ITEM 7-B

HISTORICAL ADVISORY BOARD
AGENDA REPORT

DATE: March 3, 2011

TO: HONORABLE CHAIR AND MEMBERS OF THE HISTORICAL ADVISORY BOARD

FROM: Simone Wolter, HAB Secretary
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APPLICATION: Discussion of Potential Additions of Structures and Appurtenances to the City of Alameda Historic Study List. No action will be taken on this item.

ZONING DISTRICT: M-2-G, Industrial Manufacturing with a Government Overlay

GENERAL PLAN: Federal Facilities

EXECUTIVE SUMMARY

In January 2011 the Alameda Architectural Preservation Society approached the Historic Advisory Board with the request to consider adding several structures and appurtenances on the former Naval Air Station (NAS) at Alameda Point to the City of Alameda NAS Historic District, which is listed as a City of Alameda Historic Monument.

The Board agreed to evaluate the structures and then discussed the options available to place the structures on the NAS Historic District list or the City of Alameda Architectural and Historical Resources Study List (Study List). Based on available historic resources to document the structures and staffing constraints the Board determined that the inclusion of the structures on the Historic Study List would be the easiest to facilitate and allow for a minimum of protection of said structures against demolition or alterations once redevelopment at Alameda Point begins.
This report is the culmination of research provided by Board Member Lynch and Chair Ownens to provide the foundation from which to discuss the merits of the structures and appurtenances and whether they meet the eligibility criteria for inclusion on the Study List.

The Board is asked to first discuss the various structures and appurtenances and then determine whether 1) the structures should be considered for inclusion on the Historic Study List and 2) the structures meet the eligibility criteria for inclusion on the Historic Study List.

No decision on this item is anticipated for the March 2011 hearing. A Special Hearing will be scheduled for a future date to conduct a site visit at Alameda Point and to view the various structures being considered for inclusion on the Historic Study List. A final decision on whether the Board will add the structures to the Study List is anticipated for the April 2011 regular HAB hearing.

BACKGROUND

As part of the transfer of federal lands to a local government and prior to the start of redevelopment of the Naval Air Station in Alameda (NAS), now called Alameda Point, the Navy is required to conduct a consultation process, called Section 106 Consultation. The consultation process addresses how historic resources within the Naval Air Station would be impacted by redevelopment.

As a result, in 1997, Bay Area architectural historian Sally Woodbridge prepared an inventory of pre-1946 buildings at Naval Air Station Alameda (NAS) for the United States Navy. She identified a district eligible for listing in the National Register of Historic Places, a finding shared by the California State Historic Preservation Officer.

The period of historic significance of the district was identified as 1938-1945. The district was determined to be significant under National Register of Historic Places criterion A: the development of World War II U.S. Navy bases in the San Francisco Bay Area. The district also met National Register criterion C, for its Art Moderne architecture. The site plan and landscaped park-like setting were also identified as significant elements.

While no individual building or resource was eligible for the National Register, some 85 buildings were evaluated as contributors to the historic district. Although deemed eligible for the National Register, the district has not yet been nominated or designated as such. Local recognition came in 1999 when the Alameda City Council designated the NAS Historic District as a City Historical Monument. This designation is reserved for Alameda's most important buildings and sites; only twenty-nine Monuments have been so recognized.

As part of the Section 106 Consultation process, local preservation groups began investigating significant structures and appurtenances that were "marooned" outside the boundaries of the historic district. They also felt that some sites within district boundaries had not been adequately recognized for their historic and/or architectural importance. As a result of the concerns, the Navy agreed to reevaluate the proposed Historic District.

In late 2010 the Navy issued a Draft '*Combined Specific Buildings Survey and Evaluation Report/Cold War Era Historic Resources Survey and Evaluation Report*' which evaluates all structures at Alameda Point, including all structures within the existing Historic District boundary. The report determined that several previously not included structures had become eligible for inclusion in the Historic District and that the NAS Historic District boundaries should be expanded to include the seaplane lagoon.

The report also determined that several structures, such as the Flight Control Tower, continue to fail eligibility criteria. As a result, the Alameda Architectural Preservation Society approached the HAB to consider adding several structures and other appurtenances to the City of Alameda NAS Historic District or the Historic Study List.

This report is the culmination of research provided by Board Member Lynch and Chair Ownens. In the course of their research efforts several other structures were added to the mix to be considered for inclusion in the Historic Study List. This report tries to provide the foundation from which to discuss the merits of the structures and appurtenances and whether they meet the eligibility criteria for inclusion on the Historic Study List.

Inclusion of the proposed structures on the Study List ensures that no structure would be able to be demolished without prior approval by the City of Alameda Historical Board. The Alameda Municipal Code 13-21.7.b states:

> "No protected structure shall be demolished or removed without the approval of a certificate of approval issued by the HAB. Protected structures shall mean non-building and building resources listed on the Historical Building Study List."

The process of adding the structures and appurtenances to the Study List requires that the property owner, in this case the Navy, be notified of the intent of adding the structures to the list. The HAB is the final decision making body.

ANALYSIS

This proposal suggests the addition of 28 structures and appurtenances to the Study List, ranging from seaplane hangars to Art Moderne statuary. Information on the structures and appurtenances has been gleaned from the Alameda Architectural Preservation Society (AAPS), the Alameda Naval Air Museum, articles in the *Alameda Sun,* and the *Combined Evaluation Report* prepared by the United States Navy in 2010.

The Board will have to evaluate the structures and appurtenances in light of the following criteria to determine their significance as historic resources and their merit to be placed on the Study List. Placement on the Study List, essentially, expresses that these structures have historic merit for various reasons. It also means that these historic resources require more research and analysis to see whether the structures could be candidates for inclusion on a City Monument list.

These criteria (listed below) were used to evaluate the approximately 4,000 structures that are currently on the Study List and will ultimately inform the decision of the Board to list the proposed structures:

> **Architectural significance:** the style of a resource, the reputation and ability of its architect, the quality of its design, its uniqueness, and the materials and methods of its construction and execution.
>
> **Historical significance:** the association of the resource with a person or event that has made a significant contribution to the community, from an association with the broad patterns of cultural, social, political, economic, or industrial history, or the urban development of Alameda
>
> **Environmental significance:** the continuity or character of a street or neighborhood with a historical resource's setting on a block, its landscaping and (or) its visual prominence as a landmark or symbol of a street, a neighborhood or the City of Alameda
>
> **Design integrity:** an analysis of alterations that have been made to the original materials and design features of the resource.

In addition, the Board could also evaluate the structures for their quality and eligibility requirements for the National Register of Historic Places, etc, as follows:

N for National Register of Historic Places quality,

S for California State Register of Historical Resources quality,

B for providing background support for more worthy resources nearby;

E for a place that by itself is not much but helps form an environment or

H for an item that has historic importance because of its construction date or location or one that "may" have architectural importance because it is similar to others by important architects or builders. (This last criterion includes a statement that more historic research should precede "further evaluation" of this resource.)

Proposed Building and Appurtenance Additions to Study List

The proposed additions are listed in numerical order, based on their internal Navy building number, where possible.

BUILDINGS

Building 5, Overhaul and Repair Shops Built in 1940.

Navy research showed that the modifications and alterations were constructed during the period of significance and that this building does retain its integrity. Navy Evaluation Report 9.27.2010 recommended it be added to the NAS Alameda Historic District for two reasons: It contributes "to the NAS overall purpose and wartime effort," and "to the Moderne style architectural character of the district."

(Proposed Study List criteria HS, rating N)

Building 10, Power plant Built in 1940.

Although it was enlarged in 1945 it retains historic integrity related to the period of significance. Navy Evaluation Report 9.27.2010 recommended it be added to the NAS Alameda Historic District because its function was "crucial," its location "highlights the design and organization of the station, and its expansion reflects the growth and adaptation of NAS during World War II."
(Proposed Study List criteria HS, rating N)

Buildings 11 and 12, Seaplane Hangars Built in 1940.

Building 11 and 12 have three remaining facades intact, the interior exposed structure is intact, and half of their fourth façade is intact (now interior walls facing building 400). Thus both of these seaplane hangars retain the integrity necessary to be Contributors to the district. It is clear that the district would lose a part of its seaplane activities integrity if these two buildings were absent. Buildings 11 and 12 are essential in completing an unbroken row of seaplane hangars facing the Seaplane Lagoon and its taxiways. The regular and rhythmic sequence of hangars fronting the waterway is a significant vista within the NAS. It dramatically illustrates the relationships among land, sea, and air that help define the purpose of the NAS. The space between the two hangars was filled in with Building 400 in 1952. This report does not propose adding that building to the Study List. (Proposed Study List criteria HS and DI, rating S and E)

Building 15, <u>Boathouse</u> Built in 1940.

The Boathouse is a two-story concrete building with a one story south side wing; metal sash, and flat roof, The Boathouse was built to house the utility, crash, and rescue boats that tended NAS seaplanes. While minor alterations were made in 1989, the building possesses high integrity. Its significance is based on the essential service it provided to the NAS's mission. Navy Evaluation Report 9.27.2010 recommended it be added to the NAS Alameda Historic District because of its "importance to waterfront operations," and the architectural contribution of its industrial design, siting, and layout. (see 64 below)
(Proposed Study List criteria HS, rating N)

Building 19, <u>Flight Control Tower</u> Built in 1941.

The Flight Control Tower varies in height from one to four stories. It is distinguished by horizontal bands of metal frame windows and a four-story tower with canted windows. A number of additions and alterations over the years have been made on side or rear elevations, leaving the character-defining features of the original building clear. The Tower controlled air traffic coming into and leaving the base. Its historical significance and symbolic nature override some loss of integrity. It is also the only strong vertical element remaining on the NAS and an important visual landmark. (Proposed Study List criteria HS and DI, rating S and E)

Building 35, <u>Radio Transmitter Building</u> Built in 1940 & enlarged in 1942-43.

Within the era of significance. Navy Evaluation Report 9.27.2010 recommended it be added to the NAS Alameda Historic District for three reasons: “important communication functions during World War II,” evolution of the NAS layout and design, and its contribution to the architectural character of the historic district with its Moderne style elements.”
(Proposed Study List criteria HS rating N)

Building 64, Shore Intermediate Maintenance Activity (SIMA) <u>Diving Locker</u> Built in 1941.

This two-story concrete building appears unaltered, with original flat roof and metal sash windows. Working from the Diving Locker, divers performed underwater inspections, cleaned hulls, and made repairs on ships still in the water, rather than taking them out of service and putting them into a shipyard or dry dock, a significant time savings. This building's significance is based on the essential service it provided to the NAS's mission. Navy Evaluation Report 9.27.2010 recommended it be added to the NAS Alameda Historic District because of its “importance to waterfront operations,” and its architectural contribution as shown by its industrial design, siting, and layout. (see 15 above)
(Proposed Study List criteria HS, rating N)

Building 78, <u>WAVES Barracks,</u> Built in 1942.

The WAVES Barracks is a two-story, wood-frame building with a gable roof and an H-plan. It has high integrity. The WAVES ("Women Accepted for Volunteer Emergency Service") performed essential roles in the Navy and their work released male naval personnel for sea duty. WAVES served in a wide range of occupations, such as in communications, intelligence, science, technology, medical professions, as well as in traditional secretarial and clerical roles. Building 78 represents the women who contributed toward the war effort, and should be considered worthy of addition for its historical associations, as well as for its distinction as a now rare example of a typical military building type.
(Proposed Study List criteria HS, rating S)

Quonset –ARMCO Huts

The Quonset Hut is as much a construction concept as a style. Its piquant half-cylinder shape gives it visual distinction, and its construction—both strong and quick—made it ideal for military purposes. These small buildings were clad in corrugated sheet metal that was bolted to the curved steel ribs to form both walls and roof, with simple metal frame windows. A major producer of these temporary structures was the American Rolling Mill Company (ARMCO).

Building 194, Quonset –ARMCO Hut Built circa 1945.

Building 194 is an 852 square foot structure on a concrete foundation. The east side has double metal doors. Two tall vents pierce the roof, and the north side is enclosed by a fence. Its original purpose was Pubic Works Storage, a use that continues today. (Proposed Study List criteria HS, rating S)

Building 273, Quonset –ARMCO Hut Built in 1945.

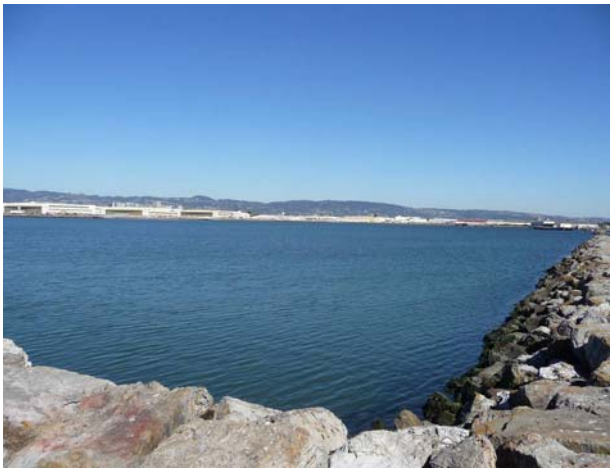
This hut nestles in the shadow of Seaplane Hangar 41, near the Naval Air Museum. It is an 11 foot high 852 square foot structure on a concrete foundation. It has a sliding metal door on the north and a louvered vent in the arch. The south end has a pair of hinged doors with a vent in the arch above. Two more vents are located in the lower edge of the long side. It was originally intended for storage, and through the years has been used for liquid oxygen and nitrogen and for shops for airframes and aircraft maintenance.
(Proposed Study List criteria HS, rating S)

Seaplane Lagoon and Environs

Seaplane Lagoon Built in 1940.

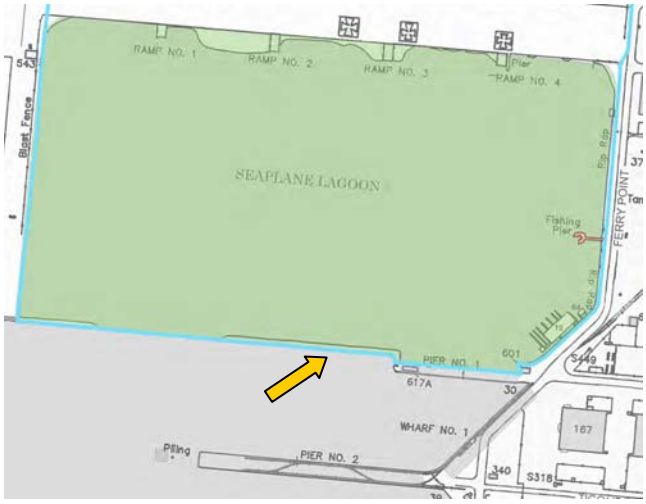
The seaplane lagoon and other elements in this category are significant for their role in supporting seaplane operations and association with the development of NAS Alameda and its role in Pacific theater naval operations during World War II. It is also a significant component of the NAS overall design and layout. Navy Evaluation Report 9.27.2010 recommended this group be added as a contributing element of the NAS Alameda Historic District.

(Proposed Study List criteria HS, rating N)



Building 200648, Bulkhead Built in 1938.

Navy Evaluation Report 9.27.2010 recommended it be added as a contributing element of the NAS Alameda Historic District.



(Proposed Study List criteria HS, rating N)

Building 200650, <u>Jetty</u>

Built in 1939.

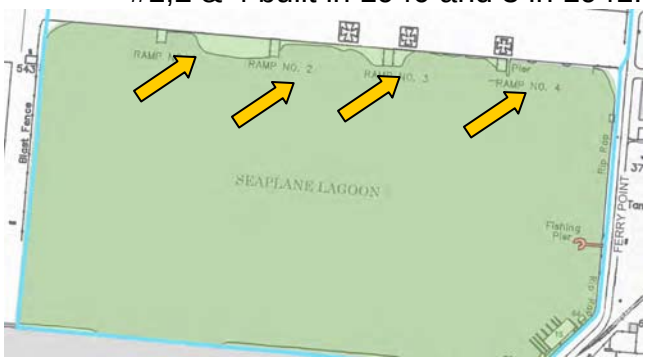
Navy Evaluation Report 9.27.2010 recommended it be added as a contributing element of the NAS Alameda Historic District.

(Proposed Study List criteria HS, rating N)

<u>Seaplane Ramps</u> 1,2,3 and 4

#1,2 & 4 built in 1940 and 3 in 1941.

Navy Evaluation Report 9.27.2010 recommended they be added as contributing elements of the NAS Alameda Historic District.



(Proposed Study List criteria HS, rating N)

<u>APPURTENANCES</u>

<u>Airplane</u> on pylon, Main Gate Built ca 1956.

This A-4 Skyhawk was designed by Ed Heinemann and manufactured by Douglas Aircraft Corp. The A-4 was used by the Navy from 1956 on; production ended in 1979. The design is considered a classic, because its small size did not require folding wings to fit on an aircraft carrier. The A-4 formerly at the Main Gate is Navy Bureau Number 142200, is one of an initial batch of 166 built for fleet service. It was converted to an A-4B configuration in 1959. It was removed from active flying status, and installed on a pylon in 1969. Owned by the U.S. Navy, Naval Inventory Control Point, Philadelphia; administered by Ms. Helen Watson, Naval Aviation Museum, Pensacola, Florida. It was removed for repairs by volunteers in 2010.
(Proposed Study List criteria ES, rating E)

<u>Airplane</u> on pylon, East Gate Built ca 1963.

The A-7 Corsair II was designed and constructed by Ling-Temco-Vought and selected by the Navy in 1963 to replace the A-4. The A-7 formerly at the East Gate is the second A-7B manufactured, and probably the oldest example in existence, Navy Bureau Number 154362. It was removed from active flying status in 1986, and mounted on a pylon in 1987. Owned by the U.S. Navy, Naval Inventory Control Point, Philadelphia; administered by Ms. Helen Watson, Naval Aviation Museum, Pensacola, Florida. It was damaged in 2008 and is currently being renovated by volunteers.
(Proposed Study List criteria ES, rating E)

Anchors (two) on either side of the main entrance to Building 1, currently City Hall West. Owned by the Navy and on loan to the NAS.

(Proposed Study List criteria ES, rating E)

Flagpole in front of Building 1. On the base of the flagpole is a small plaque dedicating it to Robert LaGrone, assistant City Manager when the NAS was decommissioned.

(Proposed Study List criteria ES, rating E)

Plaque marking the location of the Base Closure Time Capsule
(Proposed Study List criteria ES, rating E)

Emplaqued in 1997.

<u>Plaque</u> commemorating the flight of the <u>Trans American Airlines China Clipper</u>

Emplaqued in 1985.

This appurtenance is no. 968 on the California State Register of Historical Resources.

(Proposed Study List criteria HS, rating S)

<u>Plaque</u> commemorating the terminus of the <u>Transcontinental Railroad</u>

Emplaqued in 1952.

(Proposed Study List criteria HS, rating S)

<u>Salute Guns,</u> next to the Flight Control Tower: These three guns sounded the 21 gun salute to greet visiting dignitaries. Owned by the Navy and on loan to the NAS.

(Proposed Study List criteria AS, rating N)

<u>Statues</u> associated with the Bachelor Enlisted Quarters: Four cast concrete statues. Two depict eagles; they are located at either end of the Mess Hall of the BEQ. The other two depict the mythical Pegasus and are located at the easternmost ends of the BEQ wings. (Proposed Study List criteria TBD) rating TBD)

RECOMMENDATION

Discuss the structures and appurtenances listed above and reach group consensus on which structures should be considered for inclusion on the Historic Study List and how the structures rank within the eligibility criteria the Historic Study List.

RESPECTFULLY SUBMITTED BY: REVIEWED BY:

SIMONE WOLTER	MARGARET KAVANAUGH-LYNCH
PLANNER	PLANNING SERVICES MANAGER

Attachment:

1. Map