



Section 213 Report

Presidio of San
Francisco National
Historic Landmark

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on Historic Preservation by
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SUMMARY

Property Description and Significance

The Presidio of San Francisco National Historic Landmark is a 1480 acre district located on the west side of the northern most end of the San Francisco Peninsula. Lt. Col Juan Bautista de Anza chose the site in 1776 for its strategic location overlooking the mouth of San Francisco Bay to establish a Spanish military reserve. From this time forward the land, with minor adjustments, continued to serve as a military post for soldiers of Spain, Mexico, and the United States until 1994.

The Presidio of San Francisco was designated a National Historic Landmark on June 16, 1962. The period of significance spans from 1776, when the Spanish founded the Presidio, to 1945 and includes the year 1951, the year the United States and Japan signed the ANZUS Pact and Joint Security Pact.¹ Today, very few resources date from the Spanish era and a vast majority of the contributors to the landmark district date from post Civil War periods of development.

Spanish development of the Presidio occurred in two separate areas– Castillo de San Joaquin, an armed fortification located on the white cliff overlooking the entrance to San Francisco Bay, now known as Fort Point, and the Presidio of San Francisco proper, today known as El Presidio, which housed the garrison and supported administrative and training functions within a rectangular adobe enclosure. The archeological site of El Presidio sits in the southeast portion of the Presidio’s Main Post, which is located in the eastern portion of the Presidio NHL district. Roughly centered around the Main Parade Ground, the Main Post was the operational center of the reservation from the beginning to the end of military occupation. As such, the Main Post was and still is considered the heart of the Presidio. It is the only place in the Presidio that contains known archeological and architectural resources from the Spanish and Mexican Periods; and it retains historic resources from all other major periods of military development at the Presidio.

For the first 99 years of military occupation of the reservation, all major construction occurred in the Main Post and at Fort Point, with efforts at Ft. Point aimed at strengthening and expanding the coastal defense system. During the next 50 years, support areas were developed near the Main Post and Fort Point. The Letterman Hospital Area (1899-1902), the Post Cemetery (1880s), and the East and West Cantonment Areas (1899) were all developed immediately adjacent to the Main Post and supported Army operations at the Presidio. During the early 20th century, the Fort Winfield Scott (1910 – 1915) developed area was established to support coastal defense and was constructed immediately adjacent to Fort Point. Other developments such as the Marine Hospital Complex, fortifications in the Coast Bluff area, the forestation of the Presidio that resulted in the reported planting of thousands of trees, and an extensive circulation system further defined the spatial organization, character, association, and feeling of the Presidio of San Francisco.

The Undertaking

The undertaking, is an update to the 2002 Presidio Trust Management Plan’s planning concept for the Main Post as documented in the February 2009 “Revised Draft Main Post Update to the Presidio Trust Management Plan” (MPU). The update details the proposed implementation of the preferred alternative identified through the National Environmental Policy Act (NEPA) process. There are four

¹ An NHL update focused on the Cold War era is currently underway.

major components in the update: a heritage and archeology center, an art museum, a lodge and a large addition to the Presidio Theater. To accommodate the preferred alternative, the MPU shifts the planning concept for the Main Post from visitor and community center to cultural and civic center, and introduces major changes to the 2002 PTMP Main Post concept plan, including the addition of a 100,000 sf. museum and an 80,000 sf. lodge (all new construction).²

In total, the proposed update to the Main Post planning concept would increase the limit for new construction in the Main Post from 110,000 sf to 253,000 sf., and proposed demolition from 20,000 sf. to 117,000 sf.³ Proposed demolition includes both contributing and non contributing resources. The following summary captures the major details of the proposed update to the Main Post planning concept:

- construction of a new 100,000 sf. art museum
- construction of a new 80,000 sf. lodge
- construction of a new 5,000 sf. free-standing café associated with lodge
- an 18,000 sf. addition to the 14,000 sf. Presidio Theater (contributor to NHLHD)
- a 4000 sf. addition to the 6,800 sf. Presidio Chapel (contributor to NHLHD)
- 20,000 sf. of additional unspecified “incidental” new construction held in reserve for future rehabilitation projects
- moving of the Red Cross Building from current location(contributor to NHLHD)
- demolition of six contributing resources
- partial closure of 3 historic roads (contributors to NHLHD)
- introduction of traffic lights in the Main Post
- rehabilitation of seven historic resources(contributors to NHLHD)
- rehabilitation of three landscape areas within the Main Post

The revised draft MPU also includes “Strategies for Conforming to the Secretary of the Interior’s Standards.” As stated in the revised MPU, the strategies are an outgrowth of a National Park Service, Presidio Trust Section 106 design workshop held in August 2008; however, the strategies included in the MPU are not the product of that workshop. Many, but not all of the strategies developed in the workshop have been included in the MPU; and not all of the projects addressed in the strategies section of the revised MPU were included in the workshop discussion. Like those in the revised MPU, the strategies developed during the NPS Presidio Trust workshop were site and project specific and did not address cumulative effects within the Main Post or the National Historic Landmark District as a whole. The workshop also included an assessment of a site outside the Main Post for the museum.

This Section 213 report focuses on the information presented in the February 2009 revised draft MPU and the February 2009 “Draft Finding of Effect for the Main Post Update.” For each component of the preferred alternative, the MPU includes a description of building foot prints, square footage distribution above and below grade, maximum building height, roof form, the general approach to architectural

² The existing 2002 PTMP identified the Crissy Field planning area as the preferred location for a museum with reuse of the Commissary as museum space set as a priority and the hangars along West Crissy Field identified as an alternative museum location. The 2002 planning concept for the Main Post identified small-scale lodging as a complementary land and building use in the Main Post. (PTMP, Chapter 3 Crissy Field Section, p2, Main Post Section, p2).

³ *Presidio Trust Management Plan, Land Use Policies for Area B of the Presidio of San Francisco, 2002, p200. Revised Draft Main Post Update to the Presidio Trust Management Plan, February 2009, p47.*

expression and proposed rehabilitation if applicable. Illustrations of proposed new construction are limited to site plans and wire diagrams that show a general building mass. More specific information about the proposed museum has been developed; however, that information is not part of the MPU or DFOE. Architectural renderings illustrating a specific museum proposal are currently on public display at the Presidio. The renderings illustrate the proposed building and roof form, fenestrations, architectural expression and site design. Where architectural illustrations of the proposal demonstrate further impact to the district beyond the MPU project description an assessment of the deviation is provided. Information for the lodge design, and theater and chapel additions has been schematic thus far, and limited to the verbal description, site plans, and wire diagrams included in the draft revised MPU and in massing models on public display at the Presidio. The massing models for the lodge, theater and chapel generally replicate information presented in the MPU and do not provide additional information.

In general, lack of design specificity makes it difficult to fully assess the compatibility of each proposal regarding design, materials, and workmanship. The assessment is based on the information outlined in the MPU.

Findings

The MPU presents a suite of actions that include new construction, demolition, street closures, rehabilitation, and significant changes to historic circulation patterns. The conclusive finding presented in this Section 213 report is based on an analysis of these actions in the aggregate. A more detailed description of the assessment of adverse effects follows the summary finding.

Summary

The proposed undertaking will have a significant adverse effect on the Presidio of San Francisco National Historic Landmark District because key character defining features and contributing resources will be adversely and irreversibly effected. This assessment includes weighing the benefits of proposed building rehabilitation as well as the proposed strategies for conforming to the Secretary of the Interior's Standards, which may help reduce the effect of individual projects, but do not address the cumulative effects of the entire undertaking.⁴

Our assessment of adverse effects documents multiple ways the proposed undertaking would adversely effect the Presidio of San Francisco NHL. The cumulative impact of these adverse effects severely diminishes the historic character of the Main Post, which is the heart of the Presidio of San Francisco, and significantly diminishes the overall integrity of the National Historic Landmark District. The cumulative effect of the proposed undertaking can be summarized a number of ways; here are three:

⁴ The museum and lodge proposals include the rehabilitation of two large historic buildings (Bldg. No. 101 & Bldg. No. 42); and the rehabilitation of buildings 44, 47, 48, 49, 50, 99, 130 also are proposed in the undertaking. With the exception of the Theater, minimal information is available about these projects; therefore, it is not possible to determine whether rehabilitation will have an adverse effect on any of the buildings. The February 2009 Draft Finding of Effect identifies the rehabilitation of these contributing resources as possessing the potential for an adverse effect, and concludes that if the projects are done in accordance with the Secretary of the Interior Standards, they will have a no adverse effect. However, the proposed rehabilitation of Building 99 would have an adverse effect on the building and an assumption of no adverse effect is not warranted. The potential no adverse effect rehabilitation projects do not sufficiently mitigate the severe adverse effect of the overall proposal.

- The large amount of new construction, demolition or movement of contributing resources, the introduction of traffic lights and changes to historic circulation patterns will have a severe negative effect on the setting, feeling, and association of the Main Post, the heart of the Presidio NHLD.
- The introduction of large prominent expanses of paved pedestrian plazas and esplanades and the introduction of traffic lights into the Presidio will critically change a fundamental character defining feature that distinguishes the historic fabric, setting, feeling and association of the Presidio NHLD from the surrounding urban fabric of the city.
 - The extensive pedestrianization of the Main Post through the closure and resurfacing of historic roadways introduces an incompatible circulation pattern that will dominate the Main Post. The Main Post was never conceived of as a pedestrian mall or plaza.
 - A need to introduce traffic lights may be an indication that the proposed land use changes have breached a threshold incompatible with the historic land use of the Main Post.
- Implementation of the revised draft MPU would significantly reduce the percentage of square footage on the Main Post that is comprised of buildings that contribute to the National Historic Landmark District. Historic buildings currently comprise eight-eight percent of the square footage in the Main Post. Implementation of the 2002 PTMP would not have changed the percentage. The revised draft MPU reduces the percentage of historic building square footage to seventy-four percent. The effect of the decrease is exacerbated by the distribution of square footage. The total historic building square footage exists in more than 100 buildings distributed throughout the Main Post, while the new and noncontributing square footage is concentrated in a few buildings primarily located around the Main Parade. The extent and concentration of the changed ratio of historic to non historic square footage threatens the historic character and integrity of the Main Post.

Assessment of Adverse Effects

More specifically, the proposed undertaking threatens the NHLD because it diminishes the integrity of the Presidio of San Francisco NHLD under the following examples of adverse effects as described in 36 CFR §800.5:

- (i) *Physical destruction of or damage to all or part of the property*
- Demolition of six contributing resources (2 – 5-car garages [Bldg. Nos. 113 & 118, 1940], 2 – Bachelor Officers Quarters [Bldg Nos. 40 & 41, 1941], Storage [Bldg. No. 46, 1940] & tennis courts)
 - Disturbance or partial destruction of contributing archeological sites (El Presidio Site, F1, F9 & F20, F21)⁵
 - Demolition will result in the removal of nearly half of the WWII development located in the Main Post
 - If building 97 is demolished as shown in the architectural renderings for the museum, one of the most prominent examples of permanent WWII construction on the Main Post will be lost and more than half of the WWII development located in the Main Post will be lost.

⁵ Jones & Stokes, The Presidio of San Francisco, Main Post Update: Section 106 Consultation, Finding of Effect for the Main Post Update, February 2009, pp. 93-94, 96.

- (ii) *Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines*
- The undertaking will close historic roadways and will alter historic circulation patterns.
 - Closure of Sheridan Avenue to vehicular traffic will result in a false sense of spatial organization/connection between the bowling alley site and the Main Parade.
 - The undertaking will result in a large area of new construction that will dominate the Main Parade and create a false sense of historical development
 - Proposed scale and massing of the lodge is incompatible with the historic scale and massing of historic development between the Old and New Parade Grounds and creates a false sense of history regarding the historic spatial organization of the Main Post and the character of the eastern edge. Historically, the eastern edge of the Main Parade never had the regularity and formality exhibited by the Montgomery Street barracks. The lodge creates a hard edge and formality where it never existed and suggests uniformity to the Main Parade that never existed.
 - Moving the Red Cross building is not in accordance with the Secretary Standards
 - If the entire bowling-alley site is nearly covered with new construction and paving, as shown in the architectural renderings for the museum, the new construction will dominate the head of the Main Parade and will negatively impact the setting, feeling, association and historic character of the property.
 - Closure and pedestrianization of Sheridan Avenue combined with removal of the Red Cross Building and the near complete coverage of the bowling alley site, as shown in the architectural renderings for the museum obliterates the immediate physical context and spatial organization of the site and creates a false sense of historical development..
 - The architectural renderings of the museum do not depict a building that follows the draft revised MPU's Strategies for Conformance with the Secretary Interior Standards for this project because Building 97 is shown as demolished and the building foot print exceeds the identified square footage.
 - The proposed addition to the Presidio Theater (Bldg. 99) is out of scale with the historic building, and will negatively impact the integrity of the Presidio Theater.
 - The proposed sub-division of the character defining interior space will have an adverse effect on the Presidio Theater (Bldg. 99)
 - The footprint of both the lodge and the museum have the potential for ground disturbance in known archeological sites.
- (iii) *Removal of the Property from its Historic Location.*
- Shifting/removal of Red Cross Building from its historic location.
- (iv) *Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance.*
- The , concentration and scale of new construction, the large expanses of pedestrian plazas, and the introduction of traffic lights will in the aggregate overwhelm the historic character and setting of the Main Parade Ground.
 - New uses and associated new construction in their aggregate will significantly change and dominate the historic character of the Main Post.

- (v) *Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features*
- The overall square footage and concentration of new construction included in the preferred alternative, the demolition of contributing resources, the partial closure of historic road ways and the introduction of stop lights will diminish the integrity of the spatial organization, design, feeling, setting and association of the Main Post – the heart of the Presidio and one of the most significant historic features of the NHLD.

There are four additional undertakings in the Main Post and another one in an adjacent area that are currently underway or are already approved. These projects include:

- Main Parade Rehabilitation (Main Post)– Removal of asphalt parking on the Main Parade site (NHL contributor) and replacement with grass, closure of the Anza Street (NHL contributor) and rehabilitation as pedestrian Esplanade, with new steps at the head of Main Parade, information pavilions and platforms along eastern edge of Main Parade Ground. This project was reviewed through a separate compliance process and recently has been redefined to eliminate the granite steps at the head of the main parade, to soften the eastern edge with vegetation and to reduce the scale of the interpretive panels.
- Disney Museum (Main Post)– the rehabilitation and 16,900 sf addition to Montgomery Street Barracks Bldg. No. 104 (NHL contributor), the rehabilitation of the Post Gymnasium & Storage Building Nos. 122 & 108 (NHL contributors).
- Family Violence Prevention Program (Main Post) – the rehabilitation & 3600 sf addition to Montgomery Street Barracks Bldg. No. 100 (NHL contributor).
- Doyle Drive Replacement Project (Crissy Field & Main Post) – seismic, structural, and safety improvement project.

The Doyle Drive project will result in the demolition of historic resources that contribute to the NHLD and will have an adverse effect on the district.; however, the project addresses seismic, structural and safety deficiencies. When Doyle Drive (NHL contributor) was constructed in the 1930s, the elevated roadway separated the Main Parade from the Crissy Field Area. The replacement is partially tunneled and covered parkway that reestablishes a connection between Crissy Field and the Main Post. The Disney Museum and the Family Violence Prevention projects include sizeable additions to historic buildings; however the additions will not adversely effect either of the buildings and will result in the rehabilitation of significant historic resources in the Main Post. The Main Parade project will replace acres of asphalt that now cover the area of the Main Parade with a green lawn. The greening of the Main Parade is a positive rehabilitation of the resource; the new direction of the Main Parade design on public display at the Presidio makes it more compatible with the historic character of the Main Post; however, the closure and resurfacing of Anza Street will result in an adverse effect to the roadway. The Final EIS and FONSI for the Main Parade project were issued in November 2007. With the exception of the Doyle Drive Replacement Project, these undertakings were individually found to have no adverse effect on the NHLD; however, each project introduces incremental change to the historic character, setting, feeling, association, and circulation system of the Main Post. In aggregate their effect is greater than their parts. The adverse effect of the Doyle Drive project and the cumulative incremental effects of the other projects also alter the historic fabric and impact the integrity of the Main Post.

Implementing the entire suite of projects proposed in the current undertaking and the additional projects described above, will seriously threaten the integrity of the Main Post, the historic core of the National Historic Landmark District, to a degree that cannot be mitigated to an acceptable level, which

would significantly diminish the integrity of the Presidio of San Francisco National Historic District. However, a revised preferred alternative or partial implementation of the preferred alternative could minimize and possibly avoid an adverse effect and accomplish many of the goals set forth in the revised draft MPU undertaking.

RECOMMENDATIONS

CFR Part 36 § 800.10, *Special requirements for protecting National Historic Landmarks (a) Statutory requirement*, states:

Section 110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking.

Toward this end, we are recommending seven changes to the proposed undertaking that would result in avoiding or minimizing and mitigating the negative effect that the proposed undertaking would have on the NHL district. The intended goal of these recommendations is to preserve the integrity of the Presidio of San Francisco NHL. We also believe that these recommendations achieve the other goals contained in the preferred alternative. Preservation advantages and disadvantages, where applicable, are listed after each recommendation with a plus sign for advantage and a negative sign for disadvantage. The greatest degree of lessening the adverse effect would be achieved through implementation of all seven recommendations since they address the proposed undertaking as a whole. As such, they should be considered as a suite of recommendations rather than alternatives. Where possible, more than one approach for achieving a recommendation has been identified.

1. Reduce the proposed square footage of new construction and proposed demolition of historic resources to maintain the existing ratio of historic building square footage to non historic building. Historic buildings currently comprise 88 % of the square footage in the Main Post. The revised draft MPU reduces the percentage to 74%. These reductions would:
 - + reduce cumulative effects on the Main Post;
 - + reduce impact to the setting, feeling, and association of the Main Post;
 - + minimize the impact to the character defining features of the Main Post;
 - + help maintain a balance between contributing and non contributing resources in the Main Post.
2. Retain & Rehabilitate buildings 97, 40 & 41. This would:
 - + preserve a visible WWII era layer of historic fabric in the Main Post;
 - + avoid demolition of contributing resources;
 - + allow a more nuanced and accurate presentation of the layered historic development at the Presidio, that still allows full interpretation of El Presidio.
3. Develop a preservation plan for the Main Post with NPS active involvement. The strategies for conforming to the Secretary of the Interior's Standards are helpful; however they are only project specific. Recommend adopting an approach that addresses potential new construction as infill rather than as part of a redevelopment plan.
4. Modify land use plan for the Main Post to eliminate the warrant of traffic lights
5. Modify Museum Project (option a or b):
 - a. Site or reduce new construction to avoid archeological sites F:1 & F:20, to avoid Red Cross Building, to retain a set back on the north and south ends, and to reduce the amount of site coverage and plaza paving. These changes would :

- + avoid demolition of contributing resources;
 - + avoid ground disturbance in contributing archeological sites;
 - + minimize negative effect on the immediate setting
 - + minimize the negative effect on WWII era resources;
 - + could minimize blocking and crowding of contributing resources;
 - + minimize and possibly avoid a negative effect on the integrity of the setting, feeling, and association from this project;
 - + minimize negative effect on character-defining features;
 - + produce a building with a footprint more compatible and proportional to the site and the head of the Main Parade Ground;
- b. Relocate the museum to the Commissary site as identified in the 2002 PTMP. Use of the site for a museum already has a undergone Section 106 and NEPA consultation as part of the PTMP; nonetheless, we have assessed the preservation advantages and disadvantages of the site:
- + avoids demolition of contributing resources;
 - + spatial relationships would be maintained;
 - + would not block historic views;
 - + would not compete with contributing resources;
 - + diminishment to the integrity of the setting, feeling, and association could be greatly minimized;
 - + effect on character defining features is minimized;
 - + maintains historic roadways;
 - + maintains historic open space;
 - + industrial character of the buildings at Crissy Field could better accommodate the building scale and proposed design for the museum;
 - + implements the preferred alternative identified in the 2002 Presidio Trust Management Plan for the location of a museum;
 - + complements the on-going adaptive reuse of adjacent structures at Crissy Field;
 - ground disturbance near known prehistoric archeological site;
 - does not include rehabilitation or use of historic contributing resources.
6. Reduce the footprint, scale, massing, and height of the proposed lodge; break up the mass into separate buildings, arranged in a manner that does not create a hard building plane/edge on the east side of Main Parade Ground or remove the lodge from the Main Post.
- + Minimizes impact to historic spatial organization;
 - + avoids or minimizes creating a false sense of historic development regarding spatial definition;
 - + avoids overwhelming the historic character of the parade grounds.
7. Reduce the number of historic roads identified for closure & pedestrianization.
- + avoids altering historic circulation patterns;
 - + avoids or minimizes altering the historic spatial organization of the Main Post.

CONCLUSION

The proposed undertaking will have a significant adverse effect on an irreplaceable National Historic Landmark that is singular in its history and significance. Fortunately, there are alternatives that would potentially avoid an adverse effect, or at the very least minimize and mitigate the effect. Given the

significance of the resource and the obligation of the Presidio Trust to minimize harm to this National Historic Landmark District to the maximum extent possible, we strongly encourage the Presidio Trust to take the recommendations under advisement. We believe the recommendations will allow future generations the opportunity to experience and enjoy the historic character of the Presidio while they benefit from compatibly-sited and designed additions and sensitive rehabilitation projects.

The remaining sections of this report provide the detail necessary to clearly understand the impacts and effects of the proposed undertaking and why the recommended changes would avoid, minimize, and mitigate the adverse effect.

TABLE of CONTENTS

Introduction -----	page 1
Statement of Significance -----	page 1
Description -----	page 2
Character Defining Features -----	page 13
Proposed Undertaking -----	page 16
Findings -----	page 18
Recommendations -----	page 22
Conclusion -----	page 24

INTRODUCTION

The Presidio of San Francisco National Historic Landmark is a 1480-acre district located on the west side of the northern most end of the San Francisco Peninsula. Lt. Col Juan Bautista de Anza chose the site, in 1776 for its strategic location overlooking the mouth of San Francisco Bay to establish a Spanish military reserve. From this time forward the land, with minor adjustments, continued to serve as a military post for soldiers of Spain, Mexico, and the United States until 1994. Today, the property is part of the Golden Gate National Recreation Area (GOGA) and is divided into two management zones known as Area A and Area B [figure 1]. Area A consists of the coastal lands and is managed by Golden Gate National Recreation Area, under the jurisdiction of the National Park Service. The Presidio Trust, a government corporation, manages Area B.

Survey & Documentation of the Property

The Presidio of San Francisco was designated a National Historic Landmark on June 16, 1962 for its role in Spanish Exploration and Settlement, Political and Military Affairs (1830 – 1860), the War with Mexico (1822-1848) and the Civil War. The boundary included 1460 acres of the original 1564-acre Spanish military reservation and most of the lands that were included in the November 6, 1850 Executive Order that set aside the Presidio as a US. Military reserve. Despite the vast amount of land included in the landmark, only three resources were mentioned – the remnant walls of the commandant’s house, which were then and still remain part of the Officer’s Club (Bldg. 50), the *in situ* archeological site of what was the Spanish Presidio of San Francisco proper, and the coastal fortification known as Fort Point, which was constructed on the site of the original Spanish fortification, Castillo de San Joaquin beginning in 1853.

In 1976, the Chief of the Architectural and Historical Surveys Division acknowledged the short comings of the National Survey inventory form for the Presidio of San Francisco NHL. He stated that “it should be clearly understood that the boundary of the landmark encompasses the entire reservation with one minor exception and that . . . others [structures] are likely to contribute to the national significance of the landmark. . . “. At the time, an evaluated list of resources thought to contribute to the national significance was under preparation. (August 5, 1976 Memorandum from Cornelius Heine to Regional Director, Western Region).

In 1993, the NHL documentation was updated and stands as the official NHL documentation for the site. The 1993 update identified 662 + contributing resources within a boundary that encompasses 1480 acres. The period of significance spans from 1776, the year the Spanish founded the Presidio, to 1945 and includes the year 1951, the year the United States and Japan signed the ANZUS Pact and Joint Security Pact. Very few resources date from the Spanish era and a vast majority of the contributing resources are from post-Civil War eras of development. An NHL update focused on the Cold War era is currently underway.

SIGNIFICANCE

The national significance of the Presidio of San Francisco has been established under four NHL criteria:

Criterion 1 – for its association with Spanish Exploration and Settlement, Mexico’s rule over the region from Texas to Alta California, U.S. frontier expansion, the Mexican American War 1846-1848, the Civil War 1861-1865, the Indian Wars 1850s -1880s, the short-lived Spanish American War 1898, the Philippine- American War 1899-1902, WWI and WWII.

Criterion 4 – as an outstanding collection/catalogue of military architecture, landscape design, planning, and construction representing multiple periods and styles of defense-related architecture that span more than 200 years. Close to 170 years fall within the established period of significance.

Criterion 5 – for the breadth of historic resources that collectively embody the varied and extended military history of the Presidio through at least eight distinct periods of development. The vast number of resources range from man-made forest, historic roads and buildings, archeological sites and Spanish era cannon.

Criterion 6 – for the likelihood that the property will yield information of major scientific importance by shedding light upon Spanish Colonial settlement in North America. The Presidio is the only Spanish-colonial military settlement on the North American west coast that has not been severely damaged by urban development.

DESCRIPTION

The verdant landscape of the Presidio presents a striking contrast against the adjacent dense urban fabric of the City of San Francisco [figure 2]. The difference in character and feeling is highly visible from aerial views and easily felt through everyday experience of the place. The overall spatial organization, man-made forest, curvilinear circulation system, strategic and scenic views, and a variety of architectural styles that are “unified by the military’s basic and straight forward approach to construction and design,” provide the Presidio with a feeling and association that is both distinct and singular.

The vast land and varied resources that are the Presidio of San Francisco NHL are perhaps most easily comprehended through a discussion of the developed areas and circulation system that define the overall character that delineates the spatial organization of the district. There are nine general areas of historic military development within the Presidio NHLD [figure 3].⁶ Each area is easily discernible; yet, without hard fast borders. They exist as integrated parts of the Presidio that together create the unique qualities and characteristics of the NHL district.

Primary Areas of Development (Spatial Organization)

- *Main Post* (~135 acres) – roughly centered around the Main Parade Ground on the eastern side of the reservation, considered the heart of the Presidio, contains the Post’s two parade grounds, Spanish and Mexican settlement archeological sites and architectural remnants, as well as historic resources from every major period of historic military development. The Main Post is the heart of the Presidio and the oldest developed area of the reserve. The proposed undertaking is located in the Main Post.
- *Fort Point* (~70 acres) – Fort Point is located in the northwestern corner of the Presidio and contains San Francisco’s northernmost mainland point and was early established as a strategic fortification. The area contains historic fortifications including Ft. Point NHS.

⁶ The areas of the Presidio have been discussed in a variety of ways in inventory and planning documents over the course of nearly 3 decades. The 1993 update to the NHL nomination identified five discernible areas of historic development within the Presidio NHLD (1993 update, p.7.2-7.3), then organized the discussion around 13 sub areas or zones. The 1994 GMPA also identified 13 planning districts; however, not all correlate to those identified in the 1993 update. The 2002 Presidio Trust Management Plan identified 7 planning districts that also differ slightly from the other two. The areas discussed in this document include the five distinct areas identified by all three documents: Fort Point, Main Post, Letterman Complex, Fort Winfield Scott, and Crissy Field. .

- *San Francisco National Cemetery* (28 acres)— located in a sloped area to the west of the Main Parade and bordered on the south and east by the man-made forested area known as Presidio Forest.
- *Calvary Complex* (~33 acres) – located in a forested valley west of the National Cemetery, contains 5 stables.
- *Letterman Army Hospital Area* (~60 acres) – located on the east side of the district just inside the Lombard Gate entrance and east of the northern end of the Main Post Area. This area retains some historic resources; however, the area was significantly altered in the 1960s, 70s & 80s. The 60s era Letterman Hospital was demolished in ca 2003 to make way for the new 850,000 sf Lucas Digital Arts Complex, completed in 2005.
- *East & West Cantonment Areas* (~130 acres, today known as the East Housing Area) – located south of the Letterman Complex and east of the upper/southern portion of the Main Post Area. This area contains historic housing and a cluster of non-historic housing built in the 1960s and 70s.
- *Fort Winfield Scott* (~30 acres) – located in the western portion of the reservation south of the Fort Point area and west of the Cavalry Stables Complex. Fort Scott was constructed as an artillery sub-post in 1910-15. The campus-like area is bordered on the south by the Presidio Forest, with views north toward the San Francisco Bay.
- *Crissy Field* (~145 acres) – located east of Fort Point along San Francisco Bay, forms the northern edge of the district. This area includes the historic airfield site and U.S Coast Guard station buildings.
- *Marine Hospital Complex* (37 acres, now known as the Public Health Service’s Hospital) – located in the southwest quadrant near the southern edge of the NHL district. This developed area is isolated from the other areas of concentrated historic development and overlooks Mountain Lake and the Richmond District of San Francisco, which is located outside the NHL boundary.

With the exception of the Marine Hospital Complex, these historic developed areas are located in the north and eastern portions of the Presidio. Outdoor recreational and forested areas have dominated the southwestern edges of the district and include the irregularly shaped Presidio Forest (228 acres) that stretches primarily along the ridgeline that cuts diagonally through the Presidio, the Mountain Lake and Presidio Golf Course Area, Lobos Creek Area (a non historic Capehart Wherry housing development is located to the north above this area), the Julius Kahn Public Playground, and the Coastal Bluff Area (124 acres) that defines the western edge of the historic district and contains mostly beaches and some scattered defense structures.

Vehicular Circulation

Two major transportation routes cut through the Presidio [figures 4 & 5]. Both are contributors to the NHL district:

- *Doyle Drive, US 101* [1930s] – a mostly elevated roadway that serves as the main artery between Marin County and San Francisco. The west end of Doyle Drive serves as the south approach to the Golden Gate Bridge.
- *Park Presidio Boulevard, CA State Highway 1* [1930s]– a parkway that crosses through the Presidio in a north south direction and provides cross town access to and from the Golden Gate Bridge. Park Presidio Blvd is tunneled as it passes through part of the golf course and the Presidio Forest.

An internal network of more than 120 mostly curvilinear roadways is laced through the landscape of the Presidio and contributes to the NHL district. While there are many short spur roads (some as short as ½ a block) that provide circulation routes within areas, there are only a few primary roadways that provide access into the Presidio and connect developed areas to one another. All are contributors to the NHL.

- *Presidio Boulevard (1862)* – The length of Presidio Boulevard located in the Presidio is relatively short and curvilinear. The internal start point for this segment of the road is at the Presidio Gate located near the south east corner of the district. Presidio Boulevard provides a relatively direct link to the Main Post from the south as it passes through the East Housing Area. The roadway ends at the east side of the Old Parade Ground.
- *Lincoln Boulevard (1870)* – The longest and perhaps most scenic internal roadway in the Presidio. Lincoln Boulevard begins at the 25th Avenue Gate located in the southwestern-most corner of the district; it continues north along the ridge above the Coastal Bluff Area, until it winds, around Fort Winfield Scott, above the Calvary Stables Area, around the bottom of the National Cemetery and continues around the foot of the Main Parade Ground (this segment of the road is rather straight compared to the overall meandering quality of the road) until it intersects by Presidio Boulevard and Letterman Drive.
- *Lombard Street (1880)*⁷ – The length of Lombard Street that is located in the Presidio consists of a short arced segment that starts at the Lombard Gate and terminates as it intersects Presidio Boulevard. The Lombard Street entrance is considered the Main Gate to the Presidio.
- *Arguello Boulevard (1883)* – The length of Arguello Boulevard located in the Presidio is short and curvilinear. The internal entry point is through Arguello Gate located on the south edge of the district. It too provides a relatively short curvilinear route to the Main Post and terminates as it intersects Sheridan Avenue at the head of the Main Parade Ground.
- *Old Mason Street (1920)* – traverses the Crissy Field Area in an east westerly direction from the Marina Gate entrance on the east side of the district to Fort Point.

Those historic roadways not discussed here, yet which are pertinent to the assessment will receive greater attention in the section of this report dedicated to the Main Post.

Primary Periods of Development

The circulation network and the areas of historic military development that it connects and traverses was developed over nine historic military periods (1993 NHL update). In many instances, developments of subsequent eras replaced or altered the developments of the previous era(s) and in other cases subsequent development reinforced previous patterns resulting in the layered character defining landscape that we see today. The development was at times uneven and some areas, such as Fort Winfield Scott retain resources from only one or two periods of development while the Main Post retains resources from each of the identified periods of development at the military reservation. The following summary of development is based primarily on information from the 1993 update to the NHL nomination. Information has been updated when applicable.

Spanish Mexican Settlement, 1776-1845

Spanish military development of the Presidio occurred in two separate areas– Castillo de San Joaquin, an armed fortification located on the white cliff overlooking the entrance to San Francisco Bay, and the Presidio of San Francisco proper, today known as El Presidio, which is located directly southeast of the

⁷ Only the first 100' inside the gate contribute to the NHL district.

Main Parade. El Presidio housed the garrison and supported administrative and training functions within a rectangular adobe enclosure. A cemetery was established in an area located north and west of El Presidio. The Castillo de San Joaquin was demolished during construction of the brick fort at Ft Point by the US military in 1853-57. All five cannon (Contributors to the NHL) from the Spanish fortification are still extant and located in the NHL. Nearly all of the lands that lie within the boundaries of the NHL are associated with the Spanish establishment of the Presidio; however, there are only 3 additional resources from the Spanish period that contribute to the Presidio of San Francisco NHL – El Presidio archeological site, F1 (located southeast of the Main Parade), the Spanish Mexican Cemetery archeological site, F2 (located at the northwest corner of the Main Parade) and the front adobe walls of the Officer's Club, Bldg. 50 (located within the footprint of El Presidio archeological site). All three of these resources are located in the heart of the Main Post.

Early U.S. Occupation Era, 1846 – 1860

The United States seized California from Mexico in 1846. In March 1847, volunteer troops serving the United States arrived at the deserted presidio. Three years later, the Presidio reservation was officially set aside by Executive Order and boundaries were established. The landscape of the military reserve, at this point, was treeless and consisted of grass-covered hills and barren sand dunes. The primary entrance from San Francisco into the Presidio was from the east, near present day Lombard Street.

From this period until the early part of the Civil War, the Presidio underwent a slow transition. During the first fourteen years of occupation, the garrison functioned within the remains of the Spanish quadrangle. The Spanish Mexican era Adobe buildings were maintained, modified and used where possible and a small parade ground was established within the walls of the Spanish quadrangle (CLA p 23). Today only portions of one of the buildings that existed during this period remain as incorporated in the Officers Club (Bldg 50) mentioned above. A few wood-framed buildings were constructed within the quadrangle during the 1850's. Although none of these buildings survive today, the new buildings marked a shift from adobe to wood construction that began to change the Spanish-Mexican character of the original post. Graham Street (1846) running parallel and located to the east of the adobe quadrangle and Moraga Avenue (1846) running perpendicular to Graham and just north of the adobe enclosure were established during the first year of U. S. occupation of the Presidio. These streets are extant today. The most permanent building effort during this period was construction of the fort at Fort Point (1853-57). Today, the fortification remains as the most visually impressive structure from this era of military development at the Presidio.

Civil War 1861-1865

New construction activities during the Civil War era were far more concentrated and effectual than any previously undertaken by the U.S. occupation. These efforts were concentrated primarily in the area of the Main Post rather than broader improvements to the overall landscape. Comprehensive improvements to the roads and access to the Post did not occur until well after the Civil War, as the urban development of San Francisco advanced much closer to the reservation.

At the beginning of the Civil War expansion, three or four buildings in the location of the El Presidio and a remnant of the adobe quadrangle remained. New construction just north of the El Presidio remnants started to define a typical element of a Victorian-era U. S. Army post. At the center of the new post stretched a long grassy parade ground (550 x 150 yds.) oriented southwest to northeast. The south and west edges of the parade ground followed the inner boundary of the old Spanish quadrangle. Today this parade is known as the Old Parade Ground. Wood-frame buildings were constructed along the long

perimeter edge of the parade ground and were oriented toward this important central area. A flag pole stood in the middle of the parade ground.

Many of the buildings constructed as part of Civil War era improvements were demolished or altered during subsequent periods of development. However, several important buildings, some with alterations, remain as imprints on the landscape from the Civil War period. These include the earliest standing row of officers' quarters at the Presidio (Bldg. Nos. 5-16), the old Post Hospital (Bldg. No. 2), the Garrison Chapel (Bldg. No. 45), the Powder Magazine (Bldg. No. 95), a former schoolhouse (Bldg. No. 49), and the old wagon shop and quarter master buildings (Bldg. Nos. 86 & 87), which were also used as barracks.

Many of the Main Post Streets also were established during the Civil War era. Present-day Funston Avenue, Mesa Street, Anza Avenue and Lincoln Boulevard are located, at least in part, along the courses of these early streets. The forerunner of Presidio Boulevard was also laid out during this period and terminated at the main entrance to the garrison, called "The Alameda," which was located in the middle of the aforementioned row of officer's quarters. This entrance to the parade ground was established in the early 1860s and was marked by a ceremonial archway and a circle centered in the roadway and lined by a picket fence. The circle still exists today; however it is bounded by concrete curbs rather than the original fence, or later decorative border of cannon balls that defined the area during the 1890s and early 1900s.

The only other major construction that occurred during this period was the development of a gravity-fed water system and a seawall. The high point of the water system started at an elevated cistern on Presidio Ridge. The pipes ran down and in front of the officers' quarters (Bldg. Nos. 5-16) on the southeast side of the parade ground and then northward to a garden plot located beyond the hospital. Construction of a seawall commenced in 1862 as part of coastal defenses. The seawall was extended substantially during subsequent periods of development, specifically in 1909, 1915, and 1933.

Indian and Military Affairs Era, 1866-1890

Developments at the Presidio during this era marked significant transformations for the Post. Most of the beautification of the Presidio that transformed the gravelly sandy barren landscape of the reservation to the verdant landscape characteristic of the Presidio today commenced during this period of development. Three new developed areas were established, comprehensive road construction was initiated, and the afforestation program that produced the characteristic forested landscape of the Presidio was launched.

Between 1867 and 1889, the number of military personnel nearly doubled to a strength of 570 enlisted men and officers. Comprehensive plans for Post expansion and improvements were formulated and partially realized during this period. Major new construction occurred at the existing developed areas of the Main Post and Fort Point; and at three new distinct areas of development associated with the Marine Hospital (1875), a Life Saving Station in the area now identified as Crissy Field, and a post Cemetery (early 1880s designated the San Francisco National Cemetery in 1887). One of the original buildings from the Marine Hospital Complex remains, Bldg. No. 1907; they were replaced by the Public Services Hospital complex in 1932; and the two Life Saving Station Buildings (1889- 1890) were relocated approximately 700' to the west and reoriented to accommodate construction for the 1915 Panama-Pacific Exposition. Located on a hillside west of the parade ground, the original northwest to southeast

orientation of the cemetery and circular drive are still extant within the enlarged area of the National Cemetery that grew from the original 9.5 acres to 28.5 acres today.

During this time, the boundaries of the Post were slightly changed by the transfer of a long triangulated piece of land to the City of San Francisco that allowed the east boundary of the Presidio to parallel the City's street grid. Thereafter and to the present, the roadway now known as Lyon Street bounded the Presidio's east edge. In addition to the Lombard Street Gate, another entrance was established in the southeast corner at present-day Presidio Boulevard. The routes for Lincoln, Washington, and Park Boulevards as well as Barnard Avenue were established all or in part by the 1880s as well.

The afforestation of the reservation was the farthest reaching development of the period. The comprehensive afforestation plan known as the Jones "Plan for the cultivation of Trees upon the Presidio Reservation," was developed as early as 1883. Although not substantially implemented until the 1890s and early 1900s, the plan established the wooded character of the Presidio. Large areas of trees still stand east of the Main Post and elsewhere on the reservation, as evidence of Jones' seminal concept and of the later implementation and development of that concept in subsequent periods.

Main Post & Fort Point

At Fort Point, two major new batteries, Battery East and Battery West were constructed. Both are partially extant today. Only one gun emplacement and a couple of magazines remain of Battery West, which was substantially destroyed in the 1890s construction of the new Endicott era batteries; however, most of Battery East has survived.

At the Main Post, continued transformations created a new feeling at the post that now superseded the past. As a result of the changes to the Main Post undertaken during this period and the preceding Civil War period, much of the Spanish-Mexican construction and character of the Presidio had disappeared. Through the late 1870s and the 1880s, changes to both the topography and the architecture of the Main Post were driven by an effort to improve and even beautify the entire reservation. This effort was marked by programs to reorient existing buildings and to provide attendant landscape amenities. Some of these efforts were responses to climatic conditions at the site; however most were intended to improve aesthetics and quality of life.

In 1875, Pines and acacias were planted as a windbreak at 18' intervals in front of the officers' family housing (Nos. 5-16). Three years later, in a surprising break with U.S. Army tradition, the orientation of the existing row of officers' family housing (Nos. 5-16) was reversed so that the front yards faced southwest away from the main parade and instead toward San Francisco. Boardwalks with carriage steps at the curb were constructed in front of each of the houses along Funston Avenue. The reorientation and remodeling of other buildings established an impressive new "streetscape" along Funston Avenue, which exists today with high integrity to its 1880s appearance. In the late 1880s, trees were planted in the hollow east of Funston and north of the Alameda as part of the Jones afforestation plan.

Nationalistic Expansion Period 1891-1914

During this period, the strength of the Post increased fourfold. Correspondingly, the landscape and architecture of the reservation, as well as the supporting transportation and utility systems were intensely developed. Extensive tree planting resumed after 1903, adding to the reported 100,000 trees planted between 1888 and 1897. Significant new construction occurred in the Main Post, at Fort Point

and in four new support areas (West & East Cantonments, Letterman Hospital, Calvary Complex and Fort Winfield Scott) during this period. At the Presidio, the period was marked by the first appearance of Colonial Revival and Spanish Colonial style architecture as well as a transition from wood clad exteriors, which were standard during the preceding periods of U. S. military development, to brick, stucco, and some stone. The extent and nature of the new construction changed the character of the Post and today remains as the dominant layer of development.

Main Post and Fort Point

At Fort Point, construction began in 1883 on a new series of reinforced concrete fortifications to replace the obsolete defenses of Fort Point and the interim East and West Batteries. Over the next sixteen years numerous modern emplacements were constructed along the bluffs overlooking the bay and ocean. Today, many of the structures that formed this Endicott-era defense system remain. In 1908 and 1909 several support buildings were constructed and remain today with considerable integrity. These buildings include: torpedo mine depot with 2 loading rooms (Bldg. Nos. 985 and 986), a mine planting pier (Bldg. No. 984), a fuel oil tank and pump station (no No.), a warehouse (Bldg. No. 983) and plumbing shop (Bldg. No. 989).

At the Main Post, several major groups of buildings from this period exist today and generally retain a high degree of integrity. The center of the Main Post started to shift during this period with the creation of a second central parade ground (mid-1890s) at a site west of the earlier, Civil War era parade ground. Now known as the Main Parade, the site remains essentially intact; however, the ground itself has been paved for parking. In 1896-1897, an imposing new row of identical red brick barracks buildings, now known as the Montgomery Street Barracks (Bldg. Nos. 101-105) was constructed on the west side of the new parade ground. The buildings replaced an informal row of unsubstantial laundresses' quarters. The formal symmetry of each barrack and the uniform line that was created by their placement presented an imposing formal edge along Montgomery Street. A band barracks (Bldg 106) of similar construction was added to northeast end of the row in 1909; and another barracks building (Bldg. No. 100) was built at the other end of the row during the same year.

In a break from standard Army tradition and the orthogonal layout of the Main Parade, officers' family housing was constructed, not across the Main Parade opposite the barracks but southwest of the parade ground in an S-shaped single-loaded streetscape that followed the contours of the land. The location placed the officers' housing an elevation above the parade ground that commanded striking views of the Bay. The designs for these houses and for almost all of the major buildings added to the Main Post during this period were derived from standard designs developed in the Office of the Quartermaster General in Washington, D.C. In an area visually separate and west of the new parade behind the row of brick barracks, a gymnasium was constructed in 1904 (Bldg. No. 122), and senior non-commissioned officers' duplexes (Bldg. nos. 124-126) were constructed in 1909. The designs for most of the new buildings on the Main Post were early examples of Colonial Revival design on the Post.

Several support buildings in the area south of the newly created Main Parade, near or along Halleck Avenue, were constructed and remain today as an intact turn-of-the-century complex of quarter master, ordnance, and commissary buildings. The buildings include two exchange stores (Bldg Nos. 210-204), two warehouses (Bldg. Nos. 223 and 227) and a bakery (Bldg. No. 229) constructed in 1897. Several other similar support buildings (Bldg. Nos. 222, 225, 226, and 228) were constructed through the first decade of the twentieth century

Support Areas

A new complex of five large brick stables (Bldg. Nos. 661-661 & 667-668) was constructed in an area west of the National Cemetery. The stables remain substantially intact. Most of the wood-framed buildings that were constructed as part of the Presidio's U.S. Army General Hospital, later known as the Letterman Complex (1899-1902), were demolished in 1975 to make way for new medical support facilities; however, the administration building (Bldg. 1016), one of the ward buildings (Bldg. 1007) and the hospital's officers' row are still intact (Bldg. Nos. 1000 – 1004) as are a collection of hospital support buildings (Bldg Nos. 1040,1047,1051, and 1056) that were constructed between 1900 and 1920.

Fort Winfield Scott was developed to serve as the headquarters to the seacoast defenses of the Bay Area and to accommodate all Coast Artillery troops at the Presidio. The arced central parade ground of the Fort represents a break from the rectilinear layout of the Main Post. Construction of the core barracks and the headquarters building (Bldg. Nos. 1201 – 1208 & 1216 – 1218) marked the introduction of the Spanish Colonial Revival style of architecture to the Presidio. The central parade ground and the major buildings in this self contained area are intact, including the core barracks, the headquarters building, and several housing units (Bldg Nos. 1300, 1308, 1210, 1314, 1320, 1322, 1324, 1326, 1328, 1330, and 1334).

The East and West Cantonment Area (1899), now known as the East Housing Area, served as an auxiliary or training area to instruct recruits entering the growing ranks of the Army. Several of the wood framed buildings from the so-called model camp set up are still extant.

The Army post also gained a golf course during this period of development. The 1895 golf course was first established by the San Francisco Golf Club. The Club abandoned the Golf Course in 1905 and it was claimed by the newly formed Presidio Golf Club. The general plan and layout of the present-day course reflect a major expansion and improvement program undertaken in 1920.

World War I, 1915-1918

The first major construction to occur at the beginning of the World War I period was associated with the Panama Pacific International Exposition. The only visual reminder of exposition related construction is the reconstructed Palace of Fine Arts, which sits outside the boundary of the Presidio NHL. The relocation of two US Life Saving Service buildings (Bldg. Nos. 1901 & 1902) and the expansion of the land base through landfill are the, not so obvious, evidence of the exposition located within the NHL district.

New construction at the Presidio in the years following the exposition was less extensive than during the preceding period. However, numerous buildings and groups of buildings were added to the Post and are still extant. Although the majority of temporary warehouse buildings and barracks that were constructed leading up to the United States involvement in World War I were demolished during subsequent periods of development, the remaining warehouses constructed during the effort are located in the area known as the North Cantonment and at Fort Scott. Like those demolished, they exhibit the unadorned character of rapidly constructed standardized construction typical of such buildings. More substantial brick and reinforced concrete buildings also were constructed during this period.

Main Post and Fort Point

Today, the fire station (Bldg. No. 218) is the only World War I era building standing in the immediate vicinity of the Main Post. The building has been modified to accommodate modern fire station needs. There are no World War I buildings or structures at Fort Point

Support Areas

Letterman General Hospital Area was a center of new construction during this period. Five major buildings (Bldg. Nos. 1006, 1049, 1050, and 1060) survive from this period. All five buildings were constructed of reinforced concrete. The two remaining warehouse buildings located at Winfield Scott are Building Nos. 1230 and 1340. The group of warehouse buildings (Bldg. Nos. 1183-1189) constructed in the North Cantonment in 1917 remains largely intact along Mason Street. The railroad tracks located along Mason Street remain as well. An imposing row of officer housing (Bldgs. 540 – 551) located along the curve of Presidio Boulevard, southeast of the Main Post represent the more permanent type of construction completed during the period. The curvilinear layout that ascends one of the forested hills of the Presidio reflects and utilizes the terrain in a manner similar to the officer housing at Infantry Terrace. The designs for the housing at both areas exhibit white stucco walls barrel tile roof combined with the basic forms characteristic at the Post. Only one of the buildings that were added to the Marine Hospital Complex during this period survives. The extant officer family housing (Bldg. No. 1810) was constructed in 1915.

Military Affairs Between Wars, 1919-1940

Construction activities during the years between the world wars occurred in nearly every developed area within the reserve and substantially increased the functions of the Post. A new area of development, Crissy Field was established during this period as well; much of the new airfield was constructed on the area of landfill from the 1915 exposition. “Spanish Colonial Revival” also sometimes known as “Mission Style” features dominated the building designs during this period continuing the deeply established pattern of Spanish influenced design at the Post. These design features were often intermingled with classically derived design features associated with Colonial Revival.

Many new streets were constructed during this era, especially in the newly established Crissy Field area; and one major public works project greatly impacted the landscape of the Presidio. Construction of the Golden Gate Bridge occurred from 1933-1937. The approach roads, viaducts, abutments and toll plaza are all located on Presidio Lands. The two major access roads Doyle Drive and Park Presidio Boulevard cut through the Presidio and separate the Main Post from the San Francisco Bay, forever changing that spatial relationship of the Main Post to Crissy Field areas and of Fort Winfield Scott to Fort Point. The road and bridge construction also lead to the demolition of several Post buildings. The Army was compensated through the construction of several new buildings, including the Central Reserve Ammunition Magazine (Bldg Nos. 1470 and 1471), and two very fine residences (Bldg Nos. 1 and 1332)

During this period work completed through the Works Progress Administration (WPA) also added to the physical development and character of the Presidio. WPA projects included the construction of buildings at the Main Post, utility upgrades, tree planting, and the introduction of practical site features and structures, such as curbs, stairs and retaining walls.

Main Post and Fort Point

The once state-of-the-art defense systems at the Presidio were now recognized as obsolete and existing armament was removed. One of the batteries was absorbed into the construction of the Golden Gate

Bridge and the other emplacements were abandoned. Larger and more complex batteries were constructed outside the Post to the north and south. Two anti-aircraft guns (no longer present) were the only addition to Fort Point.

Several substantial buildings were constructed in the Main Post and remain essential intact today and contribute to the NHL. An officers' club (1934), which incorporated portions of the existing building on the site (Bldg. No. 50), a theater (1939, Bldg. No. 99) and two large-scale barracks (1940, Bldg Nos. 38 & 39) were constructed along the eastern and southern edges of the Old Parade. All three buildings exhibited restrained yet handsome Spanish Colonial Revival features, and the barracks are to this day, impressive buildings. Spanish Colonial Revival was so prevalent that the exterior of the Post magazine (1863, Bldg. No. 95), a rather small building, was modified with mission-tile roof in 1940. A chapel (Bldg No. 130) was constructed on hill southwest of the Main Parade and adjacent to the National Cemetery; and 3 brick duplexes (Bldg Nos. 127-129) were constructed in the area west or behind the Montgomery Street Barracks along Riley Drive. The design of the duplexes departed from the Spanish Colonial Revival style prevalent throughout the Post and responded to the existing buildings by incorporating Colonial Revival features.

Support Areas

The elevation of the National Cemetery from fourth to first class resulted in a series of improvements and expansions of the cemetery. The area of the cemetery was extended primarily to the southwest in 1932. As part of the expansion, roads were extended, enclosing stone walls and iron fencing were modified and reconfigured and several small buildings were constructed in an area northeast of the grave area. These buildings included a small mortuary (Bldg. No. 150), restrooms (Bldg. No. 152, a garage and maintenance building (Bldg. No. 154) and a separate small garage (Bldg. No.153). An enclosing wall of concrete was constructed around the northwest, southwest and southeast boundaries of the cemetery and the existing iron fence was relocated and extended to roughly follow the curve of what is now Lincoln Blvd. Reconfiguration and extension of the iron fence included the relocation of detail ornamental iron gate to the new entrance off of Lincoln Blvd. A new major ceremonial entrance at the northeast corner also was constructed. The cemetery was downgraded to Class II in 1930. Today, the cemetery retains a high degree of integrity to how it appeared after this period of expansion and improvement.

The Letterman Hospital Complex received a new outpatient clinic, constructed of three interconnected buildings (Bldg Nos. 1012-1014) and a series of ward buildings. The clinic and only two of the ward buildings (Bldg. Nos. 1008 and 1009) remain today.

At Fort Winfield Scott additional family housing for enlisted men was constructed (Bldg. Nos. 1263, 1266, 1270, 1275-1277, 1289-1291, 1293-1295, and 1297-1298). An Officers' recreation center (Bldg. No. 1331) also was constructed. The WPA program improved landscape features at Fort Winfield Scott, including widening of Lincoln Blvd, paving of interior roads, and the construction of retaining walls and steps.

A new boathouse for the Fort Point Lifeboat Saving Station was constructed in 1919. The building exhibits a prominent look-out monitor and remains relatively intact today, although the three track railway has been dismantled and the accompanying boat doors in filled. Other ancillary buildings constructed at the lifeboat station during this period include Building Nos. 1905-1907. All three buildings were constructed using conventional forms of wood construction characteristic of the existing

station and all are subordinate in scale, location and detailing to the earlier buildings. Large palms and a screen of cedars were planted around the northwest and southwest perimeters of the site; a low concrete seawall, walkways and a flagstaff also were constructed. Today these landscape features help demarcate the functional area of the lifeboat station from the larger Crissy Field Area.

The development of Crissy Field proper, including construction of most of the major buildings associated with the airfield was completed in 1921. Located on the Post's north shoreline, most of the field's area lies on infill created by the 1915 exposition. In 1936 most of the functions at Crissy Field were moved to nearby Hamilton Field; however, the urgent demands of the impending war lead to the construction of a group of "temporary" buildings (Bldg. Nos. 902-919). These buildings were demolished as part of the Golden Gate National Recreation Area's rehabilitation of Crissy Field. In the area, north of Crissy Field, a series of warehouses were constructed along Gorgas Avenue all were of "temporary" wood construction.

In the East Housing Area, several new area of housing areas were constructed (Bldg. Nos. 715-733, 742-760, 510-514 and 530-539). The 500 series duplexes were constructed by the WPA. A "handsome" building (Bldg. No. 558) was also constructed in the East Housing Area to serve as the terminus for the electric street car. On the south boundary of the East Housing Area, the Julius Kahn Public playground was constructed by the City of San Francisco, which was granted a revocable license to occupy a parcel of land within the reservation, for use as a children's playground. Many of the major spatial elements of the play area were intact at the time of the 1993 NHL update, including a grove of Acacia trees, Monterey cypress as well as a mixture of deciduous trees.

The Presidio Golf Course was redesigned in 1920 and enhanced in the 1930s by a comprehensive tree planting program. Today the course reflects the basic improvements implemented during this period as well as the changes that were made to accommodate construction of the Golden Gate Bridge. The Highway 1 access to the bridge bisects the golf course and includes a tunnel below two of the fairways.

During this period, the largest single building program ever undertaken at the Post was completed in the area formerly known as the Marine Hospital and currently known as the Public Health Services Hospital. The new facility stands today essentially intact; and some of the later additions that compromised the complex were recently removed. The complex consists of the main hospital building (Bldg. No. 1801), recreation center (Bldg. No. 1805), nurses' quarters (Bldg. No. 1808, family housing (Bldg. Nos. 1811-1815), and laboratories (Bldg. Nos. 1818-1819). The buildings are constructed of buff colored brick and the roofs are clad with red flat tiles.

World War II, 1941-1945

Many of the WWII area buildings at the Presidio were rapidly constructed in 1941 and 1942. Similar to the hastily constructed buildings of the WWI period, these buildings were of light weight "temporary" standardized wood frame construction with low gable roofs, wood siding and sparse architectural detailing. The largest concentrations of building occurred at Fort Winfield Scott, Crissy Field and the area north and east of the Main Post known as the North Cantonment; however, most of these buildings are no longer extant. The 900 series buildings that formerly stood at Crissy Field and constructed during the previous period of development (1940) were part of the build up to WWII. Another grouping of temporary buildings that were constructed in the North Cantonment Area also was demolished as part of the Crissy Field Rehabilitation Project. Several buildings constructed of more permanent construction were also completed during this period. In the support areas they include a radio transmitting station

(Bldg. No. 1450) in an area in the southern portion of the reservation sometimes called South Post, the Commanding General's Quarters and an Officer's House (Bldg. Nos. 1 and 1332, constructed as part of the compensation related to the construction of the Golden Gate Bridge, and an indoor pool and gymnasium (Bldg. No. 1151) located in the Letterman Hospital Complex Area.

Main Post and Fort Point

Five buildings were constructed in the Main Post during this period of development. The Red Cross Building (Bldg. No. 97) was constructed off center at the head of the Main parade in 1942. The building exhibits the characteristics of the Spanish Colonial Revival style and retains a high degree of integrity. The building is proposed for demolition in the current undertaking. Wood-framed bachelors' quarters (Bldg. Nos. 40 & 41) were constructed in 1941 and are located in an area east of the open space known as Pershing square located at the head of the Main Parade. These buildings also located within the boundary of El Presidio archeological site and are proposed for demolition as part of the archeological education program proposed in the current undertaking. Building No. 3 is another temporary barracks located along the north end of Funston Avenue; and Building No. 37 was constructed on the north end of the Old Parade Ground and constitutes the largest building constructed on the Main Post during the WWII period. Building No. 49 located near the Officers' Club (Bldg. No. 50) was heavily modified on the exterior with grafted on "Spanish-derived" details.

Wartime needs included the strengthening and expansion of the Presidio's coastal defenses. Additional batteries and emplacements were constructed at Fort Point, Baker Beach and the Post golf course. A new mine casement and additional fire control stations also were constructed at Fort Point. Most of these improvements are no longer extant and only the mine casement (Structure No. 1601) remains today.

This overview of the Presidio's chronological development shows that for during the first 99 years of military occupation at the Presidio, all major construction occurred in the Main Post and at Fort Point, with efforts at Ft. Point aimed at strengthening and expanding the coastal defense system. During the next 50 years, support areas were developed near the Main Post and Fort Point. The Letterman Hospital Area (1899-1902), the Post Cemetery (1880s), and the East and West Cantonment Areas (1899) were all developed immediately adjacent to the Main Post and supported Army operations at the Presidio. During the early 20th century, Fort Winfield Scott (1910 – 1915) developed area was established to support coastal defense and was constructed immediately adjacent to Fort Point.

CHARACTER DEFINING FEATURES

The character defining features of the Presidio of San Francisco exist on both the macro level of the entire NHL district as well as the more localized level of the functional areas. Together, the developed areas create a feeling and association that make the Presidio both recognizable as a U.S. Army Post and as a unique property that was developed over a specific span of time, located in a particular place and during an irreproducible series of historical events. Individually, each developed area reflects a somewhat different set of development patterns, periods of history and character defining features that set each apart from the other. The Main Post and Fort Point were the two original areas of 18th century Spanish development at the military reserve, with the Main Post as the central area and Fort Point the primary area of coastal defense systems throughout the history of the Presidio.

The proposed undertaking is concentrated in the Main Post. The area of potential effect is the entire NHL district because the Main Post is the heart of the military reserve; and as stated on page six of the

Presidio Trust's draft Finding of Effect, "Given the magnitude of these anticipated projects, combined with all previously performed work, retention of existing integrity throughout the Presidio remains an essential goal." [figure 5A] The following discussion identifies the character defining features for the district as a whole and provides additional detail on the character defining features of the Main Post.

Character Defining Features of the Presidio

- Geographic setting - location at the mouth of the San Francisco Bay [figure 6]
- Topography of the site – sloped downward toward the Bay to the north with coastal bluffs on the west and a ridge that cuts northwesterly across the district [figure 7]
- Strategic and scenic views toward and beyond the Bay
- Layered built environment associated with Spanish, Mexican, and US military development in the same place during different and specific periods of time
- A pattern of development that represents both long term planning, permanent construction and site enhancements as well as the rapidly constructed temporary buildings that were urgently needed to support WWI & WWII efforts.
- Overall Spatial Organization – as defined by the man-made forest, major external and internal circulation routes cutting through the landscape and discernible developed areas.
- Overall Internal Circulation – curvilinear following contours of the topography
- Vegetation - Presidio Forest and other implemented elements of the Jones vegetation plan
- Building organization/layout - buildings commonly stand in small groups or rows and exhibit standardized designs of simple forms and moderate decorative detailing
- Building Design – the “architecture is unified by the military’s basic and straightforward approach to construction and design that generally tended toward formal symmetry and eschewed excessive ornamentation. Most of the historic buildings are of moderate, human scale; few are in excess of two and a half stories. The widespread use of red tile for roofs and red brick or off-white painted stucco for walls further the architectural unity.”(1993 NHL Nomination, page 7-5)
- Nine developed areas - exhibit varying patterns of historical development related to function and need.

The character defining features of the developed areas contribute to the broader patterns of development that define the Presidio. Finer grain patterns of military development form the historic fabric, which conveys feeling and association and is experienced through physical and visual encounter on the ground. Experience of varied parts allows one to understand the layered history and unique characteristics of the district. When the historic fabric is fractured through removal and incompatible intrusions, the historic patterns become illegible and perhaps more importantly because it is irreplaceable, the feeling and association begin to fade. As such, preserving the integrity of the parts especially those essential to the history and national significance of the place is crucial to maintaining the integrity of the NHL district as a whole.

The historic character, setting, feeling and association of the Presidio were created through the multiple development phases at the military reserve. Development phases of the Presidio are directly related to historic periods. Each phase of construction is a statement of the history that implemented it. Rather than a continuing flow of development, construction phases are each a statement of the historic event that caused/funded them. Buildings and landscapes, as they existed at the end of the period of significance define both construction phases that were "completed" as well as those that were "not completed." Incomplete construction efforts such as that associated with the "Grand Post" phase tell as

important a story of the fortunes and deficiencies in the waves of history as do those that were completed. An unfinished construction phase points to a change in direction in the history of the Presidio - such as stopping construction to build up for World War I, economic shifts, and, in the case of the Presidio, a shift in the technology and methods of conducting war that caused dispersing rather than centralizing command. Either eradicating or "completing" any particular finished or unfinished construction phase can erase or obscure the association, setting, and feeling of that particular "wave" of the history.

Character Defining Features of the Main Post

The Main Post is the undisputed Heart of the Presidio. This is acknowledged in the 1993 NHL nomination, the 2002 cultural landscape assessment for the Main Post, the 1992 Presidio Trust Management Plan as well as other planning and compliance documents produced by the Presidio Trust. This distinction as the core of the NHL district is rooted in the early and long term military history of the property.

The Main Post is the location of the original El Presidio and the one area within the NHL that contains the only known archeological and architectural resources from the Spanish and Mexican Periods, as well as historic resources from all of the other primary eras of military development during the period of significance. The formal area that is now defined by the Civil War or Old Parade Ground (1862), the Main Parade Ground (1893), Funston Avenue, Mesa, Graham (1846), Anza, and Montgomery Streets and Taylor Road running in the north south direction and Lincoln Boulevard, Sheridan Avenue and Moraga Street (1846) running east west define the area that served as the center of the Main Post since the time of the Spanish Presidio. The overall rectilinear character of the Main Parade area was established more than 220 years ago by the rectangular adobe walled enclosure of El Presidio and later reinforced through use of standard 19th century Army Post planning elements. Unlike the curvilinear circulation and layout prevalent throughout most of the Presidio, the orthogonal formality of the Main Parade is characteristic of standard military planning. However, the rectilinear formality is confined at the south end by Infantry Terrace located a significant elevation above the head of the Main Parade Ground. The curvilinear roadway and layout of the Infantry Terrace Officers' Housing Area follows the topography of the land and cradles the orthogonal layout of the Main Parade below. Placement of the officers' housing at the head and a distance away from the parade ground represented a departure from standard army post planning practice of placing officer housing across the parade from the enlisted housing. This is a unique characteristic of the Main Parade Ground. The foot or north end of the Main Parade is bounded by Lincoln Avenue.

The irregularly shaped area of the Main Post extends beyond the Main Parade to the northwest bounded by Doyle Drive, while the street grid ends to the west with Riley and Taylor Streets and is bounded by a forested area, with the eastern edge defined primarily by Funston Avenue, the officers' housing along Funston, the Alameda terminus of Presidio Boulevard, and a treed area further east. The character defining features of the Main Post are as follows:

- Sloped topography from Infantry Terrace down toward the San Francisco Bay
- Views toward the Bay from Infantry Terrace and the Officers' Club
- Orthogonal/rectilinear street layout (dominant)
- North south orientation
- Curvilinear layout and nonstandard placement of Officers' Housing (Infantry Terrace) at south end of Main Parade Ground

- Site of El Presidio
- Old (Civil War) Parade Ground
- Defined formal head of Old Parade Ground
- Formal east west entry (the Alameda) to the Old Parade Ground
- Spatial distinction between Old Parade and Main Parade
- Main Parade Ground
- Dominant formal west edge of Main Parade Ground
- Uniform row of Montgomery Street Barracks
- Defined yet Informal east edge of Main Parade
- Informal relatively open/porous ends of Main Parade Ground (buildings on the north end oriented n/s, south end varied small-scale and temporary uses historically)
- Buildings oriented to street grid
- Linear layout of buildings with longitudinal axis running north south
- Repetition of building forms
- A-B-A rhythm of building height in cross section of Main Post
- Building Design - The assemblage of buildings brings together a variety of architectural styles, sometimes national in inspiration (Colonial Revival Montgomery Street Barracks), sometimes regional (Spanish Colonial Revival Officers' Club); yet, the architecture is without fail traditional and conservative. The eclectic mix comes together in what can be called a military vernacular style [figures 8 & 9].
 - Most of the historic buildings are of moderate, human scale.
 - Few buildings are in excess of two and a half stories.
 - widespread use of red tile for roofs
 - widespread use of red brick or off-white painted stucco for exterior walls
 - defined fronts and backs
 - bilateral symmetry
 - Porches and breaks in building & roof forms used to humanize scale of larger buildings
 - Punched window openings

While the character defining features are described separately, in reality, many are interdependent and integral to one other [figure 10]. For example, the dominant formal western edge of the Main Parade is a result of the uniform row of barracks along Montgomery Street that formally address the street and the Main Parade with building fronts; the repetition of building forms along a north south axis reinforces the north south orientation of the two parade grounds and the Main Post as a whole. As such, any proposed significant new construction or demolition would need careful consideration to ensure that character defining features remain intact and to avoid an adverse effect to the integrity of the resource.

PROPOSED UNDERTAKING

The undertaking, is an update to the 2002 Presidio Trust Management Plan's planning concept for the Main Post as documented in the February 2009 "Revised Draft Main Post Update to the Presidio Trust Management Plan" (MPU). The update details the proposed implementation of the preferred alternative identified through the National Environmental Policy Act (NEPA) process. To accommodate the preferred alternative, the MPU shifts the planning concept for the Main Post from visitor and community center to cultural and civic center, and introduces major changes to the 2002 PTMP Main

Post concept plan, including a 100,000 sf museum and an 85,000 sf lodge (all new construction) .⁸
[figure 11]

In total, the proposed update to the Main Post planning concept would increase the limit for new construction in the Main Post from 110,000 sf to 253,000 sf., and proposed demolition from 20,000 sf to 117,000 sf. Proposed demolition includes both contributing and non contributing resources.⁹ The following summary captures the major details of the proposed update to the Main Post planning concept:

The preferred alternative has four major components – a heritage and archeology center, an art museum, a lodge and a large addition to the Presidio Theater. A summary of each project follow:

- Creation of a Heritage Center and Archeological Lab [figure 12]
 - rehabilitation of Buildings 47, 48 (1940, NHL contributors), The Officers Club (Building 50, NHL contributor), & Building 49 (Officer Family Housing 1882, NHL contributor)
 - demolition of Building 46 (small storage shed)
- Construction of a new art museum [figures 13-17]
 - on two sites - one located at the head of the Main Parade Ground bounded by Sheridan, Montgomery, Moraga, and Arguello; the other is immediately south of Moraga
 - 100,000 square foot new construction distributed in two separate buildings connected by an underground tunnel. Gallery building located on north of Moraga site will be 2 stories with one story above ground, 100' x 300' footprint, max 30' height, green roof, sunken exterior courtyards; architectural renderings show a slightly different larger footprint and site plan. Building on south of Moraga site - mostly underground, six feet above grade 100' x 150' footprint flat roof
 - project includes rehabilitation of Montgomery Street Barracks (Bldg. No. 101)
 - project includes moving Red Cross Building, architectural renderings show building completely removed (Bldg. No. 97)(1942, NHL contributor)
 - project includes demolition of Tennis Court (Structure No. 96)(1936, NHL contributor)
 - project includes potential ground disturbance in two known archeological sites including El Presidio site F1 & site F20.¹⁰
- Construction of a new lodge [figures 15, 18-19]
 - on a site at southern end of eastern edge of the Main Parade facing on Anza (which will be closed and rehabilitated as the Anza Esplanade, a separate undertaking)
 - 80,000 sf distributed in 3 2-3-storey rectangular buildings with glazed connectors between the buildings, still in schematics, roof form would be articulated to visually break down width of rectangular blocks, MPU calls for compatible design
 - project includes rehabilitation of Pershing Hall (Bldg. No. 42, contributor to NHLD)
 - project includes disturbance of known archeological site F9

⁸ The existing 2002 PTMP identified the Crissy Field planning area as the preferred location for a museum with reuse of the Commissary as museum space set as a priority and the hangars along West Crissy Field identified as an alternative museum location. The 2002 planning concept for the Main Post identified small-scale lodging as a complementary land and building use in the Main Post. (PTMP, Chapter 3 Crissy Field Section, p2, Main Post Section, p2).

⁹ PTMP p200 , Main Post Update, p47

¹⁰ Draft FOE p. 94.

- Addition to Presidio Theater (Bldg. No. 99, contributor to NHL) [figures 20-21]
 - existing theater is located southwest of Main Parade Ground adjacent to proposed site for the art museum
 - 18,000 sf addition to 14,000 sf building
 - possibly dividing historic theater space into two theaters and constructing new large theater, sketches show a modulated modern building form approximately square in plan with varied roof planes, building materials appear to be a combination of either masonry, concrete or stucco and glass (original theater building is board-formed concrete painted “Presidio white”), adjacent hardscaped plaza
 - would possibly change the orientation of the Theater
 - project includes disturbance of known previously disturbed archeological site F16
- A 3600 sf addition to 6,800 sf Presidio Chapel (contributor to NHL)[figure 22]
 - no additional information for this project
- 20,000 sf of additional unspecified “incidental” new construction held in reserve for rehabilitation projects
 - no additional information for this project
- Demolition of 5 additional historic resources (contributors to NHL)
 - WWII Barracks Bachelor Officer Quarters (Bldg. No. 40)(1941)as part of the interpretative program for the El Presidio archeological site
 - WWII Barracks Bachelor Officer Quarters (Bldg. No. 41)(1941) as part of the interpretive program for the El Presidio archeological site.
 - Garage, 5 car (Bldg. No. 113)(1940)
 - Garage, 5 car (Bldg. No. 118)(1940)
 - Storage Shed (Bldg. No. 46)(1896)

FINDINGS

The following findings are based on an assessment of the effect the proposed undertaking would have on the Main Post and the NHL District as a whole. The character defining features of the NHL as the property was developed by the military 1776 – 1945, including extant historic resources as well as the historic patterns of development during the period of significance are under consideration. The importance of preserving - specific character defining features to a high degree of integrity is informed by the reasons why the property is nationally significant as well as by the Trust’s general responsibility to preserve the overall integrity of the NHL district. As stated at the beginning of this document, the Presidio is nationally significant for its association with:

- Spanish Exploration and Settlement, Mexico’s rule over the region from Texas to Alta California, U.S. frontier expansion, the Mexican American War 1846-1848, the Civil War 1861-1865, the Indian Wars 1850s -1880s, the short-lived Spanish American War 1898, the Philippine- American War 1899-1902, WWI and WWII, (Criterion1), and,
- as an outstanding collection/catalogue of military architecture, landscape design, planning, and construction representing multiple periods and styles of defense-related architecture for nearly 170 years (Criterion 4), and
- for the breadth of historic resources that collectively embody the varied and extended military history of the Presidio through at least eight distinct periods of development. The vast number

of resources range from man-made forest, historic roads and buildings, archeological sites and Spanish era cannon (Criterion 5), and

- for the likelihood that the property will yield information of major scientific importance by shedding light upon Spanish Colonial settlement in North America. The Presidio is the only Spanish-colonial military settlement on the North American west coast that has not been severely damaged by urban development (Criterion 6).

The adverse effects described below have been assessed within these contexts rather than in isolation or as an abstracted tally.

The proposed undertaking will have a significant adverse effect on the Presidio of San Francisco National Historic Landmark District because a significant number of character defining features and resources will be adversely and irreversibly effected, including the Main Post and potential disturbance of the El Presidio archeological site. This assessment includes weighing the benefits of proposed building rehabilitation as well as the proposed strategies for conforming to the Secretary of the Interior's Standards. Unfortunately, the benefits of the rehabilitation projects are outweighed by the number of changes and degree of impact from the undertaking; and the strategies, which may help reduce the effect of individual projects, do not address the cumulative effects of the entire undertaking.

Our assessment of adverse effects documents multiple ways in which the proposed undertaking would adversely effect the Presidio of San Francisco NHL. The proposed undertaking threatens the NHL because it diminishes the integrity of the Presidio's design, setting, feeling and association through the following examples of adverse effects as defined in 36 CFR §800.5:

- (i) *Physical destruction of or damage to all or part of the property*
 - Demolition of six contributing resources (2 – 5-car garages [Bldg. Nos. 113 & 118, 1940], 2 – Bachelor Officers Quarters [Bldg Nos. 40 & 41, 1941], Storage [Bldg. No. 46, 1940]& tennis courts)
 - Disturbance or partial destruction of contributing archeological sites (El Presidio Site, F1, F9 & F20 , F21)¹¹
 - Demolition will result in the removal of nearly half of the WWII development located in the Main Post
 - If building 97 is demolished as shown in the architectural renderings for the museum, one of the most prominent examples of permanent WWII construction on the Main Post will be lost and more than half of the WWII development located in the Main Post will be lost.[figure 23]
- (ii) *Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines*
 - The undertaking will close historic roadways and will alter historic circulation patterns.
 - Closure of Sheridan Avenue to vehicular traffic will result in a false sense of spatial organization/connection between the bowling alley site and the Main Parade.
 - The undertaking will result in a large area of new construction that will dominate the Main Parade and create a false sense of historical development

¹¹ Pp. 93-94, 96

- Proposed scale and massing of the lodge is incompatible with the historic scale and massing of historic development between the Old and New Parade Grounds and creates a false sense of history regarding the historic spatial organization of the Main Post and the character of the western edge. Historically, the western edge of the Main Parade never had the regularity and formality exhibited by the Montgomery Street barracks. The lodge creates a hard edge and formality where it never existed and suggests uniformity to the Main Parade that never existed.
- Moving the Red Cross building is not in accordance with the Secretary Standards
- If the entire bowling-alley site is nearly covered with new construction and paving, as shown in the architectural renderings for the museum, the new construction will dominate the head of the Main Parade and will negatively impact the setting, feeling, association and historic character of the property.
- Closure and pedestrianization of Sheridan Avenue combined with removal of the Red Cross Building and the near complete coverage of the bowling alley site, as shown in the architectural renderings for the museum obliterates the immediate physical context and spatial organization of the site and creates a false sense of historical development..
- The architectural renderings of the museum do not depict a building that follows the draft revised MPU's Strategies for Conformance with the Secretary Interior Standards for this project because Building 97 is shown as demolished and the building foot print exceeds the identified square footage.
- The proposed addition to the Presidio Theater (Bldg. 99) is out of scale with the historic building, and will negatively impact the integrity of the Presidio Theater.
- The proposed sub-division of the character defining interior space will have an adverse effect on the Presidio Theater (Bldg. 99)
- The footprint of both the lodge and the museum have the potential for ground disturbance in known archeological sites.

(iii) Removal of the Property from its Historic Location.

- Shifting/removal of Red Cross Building from its historic location.

(iv) Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance.

- The , concentration and scale of new construction, the large expanses of pedestrian plazas, and the introduction of traffic lights will in the aggregate overwhelm the historic character and setting of the Main Parade Ground.
- New uses and associated new construction in their aggregate will significantly change and dominate the historic character of the Main Post and the Presidio.

(v) Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features

- The overall square footage and concentration of new construction included in the preferred alternative, the demolition of contributing resources, the partial closure of historic road ways and the introduction of stop lights will diminish the integrity of the spatial organization, design, feeling, setting and association of the Main Post – the heart of the Presidio and one of the most significant historic features of the NHLD.

The cumulative impact of these adverse effects severely diminishes the historic character of the Main Post, which is the heart of the Presidio of San Francisco, and threatens the overall integrity of the National Historic Landmark District.

There are four additional undertakings in the Main Post and another one in an adjacent area that are currently underway or are already approved. These projects include:

- Main Parade Ground Rehabilitation (NHL contributor, NEPA & Section 106 completed)[figure 24-25]
 - replaces asphalt with grass lawn and pathways across the parade ground
 - creates stepped area at head of Main Parade – 10 steps, each 18” high and 6’ deep, riser is stone or concrete and tread is grass that encroaches on the Main Parade Ground
 - closes Anza Street (NHL contributor) to traffic and creates pedestrian esplanade. Anza Esplanade is shown as connected to plaza associated with the museum.
 - creates stepped platforms along eastern/Anza edge of Main Parade with glass interpretive pavilions on each platform.
 - project includes closure of Sheridan between Arguello and Montgomery
 - project includes closure of Arguello Blvd. between Sheridan Avenue and Moraga Street

This project, which was reviewed through a separate compliance process, recently has been redefined to eliminate the granite steps at the head of the main parade, to include more vegetation along the western edge and to reduce the scale of the interpretive panels. These revisions are on public display at the Presidio. [figure 25]

- Disney Museum (NEPA & Section 106 completed, under construction)[figure 26]
 - rehabilitates & adds 16,900 sf to Montgomery Street Barracks (Bldg. No. 104)(1897) by infilling courtyard but will result in the rehabilitation of a significant historic contributing building
 - rehabilitates Post Gymnasium (Bldg. No. 122)(1904)
 - rehabilitates Storage, Electric Shop (Bldg. No. 108)(1940)
- Family Violence Prevention Program (NEPA & Section 106 completed, under construction)[figure 27]
 - rehabilitates & adds 3600 sf to Montgomery Street Barracks (Bldg. No. 100)(1909) by infilling courtyard, project will result in the rehabilitation of a significant historic contributing building,
- Doyle Drive Replacement Project (seismic, structural, and safety improvement project, scheduled for completion in 2013, signed PA) demolishes Doyle Drive, a mostly elevated highway (NHL contributor, 1930s) and replaces it with a partially covered parkway. The project also will result in the demolition of 4 contributing buildings and removal of 3 contributing roadways. Project will re-establish the connection between Main Post Area and Crissy Field that existed prior to construction of Doyle Drive.[figure 28]

The Disney Museum and Family Violence Prevention Program projects will result in the rehabilitation and use of significant historic resources in the Main Post. While the rehabilitations will impact the form, design and orientation of the buildings, the effect is not adverse and the projects will arrest further deterioration of these historic resources. The “greening” of the Main Parade, as it is referred to, is a positive rehabilitation of a historic resource. The project will rescue the space from its current use as a parking lot and convert it to a green space more akin to its historic use. The new direction of the Main

Parade design on public display at the Presidio makes it more compatible with the historic character of the Main Post than the proposed design included in the compliance documents; however, the closure and resurfacing of Anza Street will have an adverse effect on the historic roadway. The Final EA and FONSI for the Main Parade project were issued in November 2007. Each of these projects introduces incremental change to the historic character, setting, feeling, and association of the Main Post. In aggregate their effect is greater than their parts. The adverse effect of the Doyle Drive project and the cumulative incremental effects of the other projects will alter the historic fabric and impact the integrity of the Main Post.

Implementing the entire suite of projects proposed in the revised draft Main Post Update and the additional projects described above, will seriously threaten the integrity of the Main Post, the historic core of the National Historic Landmark District, to a degree that cannot be mitigated to an acceptable level, which would significantly diminish the integrity of the Presidio of San Francisco National Historic District. However, a revised preferred alternative or partial implementation of the preferred alternative could minimize and possibly avoid an adverse effect and accomplish many of the goals that seem to be encompassed by the present undertaking.

RECOMMENDATIONS

CFR Part 36 § 800.10, *Special requirements for protecting National Historic Landmarks (a) Statutory requirement*, states:

Section 110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking.

Toward this end, we are recommending seven changes to the proposed undertaking that would result in avoiding or minimizing and mitigating the negative effect that the proposed undertaking would have on the NHL district. The intended goal of these recommendations is to preserve the integrity of the Presidio of San Francisco NHL. We also believe that these recommendations achieve the other goals contained in the preferred alternative. Preservation advantages and disadvantages, where applicable, are listed after each recommendation with a plus sign for advantage and a negative sign for disadvantage. The greatest degree of lessening the adverse effect would be achieved through implementation of all seven recommendations since they address the proposed undertaking as a whole. As such, they should be considered as a suite of recommendations rather than alternatives. Where possible, more than one approach for achieving a recommendation has been identified.

1. Reduce the proposed square footage of new construction and proposed demolition of historic resources to maintain the existing ratio of historic building square footage to non historic building. Historic buildings currently comprise 88 % of the square footage in the Main Post. The revised draft MPU reduces the percentage to 74%. These reductions would:
 - + reduce cumulative effects on the Main Post;
 - + reduce impact to the setting, feeling, and association of the Main Post;
 - + minimize the impact to the character defining features of the Main Post;
 - + help maintain a balance between contributing and non contributing resources in the Main Post.
2. Retain & Rehabilitate buildings 97, 40 & 41. This would:
 - + preserve a visible WWII era layer of historic fabric in the Main Post;

April 6, 2009

- + avoid demolition of contributing resources;
 - + allow a more nuanced and accurate presentation of the layered historic development at the Presidio, that still allows full interpretation of El Presidio.
3. Develop a preservation plan for the Main Post with NPS active involvement. The strategies for conforming to the Secretary of the Interior's Standards are helpful; however they are only project specific. Recommend adopting an approach that addresses potential new construction as infill rather than as part of a redevelopment plan.
 4. Modify land use plan for the Main Post to eliminate the warrant of traffic lights
 5. Modify Museum Project (option a or b):
 - a. Site or reduce new construction to avoid archeological sites F:1 & F:20, to avoid Red Cross Building, to retain a set back on the north and south ends, and to reduce the amount of site coverage and plaza paving. These changes would :
 - + avoid demolition of contributing resources;
 - + avoid ground disturbance in contributing archeological sites;
 - + minimize negative effect on the immediate setting
 - + minimize the negative effect on WWII era resources;
 - + could minimize blocking and crowding of contributing resources;
 - + minimize and possibly avoid a negative effect on the integrity of the setting, feeling, and association from this project;
 - + minimize negative effect on character-defining features;
 - + produce a building with a footprint more compatible and proportional to the site and the head of the Main Parade Ground;
 - b. Relocate the museum to the Commissary site as identified in the 2002 PTMP:
Use of the site has already undergone Section 106 and NEPA consultation as part of the PTMP; nonetheless, we have assessed the preservation advantages and disadvantages of the site as follows:
 - + avoids demolition of contributing resources;
 - + spatial relationships would be maintained;
 - + would not block historic views;
 - + would not block or contributing resources;
 - + would not compete with contributing resources;
 - + diminishment to the integrity of the setting, feeling, and association could be greatly minimized;
 - + effect on character defining features is minimized;
 - + maintains historic roadways;
 - + maintains historic open space;
 - + industrial character of the buildings at Crissy Field could better accommodate the building scale and proposed design for the museum;
 - + implements the preferred alternative identified in the 2002 Presidio Trust Management Plan for the location of a museum;
 - + complements the on-going adaptive reuse of adjacent structures at Crissy Field;
 - ground disturbance near known prehistoric archeological site;
 - does not include rehabilitation or use of historic contributing resources.

6. Reduce the footprint, scale, massing, and height of the proposed lodge; break up the mass into separate buildings, arranged in a manner that does not create a hard building plane/edge on the east edge of Main Parade Ground or remove the lodge from the Main Post.
 - + Minimizes impact to historic spatial organization;
 - + avoids or minimizes creating a false sense of history regarding spatial definition;
 - + avoids overwhelming the historic character of the parade grounds.
7. Reduce the number of historic roads identified for closure and pedestrianization.
 - + avoids altering historic circulation patterns;
 - + avoids or minimizes altering the historic spatial organization of the Main Post.

CONCLUSION

The proposed undertaking will have a significant adverse effect on an irreplaceable National Historic Landmark that is singular in its history and significance. Fortunately, there are alternatives that would potentially avoid an adverse effect, or at the very least minimize and mitigate the effect. Given the significance of the resource and the obligation of the Presidio Trust to minimize harm to this National Historic Landmark District to the maximum extent possible, we strongly encourage the Presidio Trust to take the recommendations under advisement. We believe the recommendations will allow future generations the opportunity to experience and enjoy the historic character of the Presidio while they benefit from compatibly-sited and designed additions and sensitive rehabilitation projects.

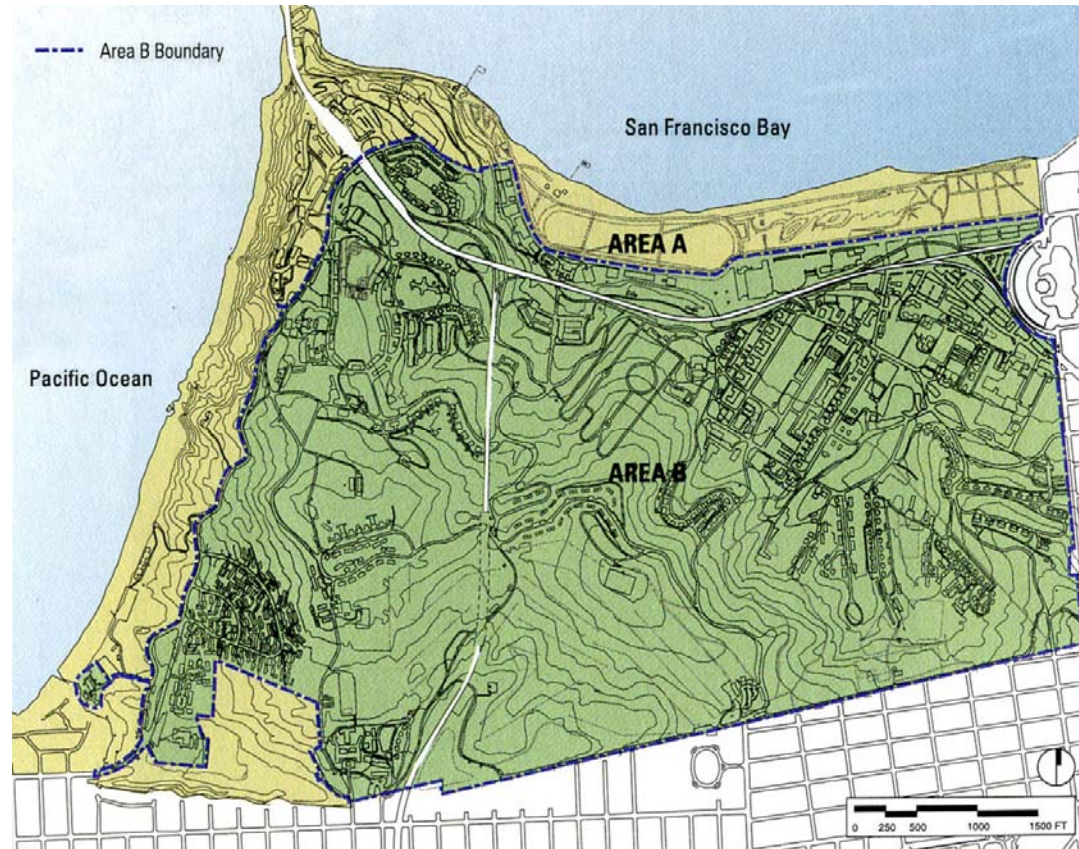


Figure 1

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco*, July 1994)



Figure 2

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco, July 1994*)



Figure 3

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco, July 1994*)

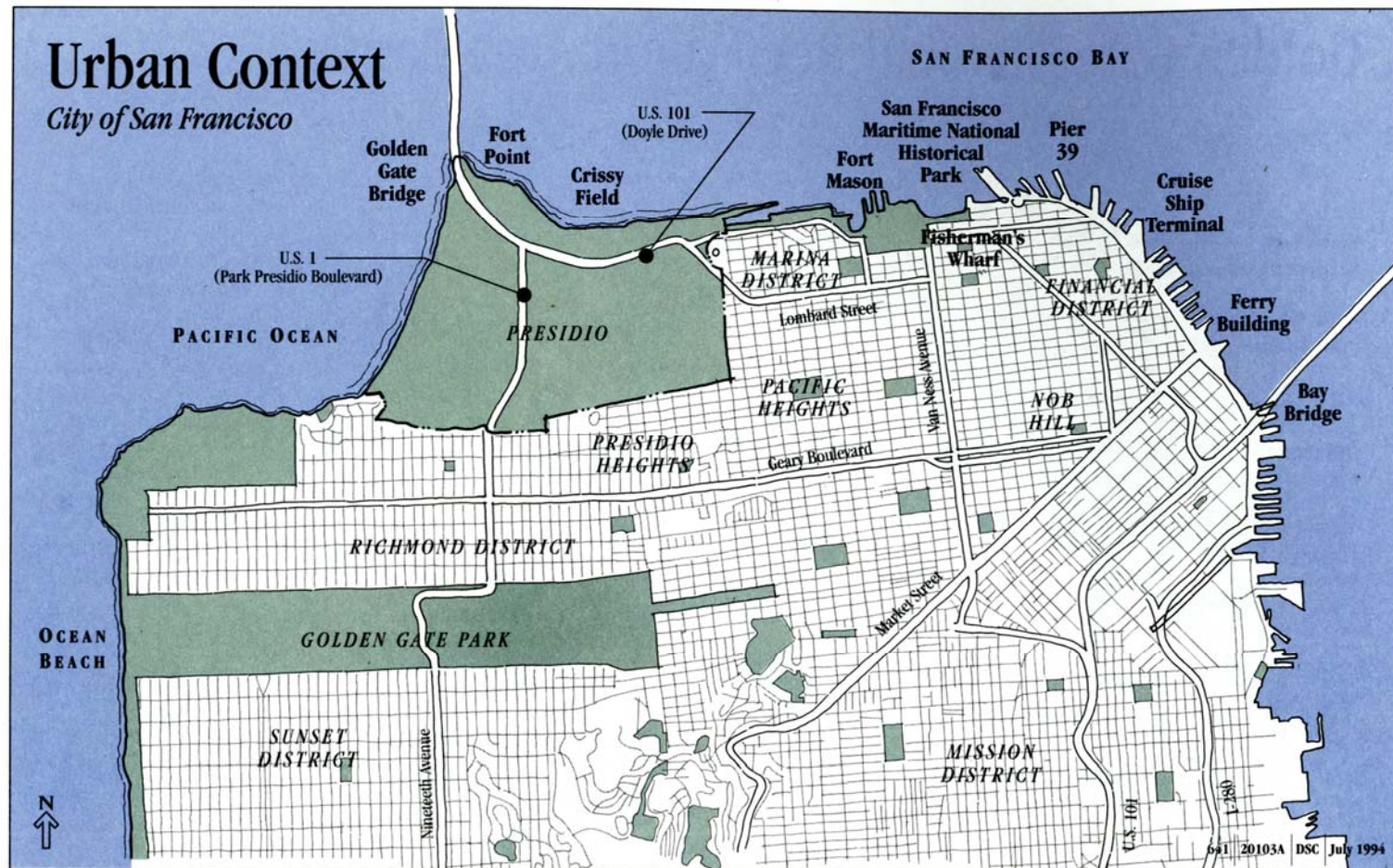


Figure 4

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco*, July 1994)

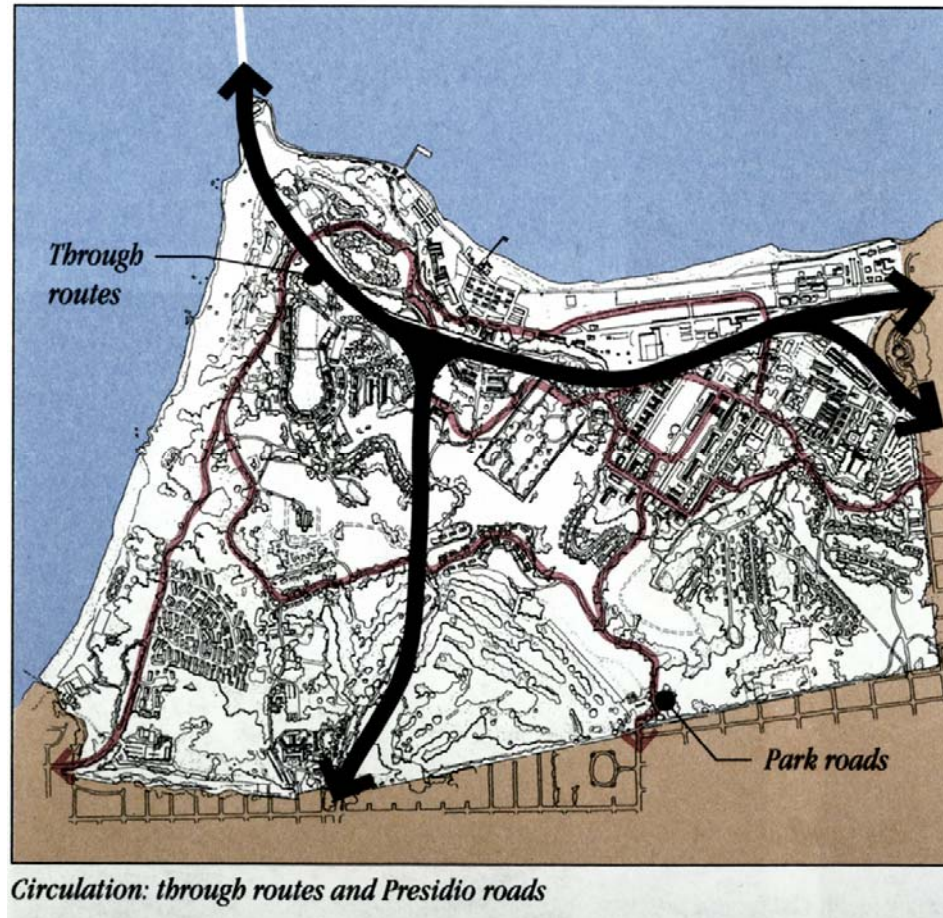
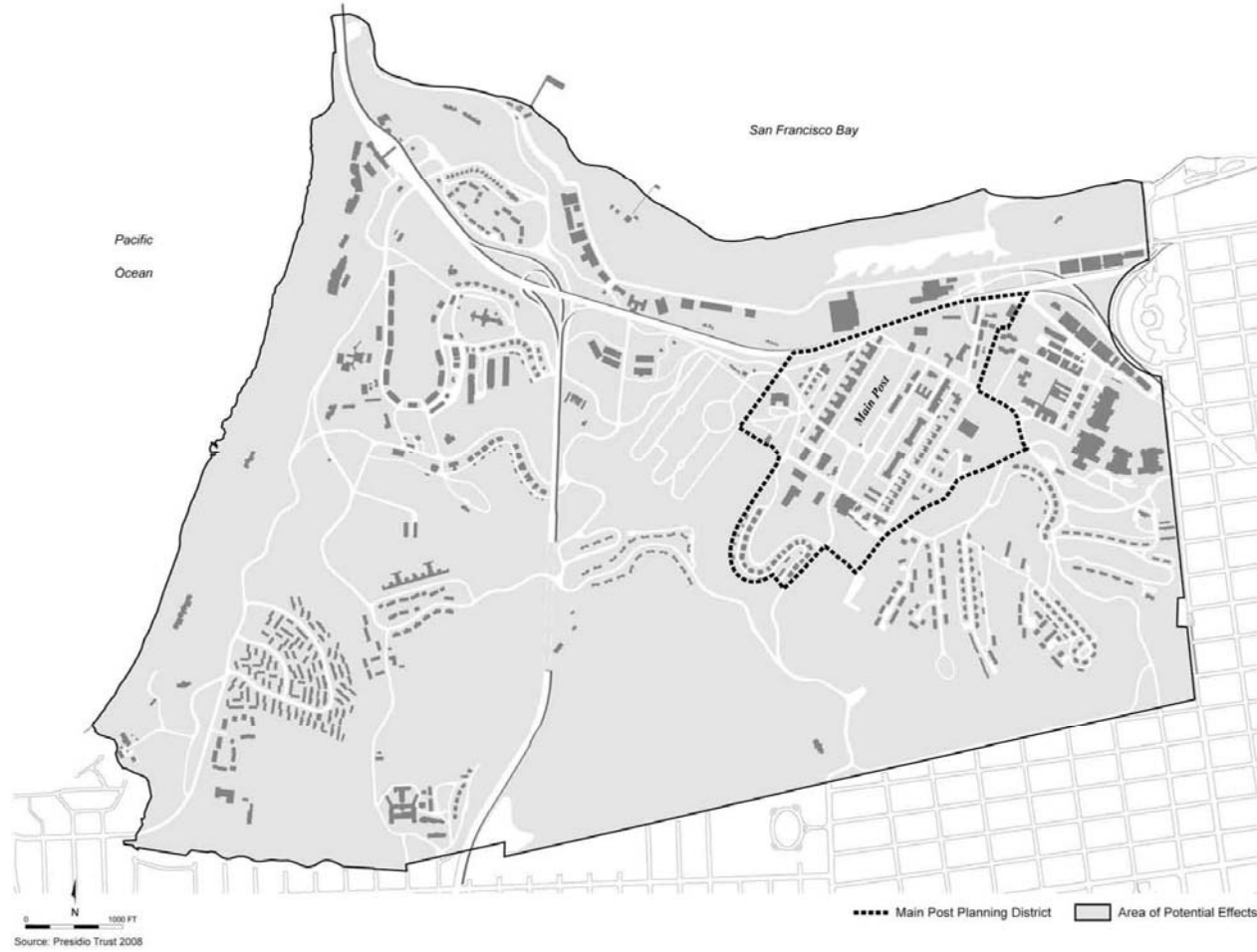


Figure 5

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco*, July 1994)



Area of Potential Effect

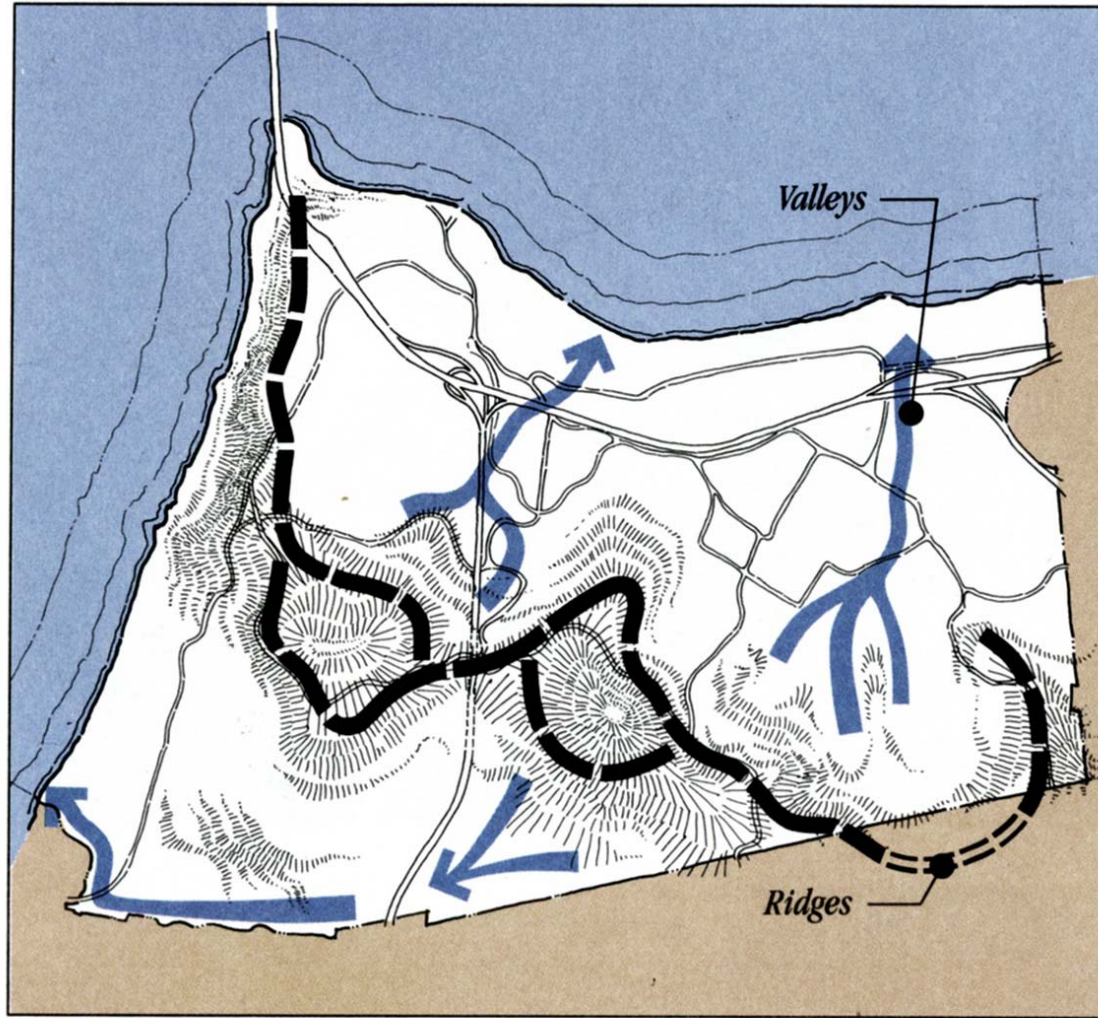
Figure 5A

(Image from *Presidio Trust Management Plan, Main Post Update: Draft Supplemental Environmental Impact Statement*, June 2008)



Figure 6

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco, July 1994*)



Landform: ridges and valleys

Figure 7

(Image from *Creating a Park for the 21st Century, from military post to national park: Final General Management Plan Amendment, Presidio of San Francisco, July 1994*)



2



1



3



4



5

The Main Post
1—Presidio Theater
2—Montgomery Street Barracks

3—Red Cross Building
4—WWII Bachelor Officer's Barracks
5—Officers' Club

Figure 8



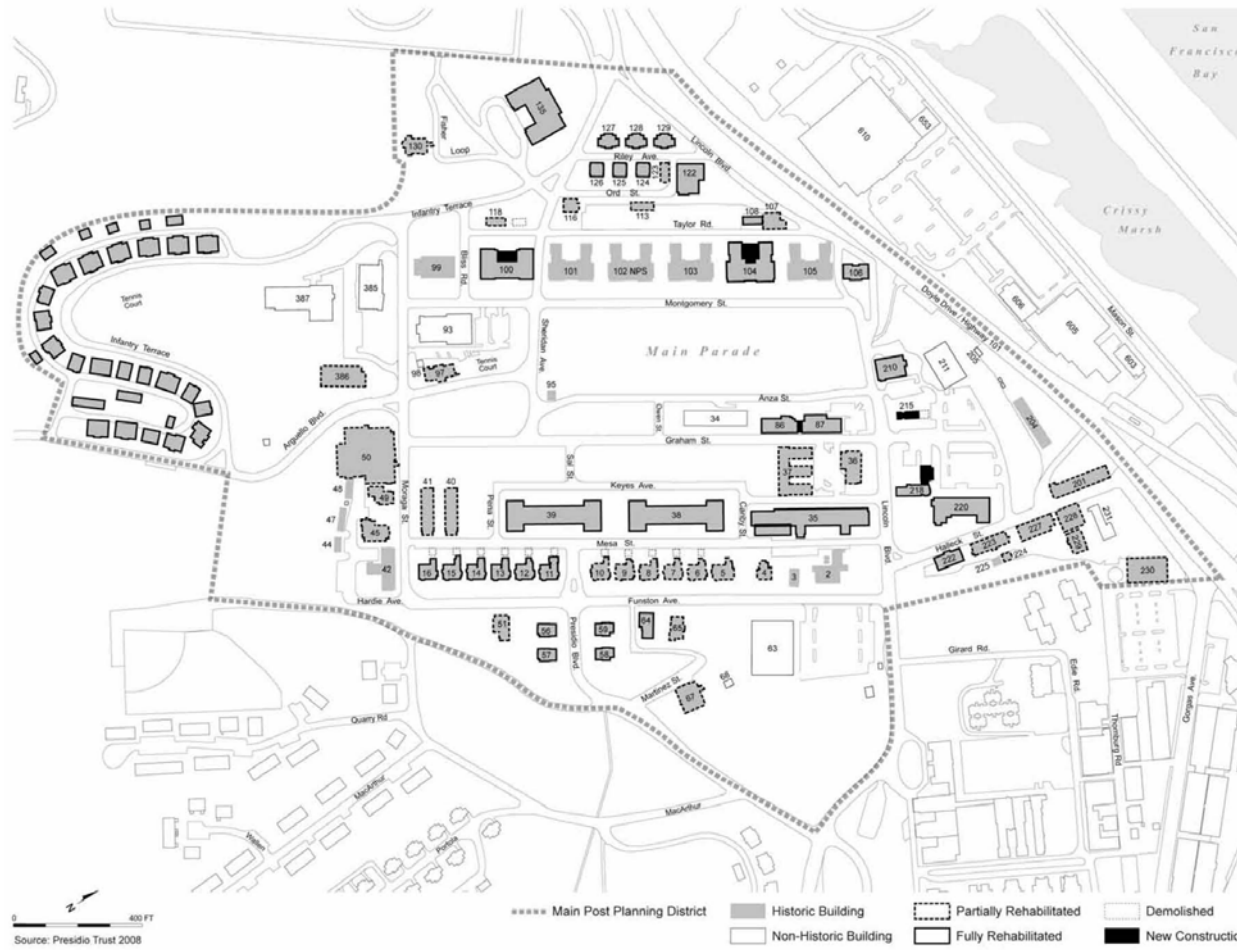
The Main Post

1—Officer Family Housing, Presidio Boulevard.
2—Officer Family Housing, Infantry Terrace

3—Officer Family Housing, Funston Avenue

4—Sixth Army Headquarters
5—Sixth Army Headquarters
6—Pershing Hall

Figure 9



Main Post Current Conditions

Figure 10

(Image from *Presidio Trust Management Plan, Main Post Update: Draft Supplemental Environmental Impact Statement*, June 2008)

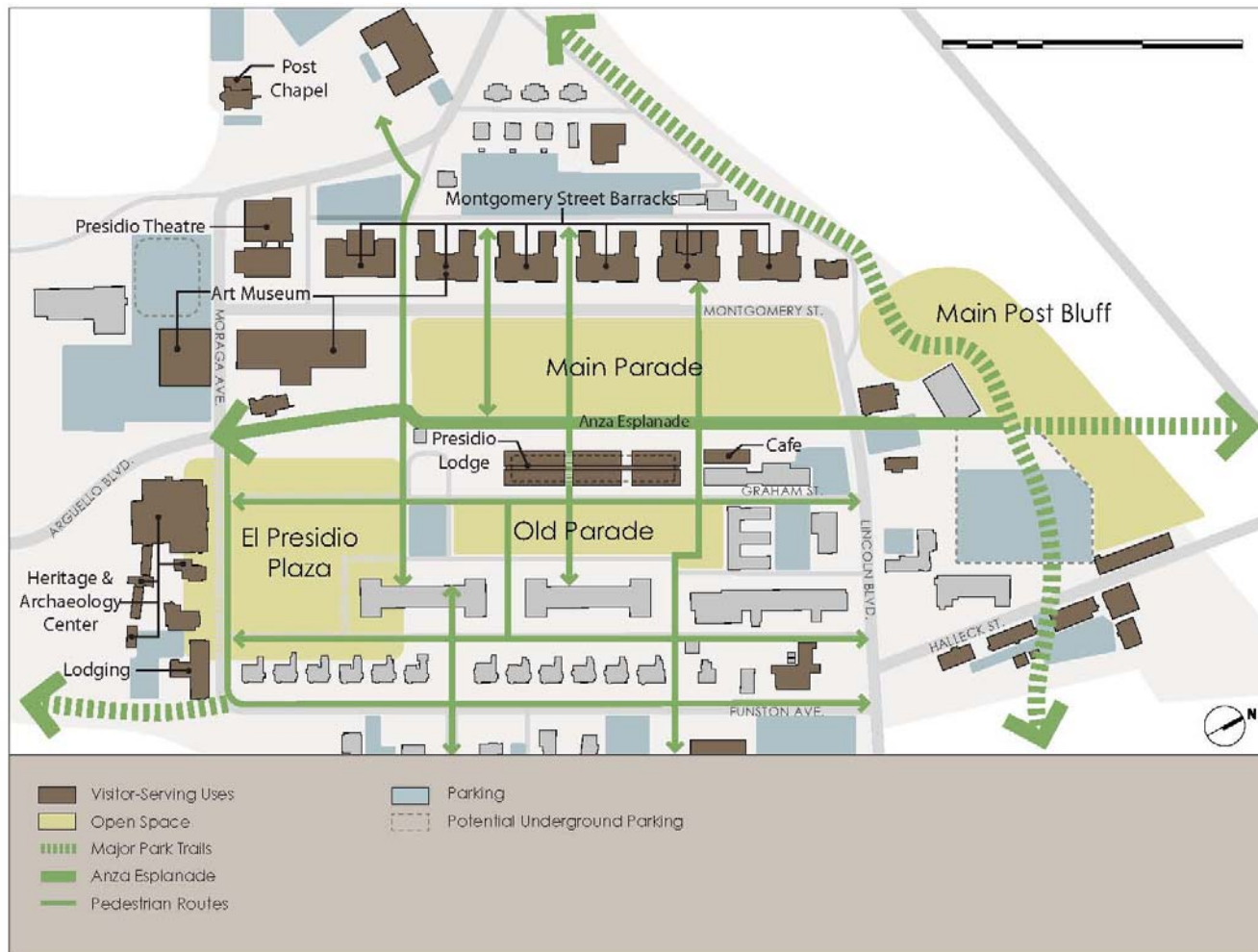


FIGURE 11: NEW VISITOR-SERVING USES SURROUNDING THE FOUR MAJOR OPEN SPACES

Proposed Undertaking

Figure 11

(Image from *Main Post Update to the Presidio Trust Management Plan*, June 2008, p25)



FIVE BUILDINGS COMPRISING THE HERITAGE CENTER AND ARCHAEOLOGY LAB

- Lobby and Exhibition
- Special Events
- Theater
- Archaeology Education
- Archaeology Lab
- Courtyards

(Image from revised draft *Main Post Update to the Presidio Trust Management Plan, Presidio of San Francisco, February 2009*)

Figure 12



Proposed Art Museum

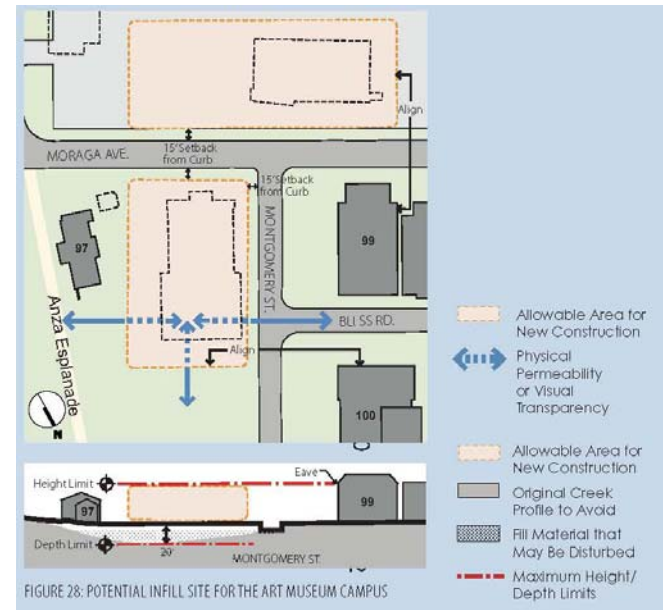


Figure 13

(Image left from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)

(Image right from revised draft *Main Post Update to the Presidio Trust Management Plan, Presidio of San Francisco*, February 2009)



Source: Square One Productions 2009

Proposed Art Museum

Figure 14

(Image from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)



Source: Square One Productions 2009

Proposed Art Museum

Figure 15

(Image from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)



Source: Square One Productions 2009

Proposed Art Museum

Figure 16

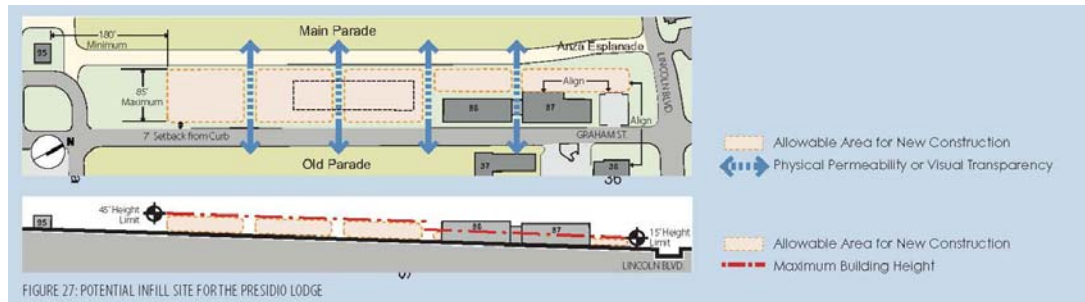
(Image from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)



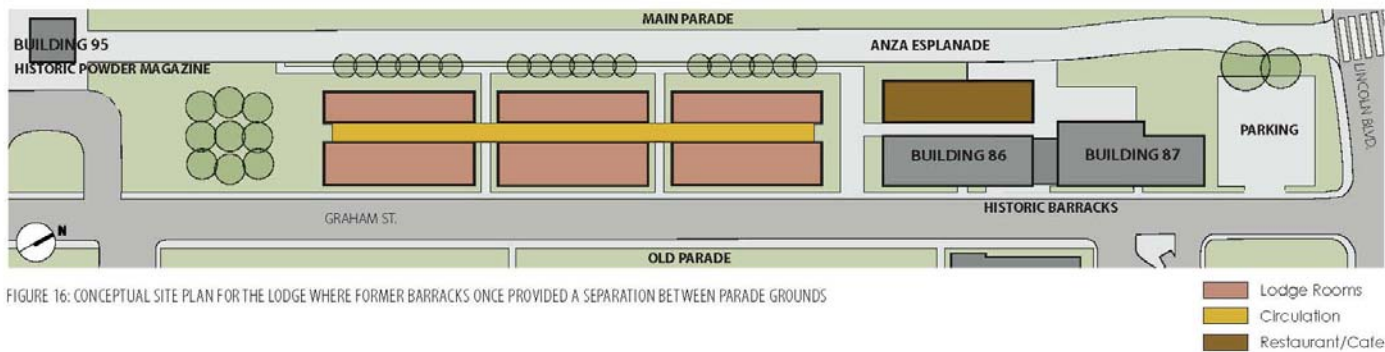
Proposed Art Museum

Figure 17

(Image from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)



CONCEPTUAL RENDERING OF THE FUTURE LODGE ESTABLISHING A WESTERN EDGE TO THE OLD PARADE



Proposed Lodge

(Images from revised draft *Main Post Update to the Presidio Trust Management Plan, Presidio of San Francisco, February 2009*)

Figure 18

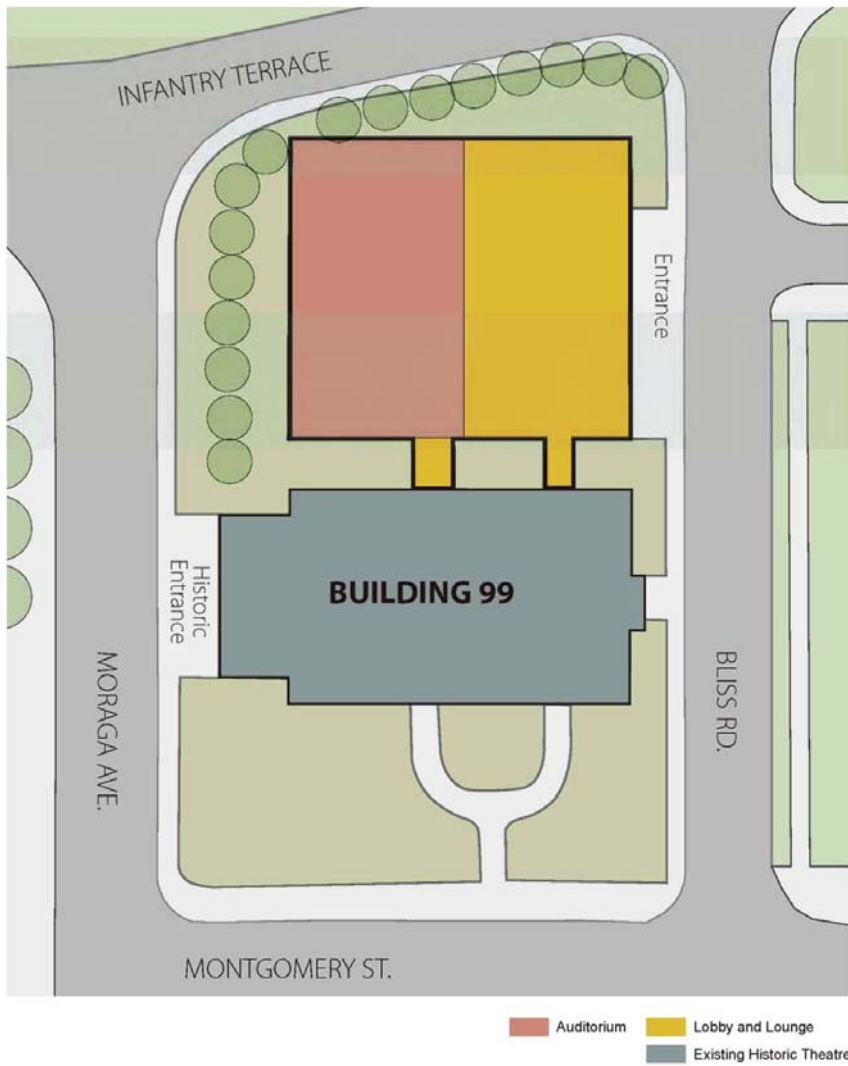


Source: Square One Productions 2009

Proposed Lodge

Figure 19

(Image from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)



Proposed Theater

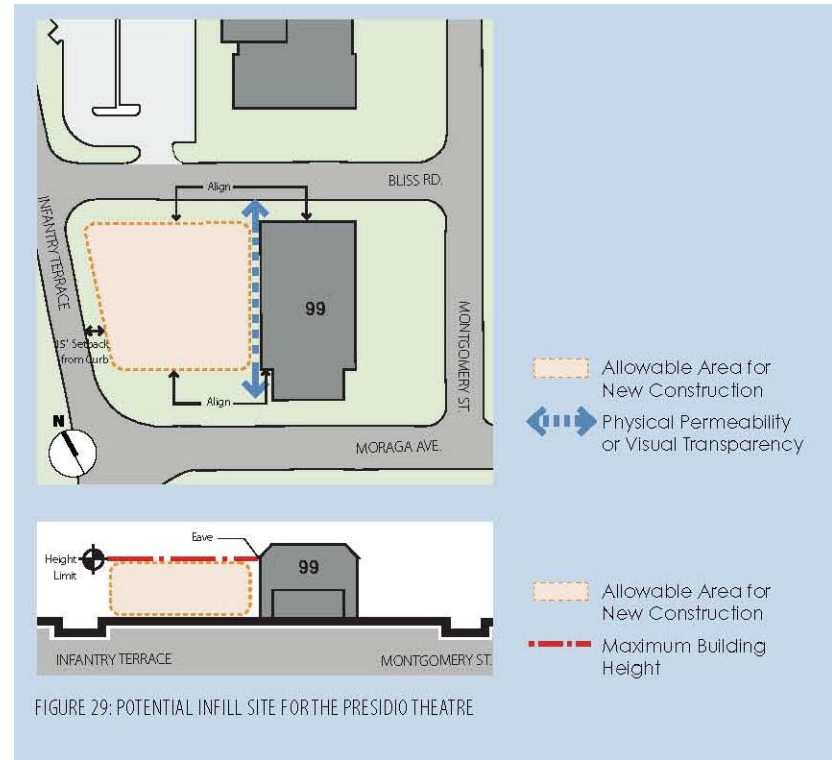


FIGURE 29: POTENTIAL INFILL SITE FOR THE PRESIDIO THEATRE

Figure 20

(Image left from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)

(Image right from revised draft *Main Post Update to the Presidio Trust Management Plan, Presidio of San Francisco*, February 2009)



Source: BAR Architects 2007

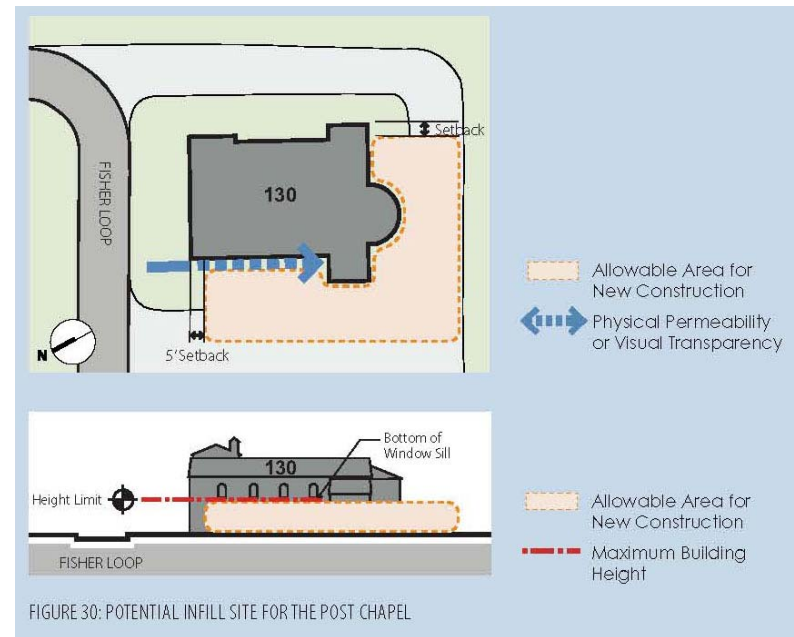
Proposed Theater

Figure 21

(Image from *Presidio Trust Management Plan, Main Post Update: Draft Supplemental Environmental Impact Statement*, June 2008)



■ Gallery ■ Office
■ Circulation ■ Existing Historic Chapel



Proposed Chapel Addition

Figure 22

(Image left from *Presidio Trust Management Plan, Main Post Update: Supplement to a Draft Supplemental Environmental Impact Statement*, February 2009)

(Image right from revised draft *Main Post Update to the Presidio Trust Management Plan, Presidio of San Francisco*, February 2009)

Art Museum

by WRNS Studio



CONCEPTUAL RENDERING OF THE ART MUSEUM LOOKING NORTH



VIEW FROM INTERIOR



VIEW LOOKING SOUTH



VIEW LOOKING WEST

(Images provided by Presidio Trust Staff)

Figure 23



Main Parade Preferred Alternative



Figure 24

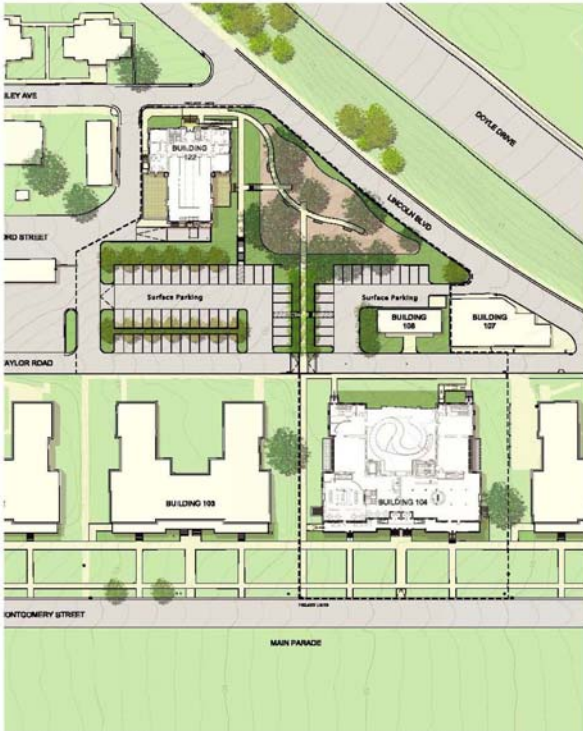
(Image from *Main parade Environmental Assessment*, November 2007)



Revised Main Parade Design, March 2009

Figure 25

(Images provided by Presidio Trust Staff)

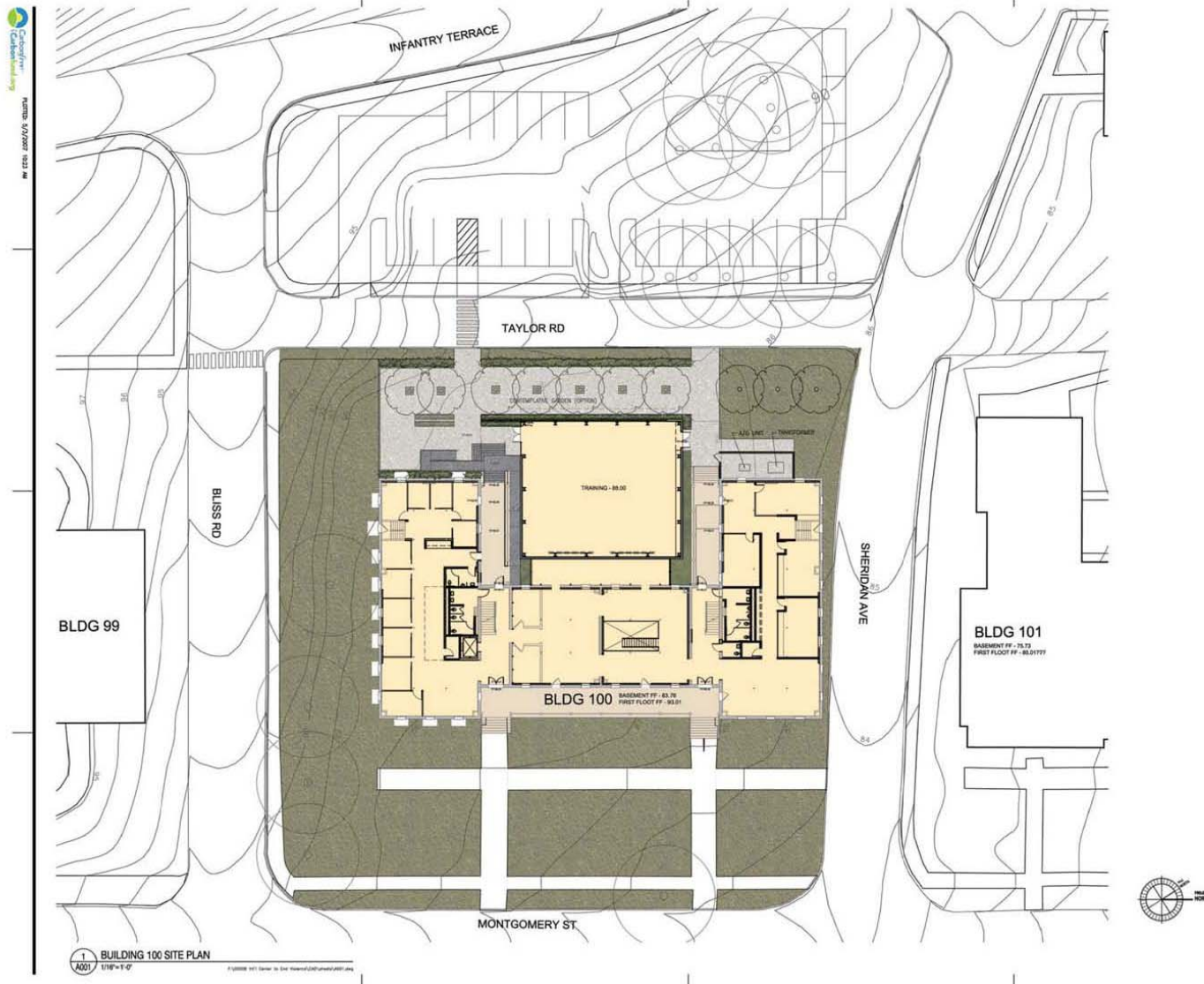


Disney Museum



Figure 26

(Image from *Walt Disney Family Museum, Environmental Assessment, August 2006*)



FAMILY VIOLENCE PREVENTION FUND

EHDD

Esherrick Homsey Dodge & Davis
 Architecture
 Interior Design
 Graphic Design
 500 Treel Avenue
 San Francisco California 94110
 arch@ehdd.com
 415.285.3866 fax
 415.285.9193

Consultant

Stamp

Printing	Date

Revisions	Date

Scale

Drawn by

EHDD Job Number
05008

Sheet Title

SITE PLAN

Sheet Number

A001

Family Violence Prevention Program

Figure 27

(Image from Family Violence Prevention Program: International Center to End Violence, Environmental Assessment, September 2007)



Main Post Concepts



Main Post Tunnel Planting Concepts

MPA Design
Design Concepts – Landscape
March 11, 2008

Doyle Drive Replacement Project

Figure 28

(Image from Doyle Drive Project Website [<http://www.doyledrive.org/about/design.aspx>])