

CITY OF ALAMEDA RESOLUTION NO.14771

AMENDING THE ALAMEDA HISTORICAL MONUMENT DESIGNATION OF THE NAVAL AIR STATION ALAMEDA HISTORIC DISTRICT CONSISTENT WITH THE UNITED STATES NAVY'S NOMINATION OF THE HISTORIC DISTRICT TO THE NATIONAL REGISTER OF HISTORIC PLACES AND AMENDING THE GUIDE TO PRESERVING THE CHARACTER OF THE NAVAL AIR STATION ALAMEDA HISTORIC DISTRICT TO INCLUDE DESIGN REVIEW GUIDELINES FOR THE HISTORIC DESIGNED LANDSCAPE

WHEREAS, in 1993, the federal government announced that the United States Navy (Navy) would be closing the federal facilities at Naval Air Station Alameda (NAS Alameda);

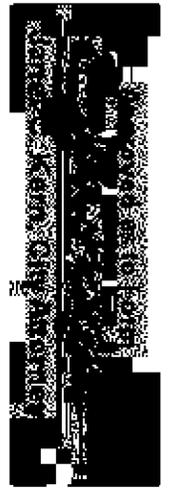
WHEREAS, the Navy must evaluate the effect on historic properties of the transfer of the former NAS Alameda out of federal ownership to the City of Alameda, pursuant to Section 106 of the National Historic Preservation Act of 1966 (Section 106);

WHEREAS, in 1996, the Navy, in compliance with Section 106, completed an assessment of the historic resources at NAS Alameda (Initial Studies) and determined that although none of the buildings were individually eligible for listing on the National Register of Historic Places (NRHP), a district did qualify as a historic district eligible for the NRHP (Historic District);

WHEREAS, in 1999, in preparation for conveyance of NAS Alameda to the City, the Navy, the Advisory Council on Historic Preservation and the State Historic Preservation Office, with concurrence by the City, signed and executed a Memorandum of Agreement (MOA) for historic preservation of the Historic District;

WHEREAS, the MOA outlines the responsibilities regarding the layaway, caretaker maintenance, leasing and disposal of historic properties at the former NAS Alameda for all parties to the agreement, including the City;

WHEREAS, to facilitate the preservation of the Historic District, the MOA required that: 1) the City add the Historic District to the City of Alameda Historical and Cultural Monument List (Local Monument), which would afford the Historic District all of the protections provided by the City's Historic Preservation Ordinance (Section 13-21 of the Alameda Municipal Code; and 2) the Navy prepare and submit a nomination package to the Keeper of the National Park Service for the Historic District for listing on the NRHP;



WHEREAS, in 1999, in compliance with the MOA, the City Council of the City of Alameda adopted a resolution adding the Historic District as a Local Monument;

WHEREAS, in 1999, in compliance with the MOA, the City Council of the City of Alameda also adopted the Guide to Preserving the Character of the Naval Air Station Alameda Historic District (Guide), which consists of design guidelines for alterations to historic properties at the former NAS Alameda produced by the Navy;

WHEREAS, in 2010, as part of the Navy's consultation process to prepare its NRHP nomination package, the Navy re-evaluated its Initial Studies to re-evaluate resources of interest to consulting parties, and to fill in data gaps regarding the Cold War Era and cultural landscape, which resulted in the completion of its 2011 Combined Building Evaluation Report and the 2012 Cultural Landscape Report (collectively, Final Studies);

WHEREAS, the Final Studies found that there were additional contributing structures to the Historic District, which were not originally included in the Historic District, such as the Seaplane Lagoon, Building 5, and a historic designed landscape and a full inventory of all structures, features, and landscapes within the Historic District and their NRHP "contributing" and "non-contributing" status and a map outlining the new boundaries of the Historic District are attached (Attachments 1 and 2, respectively);

WHEREAS, the Navy's 2012 Cultural Landscape Report also included design review guidelines for alterations to the historic designed landscape within the Historic District (Attachment 3);

WHEREAS, on December 4, 2012, the Navy submitted the nomination package to the Keeper of the NRHP at the National Park Service consistent with the MOA;

WHEREAS, on January 3, 2013, the City of Alameda Historical Advisory Board approved a Resolution recommending that the City Council of the City of Alameda: (1) amend the Alameda Monument Designation of the Naval Air Station Historic District consistent with the Navy's nomination of the Historic District to the National Register of Historic Places and Attachments 1 and 2; and (2) amend the Guide to include the Design Review Guidelines for the Historic Designed Landscape as contained in the Navy's 2012 Cultural Landscape Report (see Attachment 3);

WHEREAS, the proposed amendments to the local historical monument designation of the Historic District and to the design guidelines for the Historic District are necessary to facilitate the conveyance of lands at NAS Alameda to the City;

WHEREAS, the conveyance of approximately 550 acres of uplands and 870 acres of submerged lands (total of 1,420 acres) of the former NAS Alameda property is scheduled to occur in early 2013; and

WHEREAS, the proposal to amend the Historic District is categorically exempt pursuant to CEQA Section Guideline 15308 Actions by Regulatory Agencies for Protection of the Environment.

NOW, THEREFORE BE IT RESOLVED by the Council of the City of Alameda that the Alameda Monument Designation of the Naval Air Station Historic District be amended consistent with the Navy's nomination of the Historic District to the National Register of Historic Places and Attachments 1 and 2; and

BE IT FURTHER RESOLVED by the Council of the City of Alameda that the Guide to Preserving the Character of the Naval Air Station Alameda Historic District be amended to include the Design Review Guidelines for the Historic Designed Landscape as contained in the Navy's 2012 Cultural Landscape Report (see Attachment 3).

* * * * *

NAS Alameda Historic District

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The following table lists the contributing and non-contributing buildings, structures, objects, and sites in the NAS Alameda Historic District.

Buildings, Structures, Objects, and Sites within the NAS Alameda Historic District

Building No.	Facility Name	Built	NRHP Status	Resource Type
001	Administration Building	1940	Contributing	Building
002	Enlisted Men's Barracks	1940	Contributing	Building
003	Mess Hall - Galley	1940	Contributing	Building
004	Enlisted Men's Barracks	1940	Contributing	Building
005	Overhaul - Repair Shops	1940	Contributing	Building
006	Public Works Transportation Shop Garage	1940	Contributing	Building
007	Material Engineering Lab	1985	Non-Contributing	Building
008	General Storehouse	1940	Contributing	Building
009	Aircraft Storehouse	1940	Contributing	Building
010	Power Plant Building	1940	Contributing	Building
011	Aircraft Maintenance Shop	1941	Non-Contributing	Building
012	Aircraft Maintenance Shop	1941	Non-Contributing	Building
015	Boathouse	1940	Contributing	Building
016	Dispensary	1942	Contributing	Building
017	Bachelors Officers Quarters	1941	Contributing	Building
018	Theater / Post Office	1941	Contributing	Building
019	Control Tower	1941	Contributing	Building
019-1	Crash & Rescue Garage	1962	Non-Contributing	Building
020	Landplane Hangar	1941	Contributing	Building
021	Landplane Hangar	1941	Contributing	Building
022	Landplane Hangar	1941	Contributing	Building
023	Landplane Hangar	1941	Contributing	Building
024	Industrial Waste Treatment Hangar	1990	Non-Contributing	Building
024A	Industrial Waste Treatment Facility	1977	Non-Contributing	Building
030	Gate House / Main Gate	1941	Contributing	Building
031	Sentry House / Main Gate	1941	Contributing	Building
032	Metal Treatment Shop	1990	Non-Contributing	Building
034	Transformer Pad Behind 10	1941	Non-Contributing	Structure
035	Radio Transmitter Building	1940	Contributing	Building

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Building No.	Facility Name	Built	NRHP Status	Resource Type
036A	Radio Towers	1940	Non-Contributing	Structure
039	Maintenance Hangar	1944	Contributing	Building
040	Maintenance Hangar	1941	Contributing	Building
041	Aircraft Inter Maintenance Shop	1945	Contributing	Building
042	Aviation Technical Services (ATS) Engineering Facility	1941	Contributing	Building
043	Weapons Shop	1941	Contributing	Building
044	Engineering Office Facility	1941	Contributing	Building
060	Officers Recreation Building	1941	Contributing	Building
062	Administrative Office Facility	1942	Non-Contributing	Building
063	Galley	1942	Contributing	Building
064	Ship Intermediate Maintenance Activity (SIMA) Diving Locker	1941	Contributing	Building
075	Officers Bath House	1942	Contributing	Building
077	Air Terminal Building	1942	Contributing	Building
089	Garage / Marine Barracks	1938	Non-Contributing	Building
091	Packing - Shipping Storehouse	1942	Contributing	Building
092	Packing - Shipping Department	1942	Contributing	Building
094	Chapel	1943	Contributing	Building
095	Water Storage Tank / Non-Potable	1943	Non-Contributing	Structure
102	Ordnance Office Building	1943	Contributing	Building
114	Public Works Office-Maintenance Shop	1944	Contributing	Building
115	Ambulance Garage	1943	Contributing	Building
116	Rehab Center	1943	Contributing	Building
130	Low Pressure Chamber	1944	Contributing	Building
135	Community Facilities Bldg	1944	Contributing	Building
137	Recreation Storage	1945	Contributing	Building
176	Water Pumping Station	1943	Non-Contributing	Structure
177	Transformer House	1941	Non-Contributing	Building
178	Transformer House	1941	Non-Contributing	Building
191	Storage Racks	1944	Non-Contributing	Building
193	Commissary Office	1944	Contributing	Building
194	600 Storage	1945	Non-Contributing	Building

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Building No.	Facility Name	Built	NRHP Status	Resource Type
196	Storage /Flammable	1943	Non-Contributing	Building
273	Liquid Oxygen Facility	1943	Non-Contributing	Building
307	Ammunition Locker	1942	Non-Contributing	Building
308	Ammunition Locker	1942	Non-Contributing	Building
313	Ammunition Locker	1942	Non-Contributing	Building
314	Ammunition Locker	1942	Non-Contributing	Building
315	Ammunition Locker	1942	Non-Contributing	Building
316	Ammunition Locker	1942	Non-Contributing	Building
319	Ammunition Locker	1942	Non-Contributing	Building
321	Ammunition Locker	1942	Non-Contributing	Building
322	Ammunition Locker	1942	Non-Contributing	Building
346	Maintenance Shop	1949	Non-Contributing	Building
347	Paint Storage - Mixing Room	1946	Non-Contributing	Building
380	Saluting Battery	1954	Non-Contributing	Object
382	Squash Court	1945	Non-Contributing	Structure
384	Flagpole	1941	Non-Contributing	Structure
391	Gap Site Storage Shelter	1950	Non-Contributing	Building
400	Avionics Building	1957	Non-Contributing	Building
405	A/C Ground Support Equipment Repair Facility	1957	Non-Contributing	Building
419	Officers Club Barbecue	1956	Non-Contributing	Building
423	Tennis Courts	1941	Non-Contributing	Structure
424	Softball Diamond	1942	Non-Contributing	Structure
425	Softball Diamond	1942	Non-Contributing	Structure
469	Sewage Pumping Station	1962	Non-Contributing	Structure
491	Emergency Generator Bldg	1961	Non-Contributing	Building
500	Receiving Shelter	1964	Non-Contributing	Building
501	A/C Sanitary Facility	1964	Non-Contributing	Structure
521	Mounted A-4 Aircraft	1968	Non-Contributing	Object
525	Bowling Lanes	1970	Non-Contributing	Building
540	Line Shack	1975	Non-Contributing	Building
544	Liquid Oxygen / Nitrogen Facility	1974	Non-Contributing	Building
553	Electrical Substation #6	1973	Non-Contributing	Structure

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Building No.	Facility Name	Built	NRHP Status	Resource Type
554	Electrical Substation #7	1973	Non-Contributing	Structure
559	Electrical Substation #9	1973	Non-Contributing	Structure
585	Chief Petty Officer Mess Open	1976	Non-Contributing	Building
607	Craft Hobby Shop	1980	Non-Contributing	Building
614	Hazardous Material Storehouse	1982	Non-Contributing	Building
615	Hazardous Material Storehouse	1982	Non-Contributing	Building
200648	Bulkhead	1939	Contributing	Structure
200650	Jetty	1939	Contributing	Structure
200687	Seaplane Ramp 4	1940	Contributing	Structure
201187	Historical Railroad Marker	1952	Non-Contributing	Object
FH-0001	101 Corpus Christi Road	1941	Contributing	Building
FH-0002	103 Corpus Christi Road	1941	Contributing	Building
FH-0003	105 Corpus Christi Road	1941	Contributing	Building
FH-0004	107 Corpus Christi Road	1941	Contributing	Building
FH-0005	109 Corpus Christi Road	1941	Contributing	Building
FH-0006	111 Corpus Christi Road	1941	Contributing	Building
FH-0007	111 Pensacola Road	1941	Contributing	Building
FH-0008	110 Pensacola Road	1941	Contributing	Building
FH-0009	108 Pensacola Road	1941	Contributing	Building
FH-0010	106 Pensacola Road	1941	Contributing	Building
FH-0011	104 Pensacola Road	1941	Contributing	Building
FH-0012	102 Pensacola Road	1941	Contributing	Building
FH-0013	100 Pensacola Road	1941	Contributing	Building
FH-0014	106 Corpus Christi Road	1941	Contributing	Building
FH-0015	108 Corpus Christi Road	1942	Contributing	Building
FH-0016	110 Corpus Christi Road	1942	Contributing	Building
FH-0017	112 Corpus Christi Road	1942	Contributing	Building
FH-0018	114 Corpus Christi Road	1942	Contributing	Building
FH-0019	116 Corpus Christi Road	1942	Contributing	Building
FH-0020	118 Corpus Christi Road	1942	Contributing	Building
FH-0021	120 Corpus Christi Road	1942	Contributing	Building
FH-0022	122 Corpus Christi Road	1942	Contributing	Building

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Building No.	Facility Name	Built	NRHP Status	Resource Type
FH-0023	102 Corpus Christi Road	1942	Contributing	Building
FH-0024	104 Corpus Christi Road	1942	Contributing	Building
FH-0025	123 Corpus Christi Road	1942	Contributing	Building
FH-0026	121 Corpus Christi Road	1942	Contributing	Building
FH-0027	119 Corpus Christi Road	1942	Contributing	Building
FH-0028	117 Corpus Christi Road	1942	Contributing	Building
FH-0029	115 Corpus Christi Road	1942	Contributing	Building
FH-0030	113 Corpus Christi Road	1942	Contributing	Building
FH-A	100 Alameda Road	1941	Contributing	Building
FH-B	100 Seattle Road	1941	Contributing	Building
FH-C	102 Seattle Road	1941	Contributing	Building
FH-D	100 Newport Road	1941	Contributing	Building
FH-E	102 Newport Road	1941	Contributing	Building
FH-F	104 Newport Road	1941	Contributing	Building
FH-G	106 Newport Road	1941	Contributing	Building
FH-H	100 San Diego Road	1941	Contributing	Building
FH-I	102 San Diego Road	1941	Contributing	Building
FH-K	106 San Diego Road	1941	Contributing	Building
FH-L	108 San Diego Road	1941	Contributing	Building
FH-M	100 San Pedro Road	1941	Contributing	Building
FH-N	102 San Pedro Road	1941	Contributing	Building
FH-O	104 San Pedro Road	1941	Contributing	Building
FH-P	106 San Pedro Road	1941	Contributing	Building
FH-Q	108 San Pedro Road	1941	Contributing	Building
FH-S	102 Pearl Harbor Road	1941	Contributing	Building
FH-T	104 Pearl Harbor Road	1941	Contributing	Building
FH-U	106 Pearl Harbor Road	1941	Contributing	Building
DOCK3	Dock 3	1941	Non-Contributing	Structure
DOCK4	Dock 4	1952	Non-Contributing	Structure
RAMP1	Seaplane Ramp #1	1940	Contributing	Structure
RAMP2	Seaplane Ramp #2	1940	Contributing	Structure
RAMP3	Seaplane Ramp #3	1941	Contributing	Structure

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Building No.	Facility Name	Built	NRHP Status	Resource Type
N/A	Seaplane Lagoon	1940	Contributing	Structure
N/A	Historic Designed Landscape	1941	Contributing	Site

Contributing Buildings and Structures within the NAS Alameda Historic District

Administrative Core

The following text regarding the Administrative Core, providing a general description of this functional area, is excerpted and derived from the "Guide to Preserving the Character of the Naval Air Station Alameda Historic District." Descriptions of individual contributing resources are presented thereafter.

The Administrative Core buildings represent the best expression of the "Moderne" style that was the design theme for the entire station. The Administrative Core buildings are excellent representations of the style, bearing most of the characteristic elements of the style: reinforced concrete materials; smooth surfaces with many curved elements; highly stylized vertical emphasis elements at the entrances; columns whose cross-section has been elongated, transforming them into aerodynamic struts; and the overriding element of the horizontal bands, running continuously across the façade, over the windows and over the wall panels between the windows.

While there are important differences, particularly with respect to the Chapel (Building 94), the buildings within the Administrative Core are remarkably consistent in design. The vocabulary may be summarized with respect to the surface treatment, roof and building forms; windows and doors; and use of strong, repetitive design elements.

The dominant character of the buildings in the Administrative Core is that they are made of smooth reinforced concrete walls and have flat roofs. The smooth surfaces and flat roofs are particularly effective in emphasizing the horizontality of the buildings. The administrative buildings tend to be very long and low. Some are enormous: Buildings 2 and 4 (and, to a lesser degree, Building 17) are so long they cannot be seen in their entirety from any one perspective. Even smaller buildings, such as Building 1, are long and low.

The horizontality of the buildings is best illustrated in Buildings 2 and 4. The long sweeping design is emphasized by the continuous horizontal bands in the concrete panels and by the bands of windows, which are themselves arranged in horizontal bands. Building 1 is equally horizontal in its appearance. The designers of these buildings, however, typically used vertical elements for powerful emphasis, as with the prominent entry pavilion at the center of Building 1. Another important element is the use of curved surfaces which enhance the sense of movement.

In summary, the key structural elements of the Administrative Core are:

- Smooth reinforced concrete surface (except for Building 94, which is wood sided)
- Horizontal orientation
- Flat roofs
- Use of vertical elements for emphasis

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Figure 1

6. DESIGN REVIEW GUIDELINES FOR THE HISTORIC DESIGNED LANDSCAPE IN THE NAS ALAMEDA HISTORIC DISTRICT

This section of the CLR provides guidelines for design review considerations of the historic designed landscape in the NAS Alameda Historic District. The guidelines are intended to guide and support the management and re-use of the historic property and the character-defining features of the historic designed landscape through the preservation of historic materials and features. The guidelines are intended for use by the Navy, planning staff of the City of Alameda and the Alameda Reuse and Redevelopment Authority (ARRA), and the City of Alameda's Historical Advisory Board in their consideration of projects that may be proposed for the interim and long-term re-use of and within the NAS Alameda Historic District. This chapter of the CLR should be viewed as a supplement to the 1997 "Guide to Preserving the Character of the Naval Air Station (NAS) Alameda Historic District."

These guidelines are focused on treatment of the historic designed landscape (which is how the cultural landscape on NAS Alameda is defined) as it contributes to the historic district as a whole, as well as to the landscape's specific character-defining features, as defined and discussed in Section 4. This section is comprised of general treatment guidelines, as well as general and specific design review considerations organized by system type and functional area.

This section is organized in four sections: Recommended Treatment Approach, General Management and Design Guidelines, and Design Review Considerations by Functional Area.

6.1 Recommended Treatment Approach

The four treatment approaches recognized by the Secretary of the Interior for historic properties were considered in conjunction with the objectives of the BRAC PMO West, to assess the treatment approach most suitable for NAS Alameda.

The four treatment approaches include: preservation, rehabilitation, restoration, and reconstruction. Described in *The Secretary of the Interior's Standards for Historic Properties* as forming "the philosophical basis for responsible preservation practice and enable long-term preservation of a landscape's historic features, qualities, and materials,"²¹⁵ the approaches are defined as:

²¹⁵ Page, Gilbert, and Dolan, *A Guide to Cultural Landscape Reports: Contents, Process, and Techniques*, 82.

- **Preservation:** the act or process of applying measures necessary to sustain the existing form, integrity, and material of a historic property. Includes stabilization work, where necessary, as well as ongoing preservation maintenance and repair of historic materials and features.
- **Rehabilitation:** the act or process of making possible a compatible use for a property through repair, alteration, and additions while preserving those portions of features which convey its historical, cultural, or architectural values.
- **Restoration:** the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by removing features from other periods in its history and reconstruction missing features from the restoration period.
- **Reconstruction:** the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

Rehabilitation is recommended as the appropriate overarching treatment approach for the NAS Alameda historic designed landscape. Because rehabilitation is defined as the act or process of making possible a compatible use for a property, this approach allows for protection of the site's historic character and resources while addressing the need for limited changes necessary for the new use of the site. Under rehabilitation, stabilization, protection, and preservation of historic resources occur to allow for planned new uses. Therefore, these guidelines focus on resources and systems to be stabilized, protected, preserved, and maintained.

With regard to other treatment alternatives, this CLR concludes those options are not appropriate for the following reasons. Preservation is overly restrictive and is limited in scope because it does not allow for, or take into account, the enhanced access and facilities needed to accommodate new uses, nor appropriate alterations that may be needed in the landscape to accommodate new uses within the historic district. Restoration and Reconstruction are not appropriate because they assume that significant losses of historic fabric have occurred, which is not the case on NAS Alameda. Additionally, these treatment approaches would likely be incompatible with the interim leasing and ultimate redevelopment that are, or have been, envisioned for the former NAS Alameda after property transfer.

6.2 General Management and Design Guidelines

The following section provides general guidelines for the treatment of the historic designed landscape on NAS Alameda that are intended to support the rehabilitation treatment approach and the design review considerations presented herein. They are intended to support specific landscape treatments and work in conjunction with other design considerations during reuse planning.²¹⁶

These guidelines are intended to conform to NPS cultural resources policies and guidelines, as applied to the rehabilitation of a historic property's contributing features. Recommended treatments are consistent with, and intended to support the avoidance and/or minimization of adverse effects to the NAS Alameda Historic District as a historic property under NHPA Section 106. The recommendations also are consistent with the NPS Director's Orders, the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*.

In general, projects potentially affecting the historic designed landscape, which is a contributor to the NAS Alameda Historic District, should be undertaken under the direction of appropriate specialists, including historical landscape architects, architectural historians, historical architects, and qualified technicians and artisans. Additionally, like the Secretary of Interior's Standards for Rehabilitation of Historic Properties, these guidelines should "be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility."²¹⁷ It is also recommended that changes and treatments should be documented through before and after drawings, photographs, and notes. All records of treatments should be maintained according to professional archival standards.

The following are general management and design review guidelines that apply to the historic designed landscape on NAS Alameda. In general, the historic character of the historic property should be retained and preserved. Efforts should be made to monitor and manage land uses that would potentially damage character-defining features of the historic designed landscape or other contributing elements to the historic district.

²¹⁶ These design considerations include, but are not limited to the "Guide to Preserving the Character of the Naval Air Station Alameda Historic District;" The City of Alameda Historic Preservation Ordinance (Section 13-21 of the Alameda Municipal Code); the Community Reuse Plan for NAS Alameda; City of Alameda General Plan; Alameda Municipal Code requirements for new development in Alameda; State and Regional Agency requirements, such as requirements by the Bay Conservation and Development Commission (BCDC) to address sea level rise and State Lands Commission requirements regarding the reuse and redevelopment of land subject to "Tidelands" restrictions; and federal Agency requirements, such as requirements by the Federal Emergency Management Agency (FEMA) to address flood risk at Alameda Point.

²¹⁷ Secretary of Interior's Standards for Rehabilitation, codified at 36 CFR 67.

Furthermore, additional study and recordation of character-defining features of the historic landscape may be required prior to modification, repair, or replacement in order to protect research and interpretive opportunities. The rehabilitation approach emphasizes preservation of character-defining features of a historic property, repair over replacement, and replacement in-kind, as necessary.

As codified in US Department of Interior Regulations 36 CFR 67, the Standards for Rehabilitation are:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall 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 architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall 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.

Users of these guidelines are encouraged to refer to the definition and discussion of the historic designed landscape's character-defining features in Section 4 and take into account the Standards for Rehabilitation for outcomes that encourage preservation and appropriate rehabilitation of the NAS Alameda Historic District, including the historic-designed landscape and its character-defining features. Also, refer to the inventory and evaluation table in Section 5 for the list of character-defining features. Overall, the guidelines encourage efforts to minimize potential impacts of reuse and development in the historic district by working with developers, planners, historic landscape architects, historians, and other appropriate professionals. The guidelines encourage solutions that minimize direct and indirect impacts to character-defining features of the historic designed landscape.

The following general recommendations are intended to work in conjunction with the treatment recommendations for the specific functional areas. See Section 6.4 for discussion of Special Considerations regarding accessibility, as well as environmental and energy issues.

Spatial Organization

1. Retain and preserve the historic designed landscape's orthogonal layout – the geometric design created by the perpendicular alignment of roads into rectilinear blocks, and the arrangement of buildings and siting of sidewalks/paths parallel and perpendicular to main roads – to the maximum extent possible. This includes taking into consideration the layout of roads, sidewalks, primary and secondary paths and buildings. Avoid, or reduce impact of, adding new roads or sidewalks/paths that are not parallel or perpendicular to established roads, or siting new buildings at angles that are not parallel to the main roads.
2. Evaluate proposed development, adaptive reuses, and changes in the spatial organization within the historic district in consultation with appropriate professionals, such as a historical landscape architect and/or historic preservation specialist.

Views and Vistas

Minimize visual impacts to character-defining views and vistas. Consider using techniques such as establishing vegetative screens to hide newly-introduced features. New development should incorporate view corridors and building height limits that will maintain character-defining views.

Topography

The flat topography within the NAS Alameda historic district is a character-defining feature of the historic designed landscape. Minimize impact to the flat topography within the historic district. When improving drainage and/or implementing improvements to address flood risk and sea level rise, the appearance of the flat topography should be maintained to the extent feasible. Attempt to minimize the visual appearance of any modifications to topography.

Vegetation

1. Employ best management practices (BMPs) when thinning or removing trees or other vegetation, or implementing other routine plant maintenance tasks. This is intended to improve tree health, decrease potentially hazardous issues related to vegetation, and support the preservation of distinctive vegetation materials present in the historic designed landscape. BMPs include arboricultural standards established by “Pruning Standards” of the Western Chapter of International Society of Arboriculture and ANSI A300 ‘Pruning Standards.’²¹⁸
 - a. Use of, and/or advice from, a certified arborist (such as a Registered Consulting Arborist (RCA), as recognized by the American Society of Consulting Arborists) is recommended for implementation of these BMPs.
 - b. To help retain and preserve the historic character of the historic district, consider employing BMPs to help rehabilitate vegetation that is appropriate to historic district’s period of significance.
2. To the extent practicable, protect and maintain the individual trees and tree groups identified as character-defining features. This includes the root zone of those trees.

²¹⁸ American National Standards Institute, and National Arborist Association, Inc. *American National Standard for Tree Care Operations: Tree, Shrub and Other Woody Plant Management: Standard Practices (pruning)*, (Londonderry, NH: Tree Care Industry Association, 2008); American National Standards Institute, ANSI A300 (Part 1)-2001 “Pruning: Tree Care Operations - Tree, Shrub and Other Woody Plant Maintenance - Standard Practices (revision and redesignation of ANSI A300-1995, includes supplements),” (Washington DC: American National Standards Institute, 1995).

3. When replacing character-defining trees, it is advisable to replace them in-kind or to use suitable replacements species that share physical qualities with the original. This may depend on species of tree. The physical qualities of replacements are the expected form, size, and approximate color of the trees once they mature. This also includes following the original general category of tree type – coniferous, deciduous or evergreen. It is important that replacements be well suited to the micro-climates on the station. Replacement in-kind may not be possible or advisable, depending on the species and its relative weakness to disease, fire resistance, drought tolerance, or compliance with other policies related to sustainability and public safety. Some disease resistant pine species, for example, are currently being developed that may be useable on this facility.

Circulation

1. Avoid or minimize alterations to the character-defining circulation routes. The character-defining circulation are those elements that help define the orthogonal layout of the station, denote hierarchical distinctions or help define land use areas that are emphasized by the vehicular or pedestrian circulation.
2. Avoid impacts, or minimize alterations, to the character-defining circulation routes when considering other transportation policies / practices or when adding new circulation routes.
3. Minimize visual impacts of new circulation routes to the extent feasible.
4. Retain and preserve the design, layout, and detailing of the character-defining driving lanes / roadways, driveways, and parking strips where they occur.
5. Retain and preserve, to the extent feasible, the location and design of the sidewalks and paths that are character-defining to the historic designed landscape. When replacing or adding new sidewalks or paths, widths should be similar to historic sidewalks and paths with primary paths wider than secondary paths, as extant in the historic designed landscape. While installing visually compatible sidewalks, subtle scoring, finish treatments, or date stamps could be used to differentiate sidewalks and paths that are new.
6. In providing universally accessible routes to primary facilities, comply as possible with accessibility recommendations described under the Special Considerations section.

Structures, Furnishings and Objects

1. Design and locate new structures, furnishings, and objects within the historic designed landscape, or alterations to existing features, in such a way that such actions avoid or minimize impacts to historic materials, features, and/or spatial relationships that are character-defining features of the landscape.
2. Prepare and adopt design guidelines for new construction so that it is designed in a manner that is compatible with the existing character- defining features of the historic designed landscape and is consistent with the Secretary of Interior's Standards for Rehabilitation.
3. The design guidelines for new construction should address the Standard for Rehabilitation regarding reversibility and address ways in which new structures, furnishings, and objects constructed in the NAS Alameda Historic District can be built or installed in such a way that if removed in the future, the essential form and integrity of the historic designed landscape would be unimpaired.
4. When installing new site furnishings, fencing, signage, and site lighting consider the size, scale, materials, massing, style, and views of the original area and strive for sympathetic installations. Additionally, guidelines for installation of signage are provided in the 1999 Memorandum of Agreement for the NAS Alameda Historic District.

Water Features

There are no general treatment recommendations related to water features.

6.3 Design Review Considerations by Functional Area

The following are design review considerations, organized by functional area, as shown in the Land Use Diagram (**Appendix A2**) and by categories of character-defining features. The recommendations herein are limited to the character-defining features of the historic designed landscape that is a contributing element of the NAS Alameda Historic District. See Section 4 discussion and analysis regarding the historic design landscape's character-defining features.

6.3.1 Administrative Core

Spatial Organization

1. Retain and preserve character-defining features of spatial organization including:

- a. Orthogonal layout of roads, buildings and paths.
 - b. North-south bi-laterally symmetrical alignment and axial alignment of entry mall from the Main Gate to Building 1.
 - c. East-west bi-lateral symmetrical alignment of the BEQ quadrangle.
 - d. East-west axial alignment along West Essex Drive and in the BEQ quadrangle.
 - e. Bilaterally symmetrical entrance on the north side of Building 17 by retaining the curved driveway and central path with the circle of planting.
 - f. Deep setbacks of lawn and alignment of facades of buildings within each block.
 - g. Sense of openness between buildings and landscape courtyards between wings of buildings. Avoid or minimize the use of fences or hedges that would subdivide spaces between buildings and structures.
 - h. Integration of architecture and landscape (also see Structures, Furnishings, and Objects).
2. Maintain the open space created by the entry mall / BEQ quadrangle and preserve landscape / architecture integration.
 - a. Retain and maintain the entry mall's three panels of low ground cover with trees planted at the corners. Any change to the planting should retain visual access to focal points within the entry mall and character-defining views from the entry mall. Avoid adding trees, other plantings or objects in areas other than the corners of the lawn panels.
 - b. Retain and maintain BEQ quadrangle lines of trees, trees flanking west end of quadrangle, and vegetation accenting building entries.

Views / Vistas

1. Retain and preserve character-defining views and vistas, including:
 - a. Views south at the entry mall
 - b. Views along east west axis of BEQ quadrangle and West Essex Drive
 - c. Views south along Lexington Street and Saratoga Street from entry mall to Seaplane Lagoon
 - d. Panoramic views from corner of Red Line Avenue and Monarch Street

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Topography

1. The flat topography within the NAS Alameda historic district is a character-defining feature of the historic designed landscape. Minimize impact to the flat topography within the historic district. When improving drainage systems and/or implementing improvements to address flood risk and sea level rise, maintain, to the extent feasible, the appearance of the flat topography. Attempt to minimize the visual appearance of any modifications to topography.
2. Maintain the elevated grade within the BEQ quadrangle and the gentle slope that connects it to the entry mall.

Vegetation

1. Protect and maintain character-defining vegetation of the historic designed landscape including:
 - a. Monterey cypress trees along Main Street, along north border
 - b. Specimen Monterey cypress trees at corners of entry mall
 - c. Rows of Chinese elm trees at BEQ quadrangle
 - d. Pairs of Brush Cherry trees at building entries at BEQ quadrangle
 - e. Two groups of Monterey pine trees at west end of BEQ quadrangle
 - f. Paired Yew trees at east end of BEQ quadrangle
 - g. Black pine trees flanking path approaching east end of Building 2 and one on south side of path approaching east end of Building 4
 - h. Expanse of low ground cover with trees and few or no shrubs at entry mall and expanse of lawn / turf at the BEQ quadrangle
 - i. Three multi-trunk myoporum and mayten trees west of Building 3
 - j. Pair of Rusty leaf fig trees north of BOQ (Building 17)
 - k. Deep panels of low ground cover between sidewalks and building foundations and foundation planting beds.
2. Protect and maintain, as possible, vegetation that is considered appropriate to the historic designed landscape, taking into consideration the variety, size and character of species, and the proportion of evergreen, coniferous and deciduous species.

3. When replacing missing trees, replace with the same mix of species or with alternative species that have a similar visual impact. See general guidelines in previous subsection for additional information.
4. When planting in planters at building entries, replant with species originally used. If the original species cannot be determined from historic documents, select a species known to have been planted during the period of significance, and which is also suitable for the exposure and planter size. It may also be necessary to plant an alternative species that has a similar visual quality to the historic plant species.
5. When trimming, consider raising the canopy of the (non-character-defining) Monterey cypress in the center of the south lawn panel in the entry mall to improve visual access along the axes that cross the center of the entry mall. Consult with a certified arborist to discuss how best to execute this change.

Circulation

1. Maintain the general size, form, and layout of the original parking / waiting area north of the Main Gate, including its curved edges and sidewalks.
2. Retain and preserve the material, widths and finish of the character-defining sidewalks and paths, including prominent and orthogonally aligned paths across the entry mall, BEQ quadrangle, matching wide paths approaching each wing of Buildings 2 and 4, and other orthogonally aligned paths elsewhere in the area west of Pan Am Way.
3. Retain and preserve the wide plaza and shallow steps that connect the entry mall and BEQ quadrangle.
4. Retain and preserve the material, design, layout and detailing of the curved drive at Building 17.
5. Retain and preserve the central path and circle of planting on north side of Building 17.

Water Features

There are water features in the Administrative Core Area that are character-defining features of the historic designed landscape, which is a contributing element of the NAS Alameda Historic District.

Structures, Furnishings and Objects

1. Retain and preserve the concrete planters flanking the plaza connecting BEQ quadrangle and entry mall.
2. Retain the trapezoidal-shaped free-standing concrete ornamental pots found at various locations, including the south side of Building 1.
3. Retain and repair original light poles north of Main Gate. Replace light pole in-kind if they are sufficiently deteriorated.
4. Retain and preserve building features that integrate with elements of the historic designed landscape.

6.3.2 Shops Area

Spatial Organization

1. Retain and preserve character-defining features of spatial organization, including:
 - a. Orthogonal layout of roads, buildings and paths
 - b. North-south axial alignment that continues from the Main Gate, through entry mall and Building 1 to Building 39 and Seaplane Lagoon.
 - c. Deep buildings setbacks, including those with lawn and foundation shrubs.
 - d. Integration of architecture and landscape, including paths to major building entries (also see Structures, Furnishings, and Objects).
2. The design guidelines for new construction proposed in Section 6.2. General Management and Design Guidelines should address ways to ensure that new building siting, massing, parking areas, and landscape areas are designed in a manner that is compatible with the character-defining features of the historic designed landscape. The design guidelines should address ways to maintain, to the extent feasible, the character-defining large, open, areas between buildings.

Views / Vistas

1. Retain and preserve character-defining views, including:
 - a. South along Lexington Street and Saratoga Street from entry mall to Seaplane Lagoon.
 - b. Along West Tower Avenue.

Topography

The flat topography within the NAS Alameda historic district is a character-defining feature of the historic designed landscape. Minimize impact to the flat topography within the historic district. When improving drainage systems and/or implementing improvements to address flood risk and sea level rise, maintain, to the extent feasible, the appearance of the flat topography. Attempt to minimize the visual appearance of any modifications to the topography.

Vegetation

Protect and maintain character-defining deep panels of low ground cover between sidewalks and building foundations, along with appropriate foundation planting beds / plantings.

Circulation

The design guidelines for new construction proposed in Section 6.2. General Management and Design Guidelines should address ways to ensure that new building siting, massing, parking areas, and landscape areas are designed in a manner that is compatible with character-defining circulation features of the large, open areas between buildings.

Water Features

There are no water features in the Shops Area that are character-defining features of the historic designed landscape, which is a contributing element of the NAS Alameda Historic District.

Structures, Furnishings and Objects

Retain and preserve building features that integrate with elements of the historic designed landscape, such as the planters flanking building entries.

6.3.3 Residential / MWR Area

Spatial Organization

1. Retain and preserve the layout, alignment, materials, and design details of the roadways and layout. Alignment is offset from the orthogonal layout that is west of

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- Pan Am Way. Preserve “egg-shaped” layout of Officers’ Housing area with curved roads. Preserve “Big Whites” orientation facing northeast.
2. Retain and preserve the park and open space that separates the Officers Housing from the CPO Housing.
 3. Retain and preserve the axial alignment of CPO Housing area.
 4. Retain and preserve consistent setback of houses, both Officers Houses and CPO Houses on Pensacola Road and Corpus Christi Road.
 5. Retain and preserve the sense of openness between both Officers’ Houses and CPO Houses. Minimize the use of fences or hedges that would subdivide spaces between buildings.
 6. Maintain integration of architecture and landscape, including organization of houses to open space and the differences in character of the spaces as they express hierarchy and different land use than is present west of Pan Am Way.

Views / Vistas

Preserve the limited internal views of and within the residential area.

Topography

The flat topography within the NAS Alameda historic district is a character-defining feature of the historic designed landscape. Minimize impact to the flat topography within the historic district. When improving drainage systems and/or implementing improvements to address flood risk and sea level rise, maintain, to the extent feasible, the appearance of the flat topography. Attempt to minimize the visual appearance of any modifications to the topography.

Vegetation

1. Retain, preserve, protect and maintain character-defining vegetation, including:
 - a. Deep panels of low ground cover between sidewalks and building foundations, with minimal use of hedges, vines and other ground cover.
 - b. Planted parking strips between sidewalk and street.
 - c. Park plantings of low ground cover and trees in park area between Officers Housing and CPO Housing.
 - d. Mixed grove of trees around Quarters A and lawn adjacent Quarters A driveway

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- e. Yew tree on north side of Quarters A.
- f. Australian tea trees at parking lots on east and west sides of CPO housing and around Building 95.
2. Retain and maintain existing planted parking strips. Avoid introducing planting strips where they did not exist during the period of significance.
3. As trees need replacement, consider reducing the number of different species being planted. This would serve as part of the effort to restore qualities of the historic designed landscape that existed during the period of significance.
4. Preserve and retain foundation planting beds at Officers' Houses.

Circulation

1. Retain and preserve the layout, alignment, materials, and design details of the roads in the residential areas to the extent feasible.
2. Modifications to circulation (such as bicycle lanes, improved pedestrian facilities, and transit facilities) should be designed to be compatible with the original design of the streets.
3. Retain and preserve the location and design of sidewalks, parking strips between the curb and sidewalks, and secondary paths.

Water Features

There are no water features in the Residential / MWR Area that are character-defining features of the historic designed landscape, which is a contributing element of the NAS Alameda Historic District.

Structures, Furnishings and Objects

1. Retain curbed planting beds at front yards of Officers Houses ("Big Whites"); curbs slope up from the street towards house and contain foundation plants.
2. Retain the shallow / narrow foundation planting beds between the front yard and building facades at CPO houses. Retain definition of these beds with a cut edge of the lawn. Avoid the addition of concrete mow-bands, wood headers or other non-historic edging.

6.3.4 Operations Area

Spatial Organization

1. Retain the orthogonal pattern established by the roads and building mass and volume.
2. Retain and preserve the north-south bi-laterally symmetrical alignment (that extends from the Main Gate to Building 1) through Building 39 and the Seaplane Lagoon.
3. Preserve and maintain the deep setback of low ground cover around Buildings 77, 20, 21, and 22.
4. The design guidelines for new construction proposed in Section 6.2. General Management and Design Guidelines should address ways to ensure that new building siting, massing, parking areas, and landscape areas are designed in a manner that is compatible with the character-defining features of the historic designed landscape. The design guidelines should address ways to maintain, to the extent feasible, the open qualities of the character-defining spatial organization and views in the Operations Area.

Views / Vistas

1. Retain and preserve views:
 - a. Along Monarch Street and the west side of the Landplane Hangars
 - b. Along Tower Avenue and along the south side of the Seaplane Hangars
 - c. Southward to the Seaplane Lagoon and piers.
 - d. Westerly across Airfield

Topography

The flat topography within the NAS Alameda historic district is a character-defining feature of the historic designed landscape. Minimize impact to the flat topography within the historic district. When improving drainage systems and/or implementing improvements to address flood risk and sea level rise, maintain, to the extent feasible, the appearance of the flat topography. Attempt to minimize the visual appearance of any modifications to the topography.

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Vegetation

1. Protect and maintain the low ground cover on the south side and southeast corner of Building 77 and surrounding the Control Tower.
2. Avoid adding foundation planting beds or trees at Building 77 within the open space area created by the setback.
3. Protect and maintain the low ground cover east of landplane hangars Buildings 20, 21, and 22.

Circulation

The design guidelines for new construction proposed in Section 6.2. General Management and Design Guidelines should address ways to ensure that new building siting, massing, parking areas, and landscape areas are designed in a manner that is compatible with the character-defining circulation features of the large, open areas within the Operations Area.

Water Features

1. Retain and preserve the Seaplane Lagoon, including its bulkhead and ramps on the north edge, the rip-rap sides, and jetties on the south side.
2. New features constructed in the Seaplane Lagoon, such as pedestrian, visitor and boating facilities, docks, and/or piers should be designed to be compatible with character-defining features of the of the Seaplane Lagoon.

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.

6.4 Special Considerations for Historic Designed Landscape

Accessibility

When following Uniform Federal Accessibility Standard (UFAS), Americans with Disabilities Act Accessibility Guidelines (ADAAG), and other applicable local guidelines to address issues of accessibility, work with local accessibility and preservation specialists to determine the most appropriate solutions which will have the least impact

on character-defining features. The mutual goal should be providing access to the highest degree practicable, while preserving character-defining landscape features, materials and finishes. Minimize disturbance to historic designed landscape when installing access facilities and systems.

Flood Risk

When addressing flood risk and flood protection as required by federal and state law and other applicable local and state guidelines, determine the most appropriate solutions that will have the least impact on character-defining features of the historic landscape. The mutual goal should be to protect the district facilities, structures, users, and occupants from flood hazards to the highest degree practicable while minimizing disturbance to historic character defining landscape features.

Directional Signage and User Facilities

When designing directional signage and user facilities such as bus shelters, bicycle racks, and informational kiosks, choose design solutions that recognize, support, complement and celebrate the historic district. Design solutions should be compatible with the period of significance and the character-defining features of the district while also providing for the convenience of district users and supporting the economic opportunities to reuse and revitalize the district.

Environmental and Energy

Various general measures related to environmental and energy treatments could support the preservation of the character of the historic designed landscape. The following are suggested:

1. Minimize areas of ground disturbance, grading, soil compaction and alterations to the drainage patterns.
2. When selecting energy efficient lighting fixtures, choose fixtures that are compatible in design to the original fixtures. Consider the color and quality of energy efficient lighting such that it is appropriate to the character of the historic district.
3. Take into consideration life-cycle costing of materials to assess their long-term wearing capacity and maintenance costs. Consider materials that are non-toxic, durable, long-lived and low-maintenance.

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4. Avoid altering the habitats of rare, threatened or endangered species or species of special concern. Evaluate the potential impact to wildlife habitat prior to undertaking any construction or vegetation removal.
5. As part of BMPs, consider removal of invasive species identified during vegetation monitoring activities using ecologically sound removal techniques.
6. As part of BMPs, considered integration of pest management, as well as soil and erosion control measures in maintenance and management practices.
7. Consider appropriate sustainable design measures, including:
 - a. Water conserving measures such as the use of drought tolerant lawn species, drought tolerant shrubs, high efficiency irrigation systems, and the use of mulches and good maintenance. This strategy is similar to the original choice of plant materials chosen for the planting design in 1941.
 - b. Strategies for storm water management.
 - c. Use of materials with recycled content.
 - d. Techniques for minimizing the use of herbicides and pesticides.
8. As part of water conservation efforts in the management of vegetation, the planting design of the entry mall could be restored to the design depicted in historic photographs and drawings.

I, the undersigned, hereby certify that the foregoing Resolution was duly and regularly adopted and passed by the Council of the City of Alameda in a regular meeting assembled on the 5th day of February, 2013, by the following vote to wit:

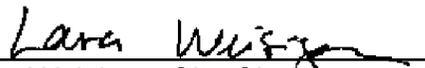
AYES: Councilmembers Chen, Daysog, Ezzy Ashcraft, Tam and Mayor Gilmore – 5.

NOES: None.

ABSENT: None.

ABSTENTIONS: None.

IN WITNESS, WHEREOF, I have hereunto set my hand and affixed the seal of said City this 6th day of February 2013



Lara Weisiger, City Clerk
City of Alameda