

CITY OF ALAMEDA
HISTORICAL ADVISORY BOARD
DRAFT RESOLUTION

A RESOLUTION OF THE HISTORICAL ADVISORY BOARD OF THE CITY OF ALAMEDA GRANTING CERTIFICATE OF APPROVAL FOR CONSTRUCTION OF BLOCK 11 ADJACENT TO THE NAS HISTORIC DISTRICT AND A WATERFRONT PARK ON THE TAXIWAYS WITHIN THE NAS HISTORIC DISTRICT.

WHEREAS, an application was made by Alameda Point Partners (APP) for Certificate of Approval for a Phase 1 of the Waterfront Park and Block 11 within the approved Site A Development Plan in the Waterfront Town Center Precise Plan (Town Center Plan) area of the Alameda Point property; and

WHEREAS, the proposed plan for Phase 1 of the Waterfront Park consists of 2.63-acre waterfront park along the northern edge of the Seaplane Lagoon largely within the Naval Air Station Alameda Historic District (NAS Historical District); and

WHEREAS, the proposed Block 11 consists of a single new building which will be located immediately adjacent to the NAS Historic District; and

WHEREAS, the Waterfront Park and Block 11 are designated as Mixed Use in the General Plan; and

WHEREAS, the Waterfront Park and Block 11 are located within the Alameda Point Waterfront Town Center Sub-district (WTC Sub-district); which is in the Alameda Point District [Alameda Municipal Code (AMC) 30-4.24] of the Zoning Ordinance and

WHEREAS, the Town Center Plan is a Specific Plan pursuant to Government Code Section 65450 et seq. for a transit-oriented development of the waterfront lands that surround the Seaplane Lagoon and the property at the entrance of Alameda Point between Main Street and Seaplane Lagoon;

WHEREAS, the Phase 1 Waterfront Park is located within the Site A Development plan approved by the City Council on June 16, 2015;

WHEREAS, the Town Center Plan and the Site A Development Plan require that the Historical Advisory Board review and approve a Certificate of Approval for any proposed project within the NAS Historic District;

WHEREAS, the Historical Advisory Board held public hearings on January 5, 2016 and on March 3, 2016 for this application, and examined pertinent maps, drawings, and documents;

WHEREAS, the Historical Advisory Board shall determine whether to issue a certificate of approval, with or without conditions of approval, based on whether plans and specifications meet the standards established by the Historical Advisory Board and the Secretary of the Interior's standards for rehabilitation and guidelines for rehabilitating historic buildings pursuant to Section 13-21.5(b) of the Alameda Municipal Code, and

NOW, THEREFORE, BE IT RESOLVED, that the Historical Advisory Board approves the Certificate of Approval request for **Block 11** based on the following findings with respect to the project's consistency with the Secretary of the Interior's Standards for Rehabilitation:

Rehabilitation Standard 1: A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships. Construction of a residential building within this part of the NAS Alameda Historic District, which was traditionally devoted to industrial and operational uses, is not inherently harmful to the small portion of the historic district that it will occupy. Indeed, only the western third of Block 11 will overlap the eastern boundary of the historic district. Most of the area where Block 11 will be built is occupied by parking lots and streets. Three non-historic industrial buildings, including one inside the historic district boundaries, will be demolished, but are not contributors or significant in their own right. Because residential uses are not incompatible with a military base and because the proposed new building barely overlaps the far southeastern corner of the historic district, the proposed project complies with Rehabilitation Standard 1.

Rehabilitation Standard 2: The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property will be avoided.

The proposed project will add a new, seven-story building to the southeastern corner of the NAS Alameda Historic District. The project will not result in the removal of any distinctive materials or features of the historic district. It will introduce a new feature which has the potential to alter existing spatial relationships outside of the historic district but visual impacts within the district will be limited to the fact that a 78'-high building will be built within approximately 150 feet of the nearest district contributors, Buildings 41 and 77. Though Block 11 will be a substantial building, Buildings 41 and 77 are also large buildings, especially Building 41, which would be the closest district contributor to Block 11. In conclusion, based on the 150-foot setback, the large scale of the nearby district contributors, and the location of the new building at the far southeast corner of the historic district, where it will not disrupt existing spatial relationships or view corridors, the proposed project complies with Rehabilitation Standard 2.

Rehabilitation Standard 3: Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken. Rehabilitation Standard 3 does not apply to the proposed project.

Rehabilitation Standard 4: Changes to a property that have acquired significance in their own right will be retained and preserved. The only building within the boundaries of the NAS Alameda historic district that would be demolished is Building 544. Constructed in 1974, the non-descript, metal-clad, modular building was constructed nearly three decades after the end of the period of significance and it is not architecturally significant. The other two buildings that would be demolished, Buildings 13 and 66, are not inside the boundaries of the historic district. Because it would not demolish or change elements of the property that have gained significance, the proposed project complies with Rehabilitation Standard 4.

Rehabilitation Standard 5: Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved. Rehabilitation Standard 5 does not apply to the proposed project.

Rehabilitation Standard 6: Deteriorated historic features will be repaired rather than replaced. When the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence. Rehabilitation Standard 6 does not apply to the proposed project.

Rehabilitation Standard 7: Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used. Rehabilitation Standard 7 does not apply to the proposed project.

Rehabilitation Standard 8: Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken. Analysis of the presence of potential archaeological resources on the project site, if any, is beyond the scope of this memorandum. However, if archeological resources are discovered, standard mitigation measures typically required by the City of Alameda would assure compliance with Rehabilitation Standard 8. In conclusion, the proposed project complies with Rehabilitation Standard 8.

Rehabilitation Standard 9: New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property.

As described above, the construction of Block 11, though it would introduce a new element within the southeast corner of the NAS Alameda Historic District would not destroy any historic materials, features, or spatial relationships that characterize the historic district. The proposed building is differentiated from nearby historic district contributors in terms of materials and design, though the design does reference various features of the district, including scale, pronounced horizontal divisions between floor levels, curved corner elements, fenestration pattern, and signage. Nevertheless, Block 11 is clearly a contemporary building dating to the twenty-first century; it would not be confused for a building constructed during the first phase of development at NAS Alameda between 1939 and 1941. Because it would not destroy historic materials, features, or spatial relationships; and because its design and materials would be compatible with the historic district, the proposed project complies with Rehabilitation Standard 9.

Rehabilitation Standard 10: New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. Block 11 could be demolished and leave the historic district unharmed and unchanged. In conclusion, because it is reversible, the proposed project complies with Rehabilitation Standard 10.

NOW, THEREFORE, BE IT FURTHER RESOLVED, that the Historical Advisory Board approves the Certificate of Approval request for the **Phase 1 of the Waterfront Park** based on the following findings with respect to the project's consistency with the *The Guide to Preserving the Character of the Naval Air Station Alameda Historic District* (1997) and *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (1996):

The proposed park preserves the existing spatial organization of the NAS Alameda Cultural Landscape

The Phase 1 of Waterfront Park is laid out in an orthogonal pattern in part guided by existing view corridors and circulation networks. The proposed plan includes a series of orthogonal strips that run parallel to Seaplane Lagoon, and the design does not disrupt any of the existing north-south or east-west view corridors, nor would the proposal interfere with the existing lawn panels in front of Building 77, which lay outside the project area. Phase 1 of Waterfront Park is designed as a horizontally oriented, relatively level landscape feature that is compatible with the level taxiway/parking slip area south of Buildings 41 and 77. Important view corridors, particularly the view from the relocated Ralph Appezato Memorial Parkway toward the seaplane hangars and downtown San Francisco in the distance, would be retained and enhanced by removing existing obstacles and by directing the eye along these views.

The proposed park preserves the existing views and vistas along Monarch Street and the west side of the Landplane Hangars, along Tower Avenue and along the south side of the Seaplane Hangars, southward to the Seaplane Lagoon and piers and westerly across Airfield that are character defining features of the NAS Alameda Cultural Landscape.

Because of where it will be located, the Phase 1 of Waterfront Park would not affect any of the view corridors identified by the NAS Alameda Cultural Landscape Guidelines.

The proposed park preserves the flat topography that is a character-defining feature of the historic designed landscape within the NAS Alameda historic district.

The Phase 1 of Waterfront Park would result in a slight grade change to comply with code-mandated requirements to account for sea level rise. This would be accomplished by gradually terracing up from the seawall about four feet to the highest point at the Taxiway section of the park. The terraces themselves are low and wide so that the transition from the lowest point to the highest point of the park is subtle and gradual. Some low plantings would be added to the Terrace Area and low-growing trees would be added to the upland part of the park, though a gap would be left in the Taxiway area to preserve the view corridor to the west.

The proposed park preserves the low ground cover on the south side and southeast corner of Building 77 and surrounding the Control Tower, avoids adding foundation planting beds or trees at Building 77 within the open space area created by the setback, and avoids the low ground cover east of landplane hangars Buildings 20, 21, and 22.

Phase 1 of Waterfront Park would not directly impact any of these vegetation character defining features of the cultural landscape.

The proposed park preserves the circulation character defining features of the Operations Areas.

The design of Phase 1 of Waterfront Park is very level and open with no permanent enclosed buildings or other high features that would disrupt the large, open vistas and view corridors in the area.

The proposed park retains and preserve the Seaplane Lagoon, including its bulkhead and ramps on the north edge, the rip-rap sides, and jetties on the south side.

Phase 1 of Waterfront Park would not affect the shape or design of Seaplane Lagoon and it would preserve the existing concrete bulkhead. The proposed project would retain and restore the existing seaplane ramps, though they would be modified to work with the raised/rebuilt seawall. The Promenade area of Waterfront Park would be paved in gray cobbles and concrete pavers and

salvaged concrete to remain compatible with the existing concrete paving of the taxiway and parking apron.

The proposed park retains character defining structures, furnishings and objects. There are no structures, furnishings, and objects in the Operations Area that are character-defining features of the historic designed landscape, which is a contributing element of the NAS Alameda Historic District. All of the proposed furnishings and objects are either low-profile, transparent, or otherwise unobtrusive to ensure that the taxiway area retains its character as a large, open area with few large obstructions.

BE IT FURTHER RESOLVED that the Planning Board finds that the Alameda Point Project, including the Town Center Plan containing Site A, was adequately considered by FEIR, and that:

1. By Resolution No. 14891 the City Council of the City of Alameda certified the Final Alameda Point Environmental Impact Report (FEIR) (State Clearinghouse No. 201312043) under the California Environmental Quality Act ("CEQA"), California Public Resources Code Section 21000 *et seq.* and adopted written findings and a Mitigation Monitoring and Reporting Program ("MMRP") on February 4, 2014, for the Alameda Point Project, including the Town Center Plan area which contains Site A; and
2. The City Council having certified the FEIR for the Alameda Point Project and the Town Center Plan, based on substantial evidence, that no further review under CEQA is required; and
3. Block 11 architectural design and the adjacent Waterfront Park are consistent with the General Plan, Zoning Ordinance, Town Center Plan, and Site A Development Plan; and
4. The FEIR was certified by the City Council for the Alameda Point Project, including amendments to the General Plan and Zoning Ordinance, as well as the Town Center Plan; and
5. There are no environmental impacts peculiar to Block 11 or the Waterfront Park that were not analyzed in the FEIR, or any such impact can be substantially mitigated by imposition of uniformly applied development policies or standards previously adopted by the City; and
6. There are no significant effects of the Block 11 and adjacent Waterfront Park project that were not analyzed as significant effects in the FEIR; and
7. There are no potentially significant off-site impacts of the proposed Block 11 and adjacent Waterfront Park project and there are no cumulative impacts to which the proposed Block 11 and adjacent waterfront park project makes a considerable contribution which were not discussed in the FEIR; and
8. There are no previously identified significant impacts of the proposed Block 11 and adjacent Waterfront Park project which, as a result of substantial new information which was not known at the time the EIR was certified, have been determined to have a more severe adverse impact than discussed in the FEIR.

BE IT FURTHER RESOLVED, that pursuant to the streamlining provisions of Public Exhibit 4

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Resources Code Section 21083.3 and CEQA Guidelines Section 15183, no further environmental review of the design review application is required;

BE IT FURTHER RESOLVED that the Historical Advisory Board approves the subject Certificate of Approval request for a Phase 1 of the Waterfront Park and Block 11 subject to the following conditions:

- (1) This Certificate of Approval shall expire three (3) years after the date of approval, unless actual construction has begun under valid City permits or the applicant applies for and is granted an extension by the City Planner prior to the date of expiration.
- (2) The plans submitted for the Building Permit shall be in substantial compliance with plans prepared by BAR Architects, (Exhibit 2 to the Historical Advisory Board Staff Report) and the plans prepared by April Phillips Design Works (Exhibit 3 to the Staff Report) on file in the office of the City of Alameda Planning Division, subject to the conditions specified in this resolution.
- (3) This Certificate of Approval shall not become effective until such time as the Planning Board and/or City Council approve the Design Review Application for the subject applications, and upon such time, the construction of the plans shall be subject to all conditions of approval imposed by the Planning Board and/or City Council.
- (4) HOLD HARMLESS. The applicant shall defend (with counsel reasonably acceptable to the City), indemnify, and hold harmless the City of Alameda, the Alameda City Historical Advisory Board and their respective agents, officers, and employees from any claim, action, or proceeding (including legal costs and attorney's fees) against the City of Alameda, Alameda City Historical Advisory Board and their respective agents, officers or employees to attack, set aside, void, or annul an approval by the City of Alameda, the Historical Advisory Board, Alameda City Planning Board, or City Council relating to this project. The City shall promptly notify the applicant of any claim, action or proceeding and the City shall cooperate in such defense. The City may elect, in its sole discretion, to participate in the defense of said claim, action, or proceeding.

NOTICE. The decision of the Historical Advisory Board shall be final unless appealed to the City Council, in writing and within ten (10) days of the decision, by Notice of Appeal stating the appellant claims that either the Board's decision is not supported by its findings or its findings are not supported by the evidence in the record.

NOTICE. No judicial proceedings subject to review pursuant to California Code of Civil Procedure Section 1094.5 may be prosecuted more than ninety (90) days following the date of this decision plus extensions authorized by California Code of Civil Procedure Section 1094.6

NOTICE. The conditions of project approval set forth herein include certain fees and other exactions. Pursuant to Government Code Section 66020 (d) (1), these Conditions constitute written notice of a statement of the amount of such fees, and a description of the dedications, reservations and exactions. The applicant is hereby further notified that the 90-day appeal period, in which the applicant may protest these fees and other exactions, pursuant to Government Code Section 66020 (a) has begun. If the applicant fails to file a protest within this 90-day period complying with all requirements of Section 66020, the applicant will be legally barred from later challenging such fees or exactions.

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