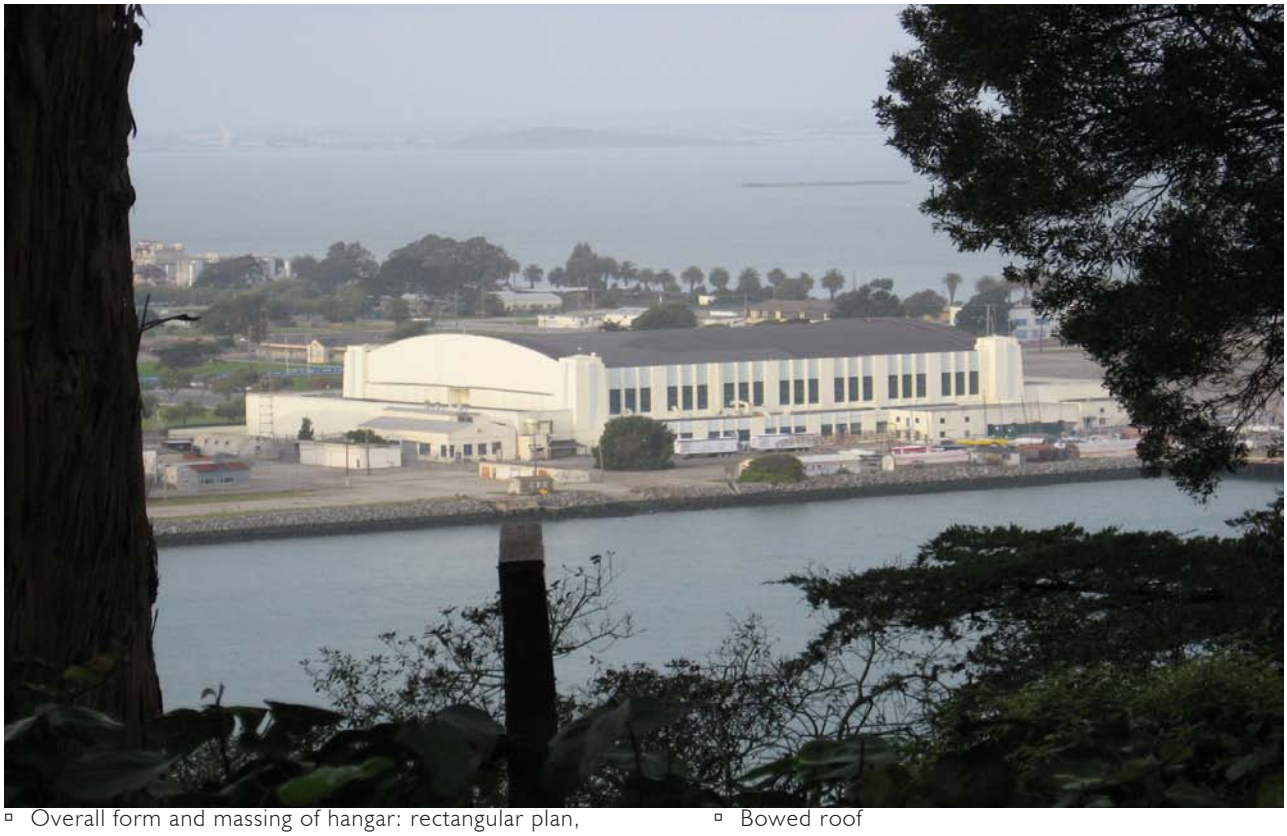


LOCATION DIAGRAM



RELOCATED OLIVE TREE
SETBACK
8'
5'
8'
5'
11'
10'
11'
5'
8'
5'
8'
84' R.O.W.
43'
Building 2

SECTION



- Overall form and massing of hangar: rectangular plan,
- Clustered, multi-light steel-sash windows
- One-story bustle on south side
- Bowed roof
- Stepped-up massing
- Tapered square pylons

- Entrance lobby

- Recessed entry, scalloped marquee, curved canopy
- Stepped-up massing

- Full-height hangar space and exposed roof decking
- Triangulated steel truss structural system

- Paired entry doors
- Curved canopy

Building 3 Significant Character Defining Features

1T.2 Building 3 Landscape

The landscape concept around Building 3 should support the service within the building. Low planting should be a foreground to the building.

Standards

Program Elements

- Access to building entrances shall be clear and accessible.
- Pedestrian areas shall be screened from service areas
- Stormwater planters shall be used around the building.

Guidelines

Paving

1 • Enhanced concrete should be used along pedestrian path areas.

Lighting

- 12 ft pedestrian pole lighting for safety should be used and spaced at 30' o.c..
- Accent lighting should be used on special features.

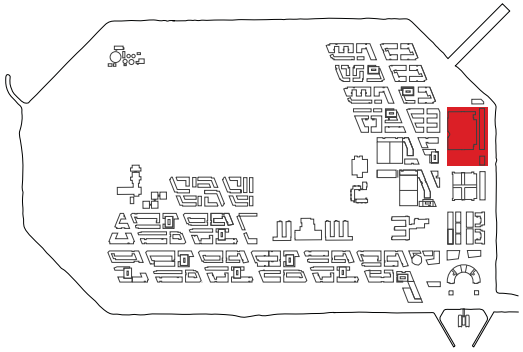
Planting & Earthwork

2 • Low Planting

Native grass or shrubs.
Demonstration food garden.

Furnishing

- Seating
- Seat walls



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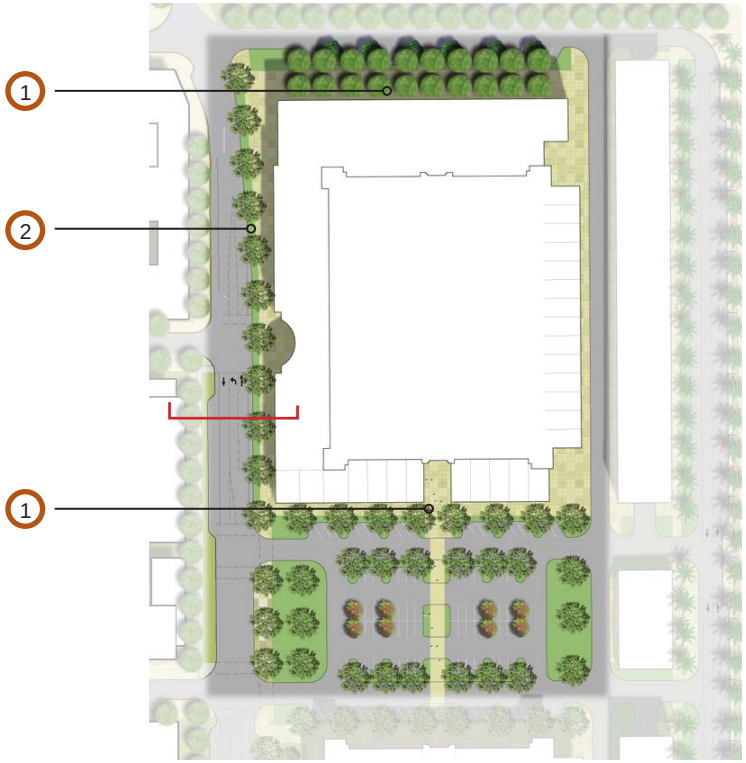

SECTION

Figure 6: 1937 construction photo of Buildings 2 (left) and 3 (right). Building 111 has not yet been constructed. Source: San Francisco Public Library.

Figure 7: Current view of Building 3 and Building 111 (far right).

Figure 8: Conceptual sketch of Treasure Island Airport, 1938.
Design never executed. Source: www.sparkletack.com.

Figure 9: View of Building 111 (left) and Building 3 (right), looking west.
Source: Page & Turnbull, June 2009.

Figure 10: Detail of wood frame construction and condition of Building 111, looking northwest. Source: Page & Turnbull, June 2009.