

SFCTA Contract Number 99/00-7

SOUTH ACCESS TO THE GOLDEN GATE BRIDGE
DOYLE DRIVE

FINDING OF EFFECT ADDENDUM

San Francisco County, US101 KP 12.8-15.7 (PM 8.0-9.8) / SR1 KP 10.9-11.4 (PM 6.8-7.1), EA 04-163700

June 2010

DRAFT

Prepared By:

Caltrans, District 4

Prepared For:

Leroy L. Saage, Project Manager

San Francisco County Transportation Authority

and

Federal Highway Administration

Table of Contents

SECTION 1: INTRODUCTION4

1.1 PROJECT OVERVIEW AND PURPOSE OF REPORT4

SECTION 2: MITIGATION ALTERNATIVES.....8

2.1 ALTERNATIVE 1: Remove Building 201.....8

2.2 ALTERNATIVE 2: Move Building 201 South.....9

2.3 ALTERNATIVE 3: Keep Building 201 in Present Location.....9

SECTION 3: CONCLUSION.....10

APPENDIX

LOCATION AND VISUAL SIMULATIONS

- Figure 1a: Alternative 2: Move Building 201 South - Northeast Elevation
- Figure 1b: Alternative 2: Move Building 201 South - Overhead View
- Figure 1c: Alternative 2: Move Building 201 South - South Elevation
- Figure 1d: Alternative 2: Move Building 201 South - Far South Elevation
- Figure 1e: Alternative 2: Move Building 201 South - East Elevation
- Figure 2a: Alternative 3: Keep Building 201 in Present Location - Northeast Elevation
- Figure 2b: Alternative 3: Keep Building 201 in Present Location - Overhead Elevation
- Figure 2c: Alternative 3: Keep Building 201 in Present Location - Southwest Elevation
- Figure 2d: Alternative 3: Keep Building 201 in Present Location - South Elevation
- Figure 2e: Alternative 3: Keep Building 201 in Present Location - Far South Elevation

Figure 2f: Alternative 3: Keep Building 201 in Present Location - East Elevation

Figure 3a: Alternative 1: Remove Building 201 - South Elevation

Figure 3b: Alternative 1: Remove Building 201 - Far South Elevation

Figure 3c: Alternative 1: Remove Building 201 - East Elevation

SECTION 1: INTRODUCTION

1.1 PROJECT OVERVIEW AND PURPOSE OF REPORT

The Federal Highway Administration (FHWA), California Department of Transportation (Caltrans), and the San Francisco County Transportation Authority (SFCTA) are replacing Doyle Drive (the South Access to the Golden Gate Bridge-Doyle Drive Project [undertaking]) in order to improve the seismic, structural, and traffic safety of the roadway within the setting and context of the Presidio of San Francisco (Presidio) and its purpose as a national park. The FHWA serves as the lead federal agency, and the SFCTA serves as the lead agency for the purposes of the California Environmental Quality Act (CEQA). Cooperating agencies for the proposed project include the National Park Service (NPS), the Presidio Trust (Trust), and the Department of Veterans' Affairs (VA). Caltrans and the Golden Gate Bridge Highway and Transportation District (GGHTD) are the responsible agencies under CEQA.

The purpose of this Finding of Effect (FOE) Addendum is to document FHWA's continuing efforts to meet the requirements of Section 106 of the National Historic Preservation Act (NHPA) by applying the Criteria of Adverse Effect, set forth in Code of Federal Regulations (CFR) Title 36, Section 800.5, to specific historic properties within the project's Focused Areas of Potential Effects (Focused APE) for which the project effects may have changed because of project refinements. This document also serves to demonstrate FHWA's compliance with 36 CFR 800.10, "Special Requirements for Protecting National Historic Landmarks."

This FOE Addendum supplements the information provided in the final FOE for the project that was completed in December 2005 (SFCTA 2005) and the first FOE Addendum that was completed in March 2007 (SFCTA 2007). Since that time, project changes have necessitated additional efforts to identify effects on historic properties. As stated in SFCTA 2007, the FHWA has applied the criteria of adverse effect and determined that the project will have an adverse on historic properties within the project's APE pursuant to 36 CFR 800.5(a) and (d)(2) and, with the cooperation and assistance of Caltrans, is consulting with State Historic Preservation Officer (SHPO) regarding the resolution of adverse effects pursuant to 36 CFR 800.6. FHWA has notified the Advisory Council on Historic Preservation (ACHP) and the U.S. Secretary of the Interior of the finding of adverse effect upon the Presidio National Historic Landmark District (PNHLD) pursuant to 36 CFR 800.6(a)(1)(i)(B), thereby affording ACHP the opportunity to participate in consultation. FHWA approved the final FOE and submitted it to the State Historic Preservation Officer (SHPO), who concurred with the findings of the final FOE in January 2006. The first FOE Addendum was submitted to the SHPO on January 5, 2006. The SHPO concurred with its finding on January 23, 2006.

The Main Post Planning District retains much of its historic integrity, as identified in the PNHLD nomination from 1993, including the location and setting of Halleck Street. Halleck Street is a contributing element of the PNHLD that was built in response to the natural topography of this area. Halleck Street (No. 2068 on the NPHLD nomination) originally served as a service corridor that linked the Main Post's administrative and residential functions and the utilitarian and supply activities of the Lower Post, or Quartermaster Depot. Halleck Street spans the bluff at a point where it begins to slope lower to the east. Halleck Street provides a physical transition from the higher ground above the bluff (Main Post) down to the lowland on the north side of the bluff (Lower Post) in the northeastern tip of the Main Post Planning District. The Halleck Street corridor runs between Lincoln Boulevard and Mason Street, and dates from at least 1885. The service buildings that define the corridor were built between 1896 and 1910. Many of these buildings have been altered over time, and after the PNHLD period of

significance (1776-1945), but they largely retain their historic design and materials, and retain sufficient historic integrity to convey their significance and integrity of feeling and association with the Quartermaster Depot. This street and its cluster of service-related buildings provide a link between the Main Post and Crissy Field. The horizontal and vertical alignment of Halleck Street is a character-defining circulation characteristic of this part of the Presidio. The grading changes that were necessary to make this transition are evident in the historic-period retaining walls along the side of the street. The topography of the bluff of this portion of the Main Post (upland, bluff, lowland), also a character defining feature, is still highly visible to the west of Halleck Street.

The final FOE (dated 12/30/05) described the effects to Halleck Street, Building 201, and Building 228 under the Presidio Parkway Alternative as follows:

- 1) Halleck Street's grade would be raised to a minimum of approximately 12 feet to accommodate the Main Post tunnel.
- 2) Building 201 would be destroyed.
- 3) Building 228's profile would be lower in relation to Halleck Street, with the grade of the street raised by 2 feet at the building's northwest corner.

Subsequent to the final FOE, it was decided that either relocating, raising, or a combination of the two options for Buildings 201 and 228 should be considered in lieu of demolition or other adverse effects identified in the document. Garavaglia Architecture, Inc. conducted a Relocation Feasibility Study (draft dated 11/20/06) to examine the removal of Building 201 for temporary storage during construction and the rehabilitation of the building following construction of the new Doyle Drive. The feasibility study identified several options available for the building. The removal of the building for storage during construction and its subsequent replacement and rehabilitation following project construction is technically feasible, according to the Garavaglia report. Garavaglia's recommendation for this action is to rehabilitate the upper level of Building 201 in a position along Halleck Street at or near its original location after storing the building in three sections on a nearby site approximately 150 feet south of its current site during construction of the project. Building 201 would be placed on a new foundation and rehabilitated following the Secretary of the Interior Standards. Garavaglia also examined Building 228 in the feasibility study to address refinements in the preferred alternative. The refined alternative will raise the grade of Halleck Street 2.6 feet more than the project as analyzed in the final FOE (2.0 feet). The refined alternative, therefore, will raise the grade at the northeast corner of Building 228 approximately 4.6 feet above the existing grade. The Garavaglia Report considered raising Building 228 but recommended leaving it at its current elevation.

The First Addendum FOE (dated 3/29/07) altered the previous findings as follows:

- 1) Halleck Street's grade would be raised to a maximum of 32.8 feet to accommodate the Main Post tunnel.
- 2) Only the bottom story of Building 201 would be deconstructed. The top story of Building 201 would be relocated and rehabilitated during construction. It would then be replaced at or near its current location following construction of the project.
- 3) Building 228's profile would be lower in relation to Halleck Street, with the grade of the street

raised by 4.6 feet at the building's northwest corner (2.6 feet more than was specified in the final FOE).

A Programmatic Agreement (dated 10/7/08) included the following mitigation: Historic American Building Surveys and Historic American Landscape Surveys will be conducted to record these contributing features. Historic Structure Reports will be performed for Buildings 201 and 228. Building 201 will be protected prior to deconstruction and moving. The ground floor of Building 201 will be deconstructed in a manner that maximizes the salvage potential of all historic building components and stored in coordination with the Presidio Trust. Caltrans and SFCTA, in consultation with the Trust FPO, NPS, and the SHPO, shall remove the upper floor of Building 201, temporarily preserve it and return it to its current location. Caltrans and SFCTA shall then rehabilitate it in a manner that preserves as much of the building's historic fabric as possible in accordance with requirements outlined in the Built Environment Treatment Plan and the conditions detailed in the Historic Structures Report.

Caltrans and SFCTA, to the extent feasible, shall conduct moving, storing, preservation, and rehabilitation of Building 201, in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties: Standards for Preservation, Rehabilitation, Restoration, and Reconstruction* (National Park Service, 1995 and updates). The process for moving the top floor of Building 201 shall follow the approach outlined in John Obed Curtis' *Moving Historic Buildings* (American Association for State and Local History, 1975, reprint International Association of Structural Movers, 1991) and will adhere to the recommendations outlined in the 2007 feasibility report prepared for Buildings 201, 204 and 228. In addition, Building 201 shall be relocated by a professional mover with demonstrated experience in the successful moving of historic buildings. These efforts will be conducted in consultation with Presidio Trust.

Caltrans and the SFCTA shall minimize to the extent feasible the effects of reconstructing Halleck Street, which is being raised to accommodate the new Doyle Drive, to minimize visual effects where adjacent to Building 228. The paved walkway, approximately five feet in width and directly adjacent to the west elevation of the building, shall be reconstructed at the same elevation as the building in order to minimize the appearance of the building having sunk into the streetscape.

Following completion of the original FOE Addendum, design refinements are in development that may alter the project's adverse effects to Halleck Street, Building 201, and Building 228. Consequently, the effects to these resources need to be reanalyzed and the previously agreed-upon mitigation needs to be reconsidered. The purpose of this FOE addendum is to address the potential for these project refinements to alter the previously known adverse effects to these resources and to determine if the agreed-upon mitigation is still appropriate.

The design refinement under consideration in this FOE Addendum would require changes in Halleck Street's grade. This addendum FOE has revised this grade change to reflect the current proposal to raise the grade of Halleck Street approximately 5.7 feet (from an elevation of 22.19 survey feet to an elevation of 27.89 survey feet) from the current grade at the northwest corner of Building 228 (Station 56+57.694)¹. The elevation of Building 201, once its top floor was replaced to its current location after construction of the Main Post tunnel, would be approximately 32 survey feet (up from the current 19.15 survey feet at Station 57+79.211), making it approximately 12.85 feet higher than it currently is, with

¹ This reflects the design refinements as they are currently known. The elevation of Halleck Street may continue to change as the project design develops. Therefore, this FOE Addendum may be amended and the final recommended mitigation may change.

respect to Building 228. This portion of the project would change the physical features of Halleck Street within the setting of this building and would introduce a visual element (the raised grade of the street) that would diminish the integrity of the setting and feeling of Building 228 and Halleck Street. Although this action would constitute an indirect adverse visual effect (36 CFR 800.5[a][2][iv][v]), the building would continue to be able to convey its significance by retaining historic integrity of location, design, materials, workmanship, and association (36 CFR 800.5[a][1]).

The profile of Halleck Street would be raised to accommodate the construction of the Main Post tunnel. The street would crest at an elevation of 32.8 feet, just north of Building 201. Additionally, realignment of Halleck Street would move the intersection with Mason Street 131 feet to the east.

Section 2 describes the historic properties, and specific contributors, located within the Focused APE and subject to this FOE Addendum because they may be affected differently by the refined information. Section 3 presents the effects analysis by application of the criteria of adverse effect to the historic properties described in Section 2, and Section 4 presents the conclusions of this FOE Addendum.

Figures depicting the project vicinity, location, plan, and visual simulations are located in the Appendix.

Please refer to the final FOE appendices for additional information, including tables listing the historic properties within the Focused APE, along with the effects on those historic properties under each alternative proposed for this project. The final FOE also includes the conceptual mitigation plan that has been used as the basis for developing the Programmatic Agreement (PA) to address adverse effects the project will have on historic properties, along with a report on the cultural landscape of the Presidio NHL.

The final height of the grade of Building 201 upon returning to the top of the tunnel was not considered in the Programmatic Agreement. This Addendum FOE considers the issue.

SECTION 2: MITIGATION ALTERNATIVES

The Criteria of Adverse Effect [36 CFR §800.5(a)(1)] addresses the potential of an undertaking to alter the characteristics of a historic property that qualify it for inclusion in the National Register.

A refined understanding of the impact the Main Post Tunnel will have on Halleck Street requires changes in the street grade alterations adjacent to Building 228, a contributing element of the Presidio NHL. Subsequent design refinements have resulted in the road being raised 5.7 feet instead of 4.6 feet from the current grade at the northwest corner of Building 228. This change in street grade would be accomplished immediately adjacent to the building but would not require alteration of the building itself. This portion of the project would change the physical features of Halleck Street within the setting of this building.

Garavaglia's Relocation Feasibility Study recommended that Building 228 not be raised. The feasibility study concluded that raising the building would: a) maintain the building's relationship with Halleck Street; b) cause minimal impact on the building's historic integrity; and c) be less expensive than moving the building elsewhere on the Presidio.² The study addressed the potential effect that the raising of Halleck Street might have on Building 228 and whether raising the building in order to maintain the building's physical proximity with the street would be feasible. Garavaglia's study was conducted, however, with project information that stated that Halleck Street would be raised approximately 0.9 meter (3 feet) from its current elevation at the northwest corner of the building with almost no change of street elevation at the southwest corner. The feasibility study concluded that this would not alter the historic relationship between the building and street. As stated above, the refined preferred alternative would raise Halleck Street 5.7 feet at the northwest corner of Building 228. Although the conclusion of this FOE Addendum is that the change in Halleck Street would cause an indirect adverse effect to Building 228, the feasibility study's analysis regarding the general feasibility of raising the building is still useful for assessing the possible effect such an action would have. The refinements to this alternative do not alter the conclusions presented in the final FOE for Building 228. The increased difference in the estimated grade change from 4.6 feet (first FOE Addendum) to 5.7 feet (current grade change estimate) is not a significant difference to alter the earlier finding of effect for Building 228.

The increase in grade would also necessitate alteration of Building 201's elevation on Halleck Street. This alteration will manifest itself in one of three ways, depending on the alternative selected. All alternatives result in an adverse effect to the Halleck Street streetscape.

The Programmatic Agreement's mitigation plan, based on previous design specifications, called for the top floor of Building 201 to be replaced on its original footprint in order to maintain the historic Halleck streetscape. However, because of the new design refinements, following this mitigation option would result in Building 201 being 12.91 feet higher in elevation than is currently the case. Therefore, this mitigation is being reconsidered.

2.1 ALTERNATIVE 1: Remove Building 201 (See Figures 3a-3c)

² Garavaglia did not qualify his statement that raising Building 228 would have minimal impact to the building's historic integrity. If Building 228 was to be raised, the action could diminish the historic integrity of the building's materials and its setting, particularly its relationship with adjacent buildings.

This alternative would result in the removal of Building 201 from the Halleck Street streetscape. This would radically alter the historic unity of this area by removing a vital visual component to the western side of the streetscape. The replacement of Building 201 with open space would constitute a major adverse effect on the integrity of setting for Buildings 228 and 227 as well as Halleck Street itself.

2.2 ALTERNATIVE 2: Move Building 201 South (See Figures 1a-1e)

This alternative would result in the relocation of the top floor of Building 201 south, to the northwest intersection of French Court and Halleck Street. The Building would retain its north/south orientation. This would adversely alter the historic spatial relationships between Buildings 201, 228, and 227. Most notably, Building 201 would now be directly across Halleck Street from Building 227. Currently, there are no buildings across the street from Building 227, however, historic maps show that a storehouse once existed at this approximate footprint from approximately 1906 until the mid-1970's. Due to the raised profile of Halleck Street, the elevation of Building 201 in this location would also rise 4.13 feet from its current elevation. This would have an adverse effect on the integrity of setting for Building 228, as this Building would not be raised, and thus would have a profile 4.13 feet lower in relation to Building 201 than is currently the case.

2.3 ALTERNATIVE 3: Keep Building 201 in Present Location (See Figures 2a-2f)

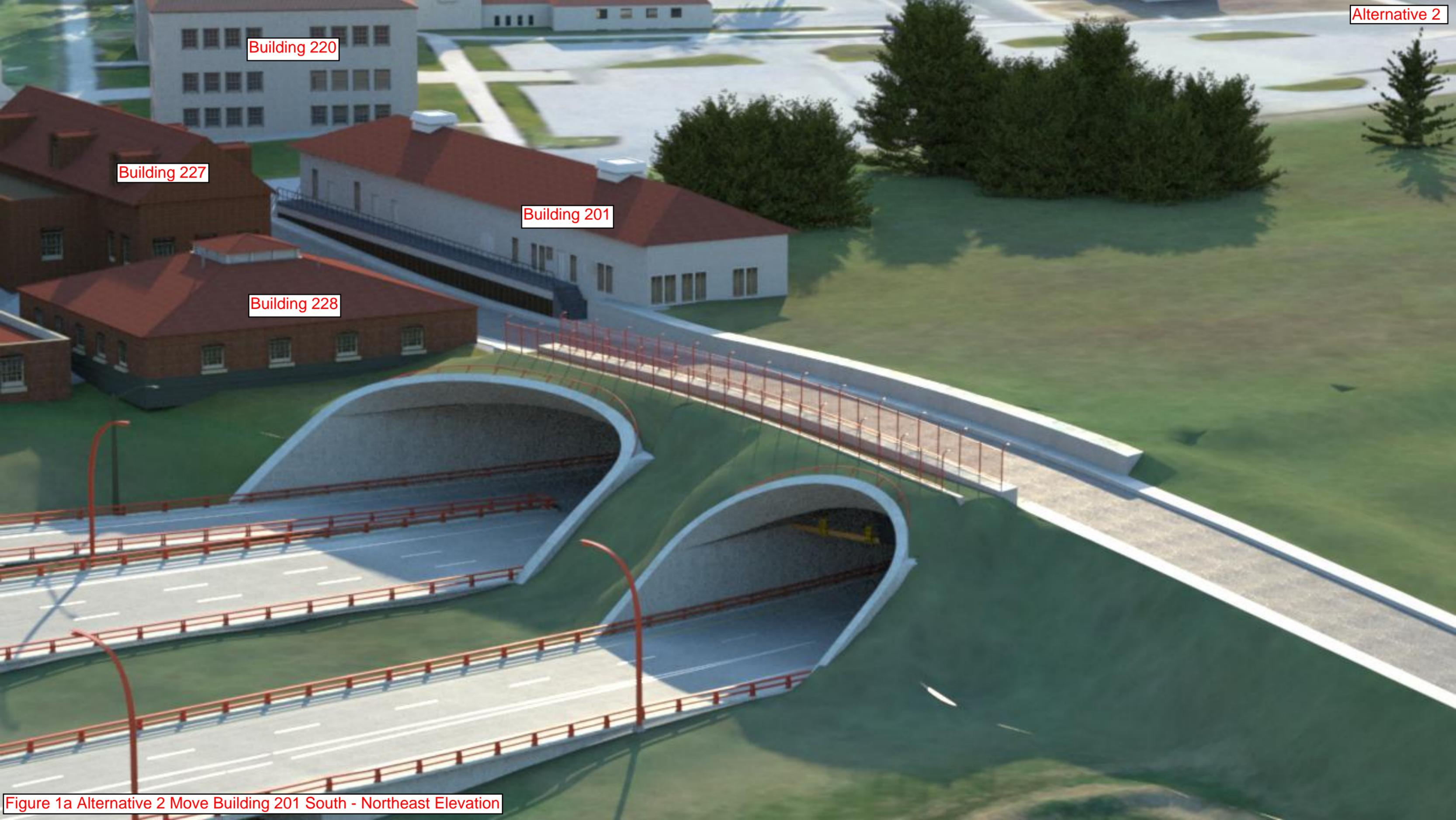
This alternative would keep the top floor of Building 201 in its relative geographic position to Buildings 228 and 227, and to Halleck Street. However, given the grade change of Halleck Street to accommodate the Main Post Tunnel, Building 201's profile would need to be elevated 12.91 feet (from an elevation of 19.15 survey feet at its northeast corner to an elevation of 32.06 survey feet after it is raised) above its current elevation. Although the spatial relationship between Buildings 201, 227, and 228 would be retained, the 12.91 foot difference between Building 228 and 201 would be extreme compared to Alternative 2's 4.13 feet. The final FOE did not consider an alternative that would keep any portion of Building 201 in its present location. The first Addendum FOE's evaluation of this alternative did not consider the adverse effect of the elevation of Building 201 increasing from its present height. The streetscape for Halleck Street would also be compromised severely by this radical change in relative building height, creating a lopsided contrast between the heights of Building 201 and Building 228. This change in relative elevations would destroy much of the spatial relationships between the buildings and the street.

SECTION 3: CONCLUSION

As the design is developed thus far, it is recommended that Alternative 2, moving Building 201 south of its present location, would result in the least adverse effect to the historic integrity of the Halleck streetscape. Though it would result in an adverse effect to the integrity of Building 227's setting, the level of adverse effect upon Building 228 would be much diminished when compared to Alternative 3. Additionally, though the viewshed would will be adversely affected regardless of which alternative is selected, keeping Building 201 along the west side of Halleck Street and raising its elevation by the least amount possible would result in the least adverse effect of the considered alternatives.

The area on the northern end of Halleck Street provided a location for the extension of the post's supply, service, and maintenance operations. Developed between 1895 and 1910, Halleck Street spanned the bluff and provided a circulation link between the upland area of the Main Post and lowland below the bluff, connecting it to the east-west thoroughfare of Mason St. The streetscape transitioned the traveler from the masonry buildings that predominated on the Main Post, to the predominantly wood clapboard buildings to the north. Alternative 2 presents this transition with the least diminishment of integrity.

As noted on page 5, the currently anticipated street grade and building elevation change may be altered as the design is further developed. Therefore, the final decision on which mitigation option is selected will be postponed until the design is finalized. Simulations with greater detail and realistic representations of the proposed changes are needed to finalize the appropriate mitigation decision.



Building 220

Building 227

Building 201

Building 228

Figure 1a Alternative 2 Move Building 201 South - Northeast Elevation



Building 220

Building 223

Building 201

Building 227

Building 228

Building 229

Figure 1b Alternative 2 Move Building 201 South - Overhead View



Building 201

Building 228

Building 227

Figure 1c Alternative 2 Move Building 201 South - South Elevation

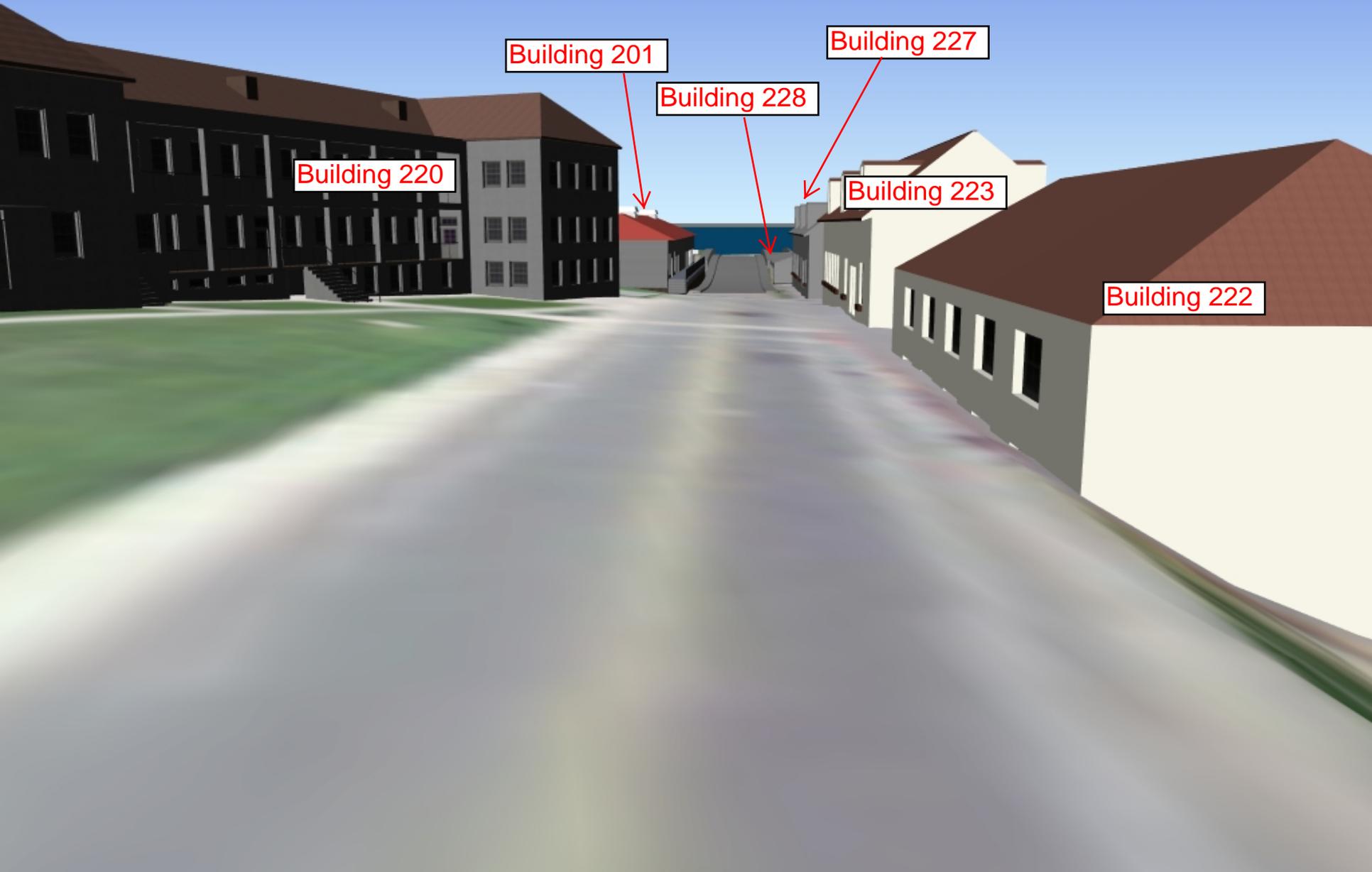


Figure 1d Alternative 2 Move Building 201 South - Far South Elevation

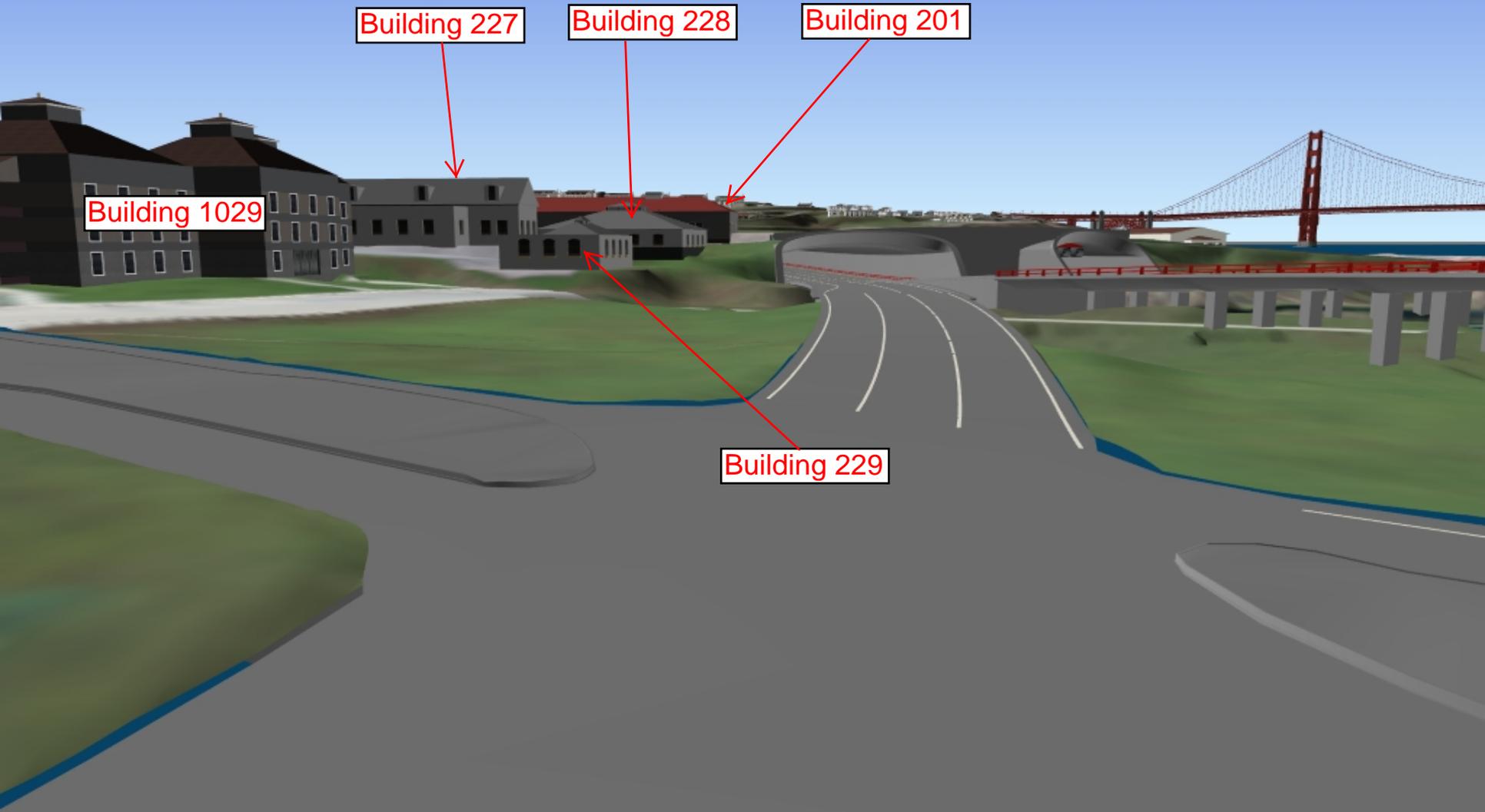
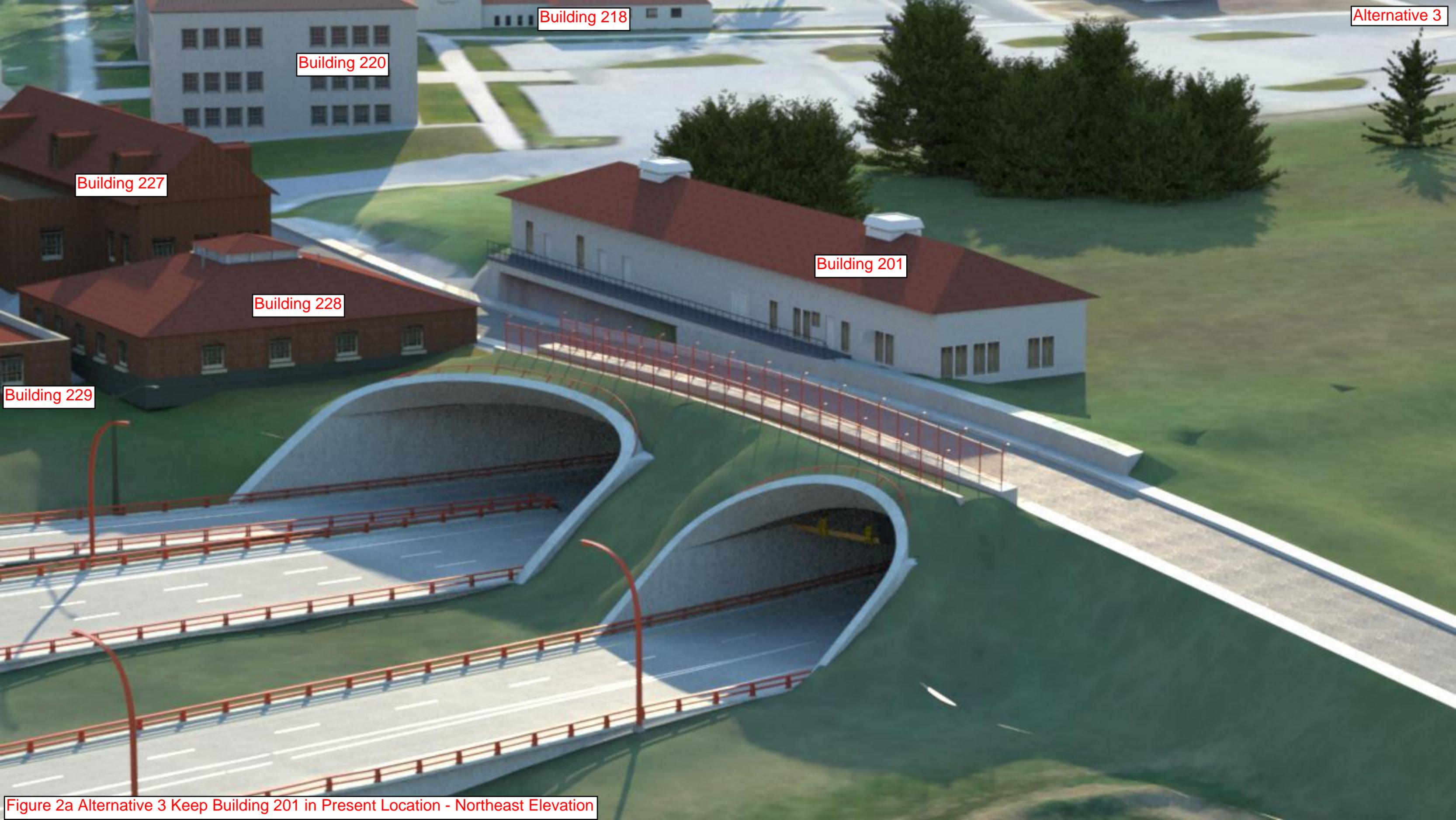


Figure 1e Alternative 2 Move Building 201 South - East Elevation



Building 218

Building 220

Building 227

Building 228

Building 201

Building 229

Figure 2a Alternative 3 Keep Building 201 in Present Location - Northeast Elevation



Building 220

Building 223

Building 227

Building 201

Building 228

Building 229

Figure 2b Alternative 3 Keep Building 201 in Present Location - Overhead View



Building 201

Building 228

Building 227

Figure 2c Alternative 3 Keep Building 201 in Present Location - South Elevation



Building 220

Building 201

Building 228

Building 227

Building 223

Building 222

Figure 2d Alternative 3 Keep Building 201 in Present Location - Far South Elevation

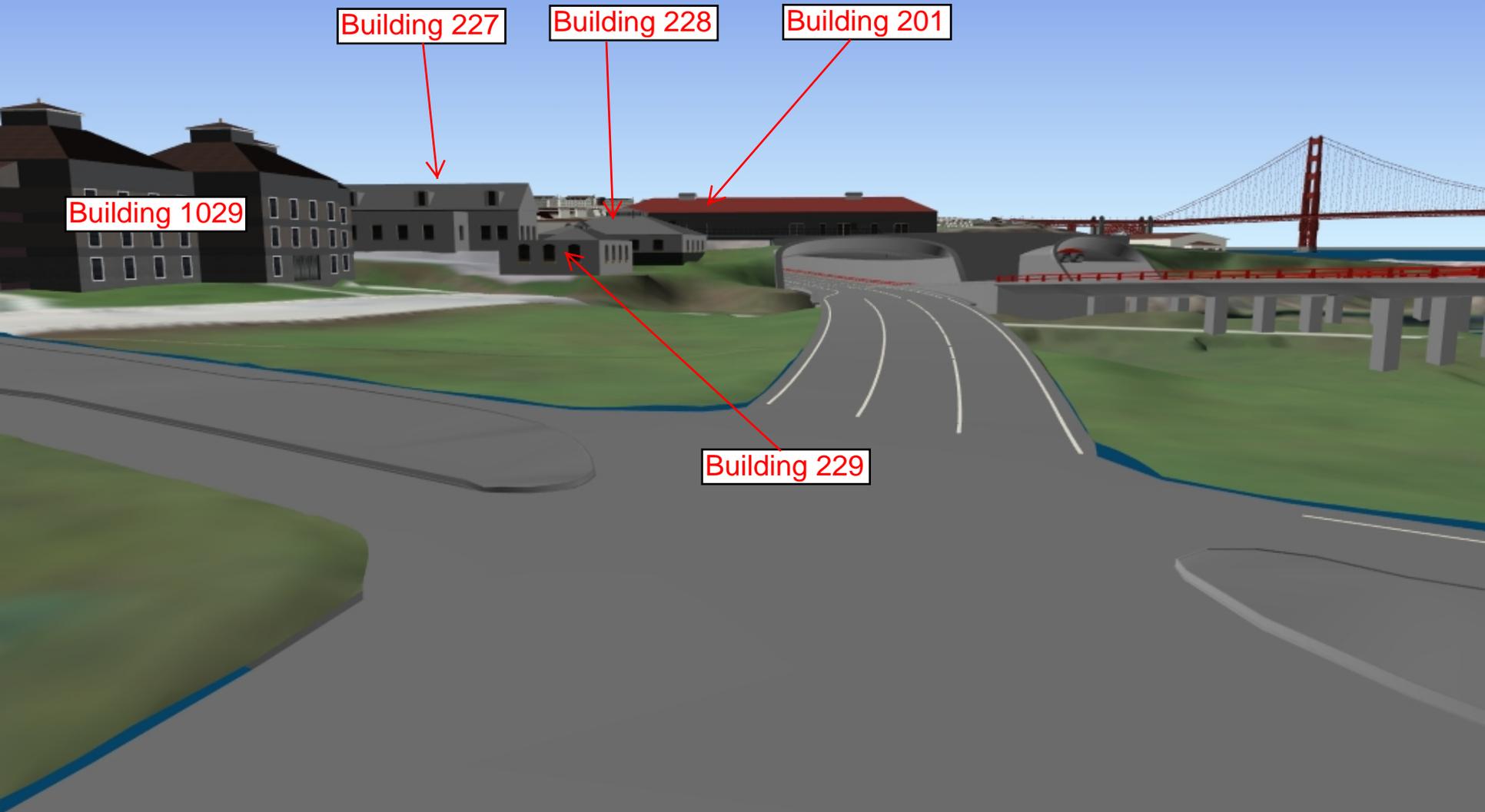


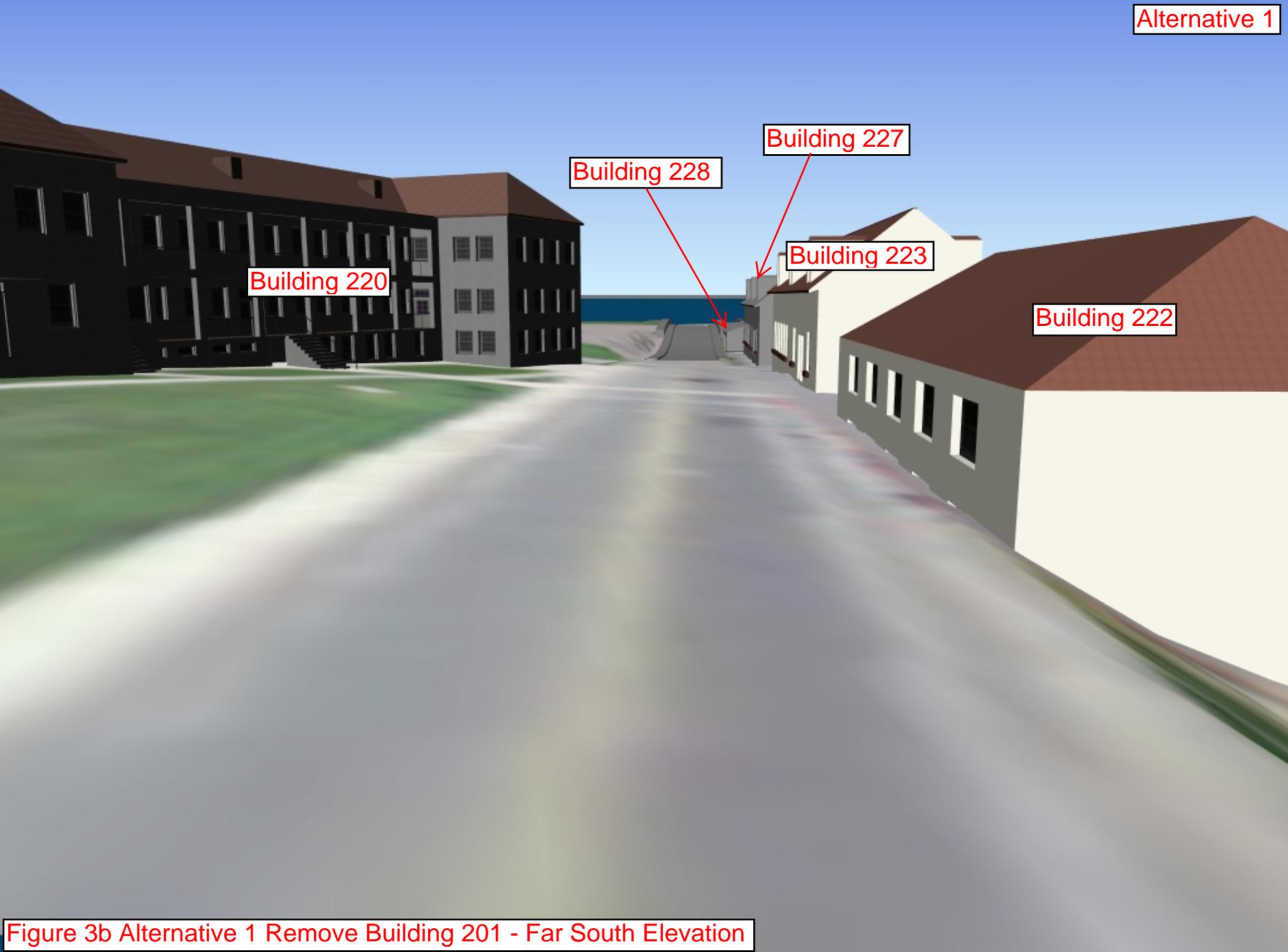
Figure 2e Alternative 3 Keep Building 201 in Present Location - East Elevation

Building 228

Building 227



Figure 3a Alternative 1 Remove Building 201 - South Elevation



Building 220

Building 228

Building 227

Building 223

Building 222

Figure 3b Alternative 1 Remove Building 201 - Far South Elevation

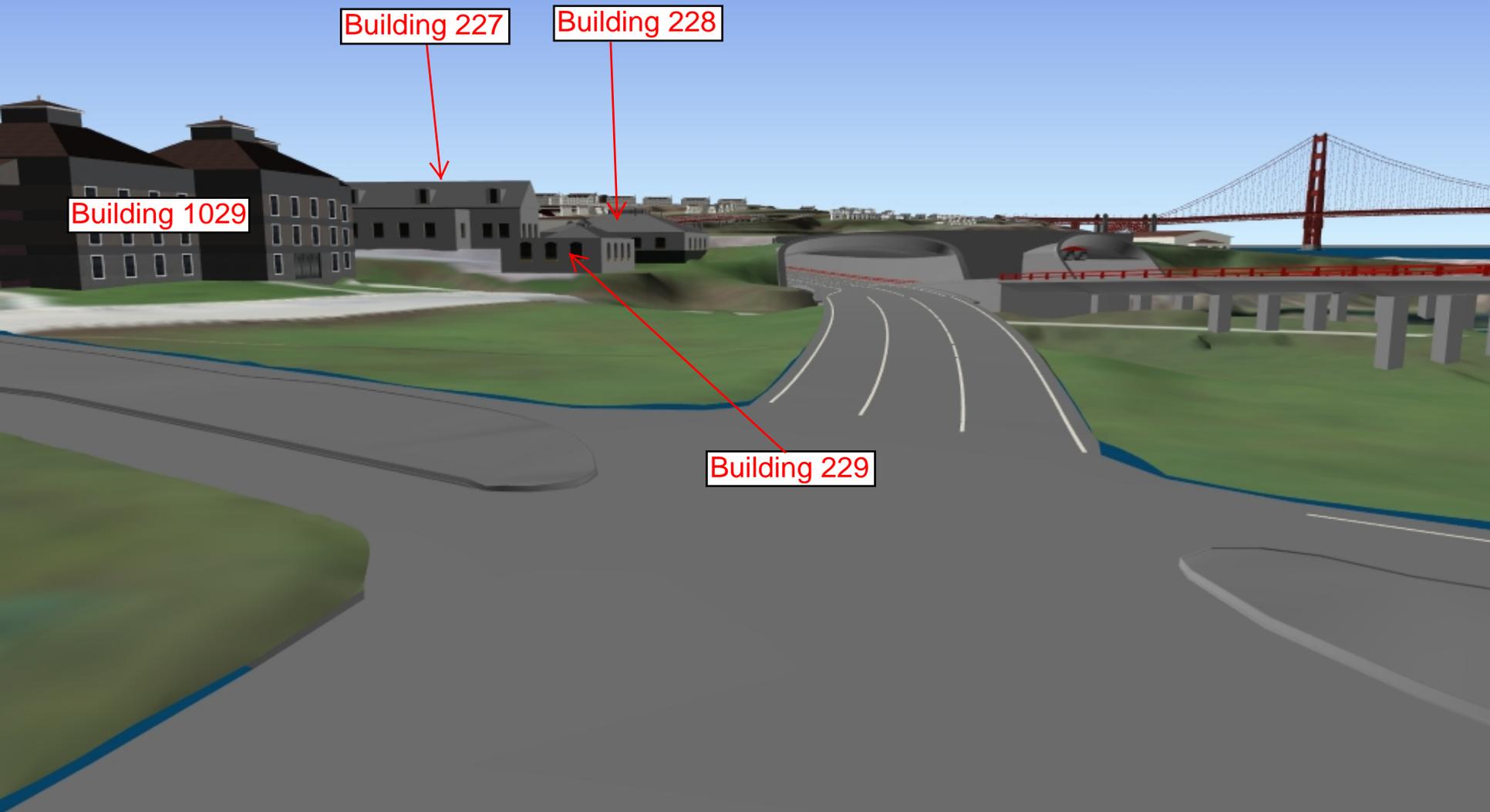


Figure 3c Alternative 1 Remove Building 201 - East Elevation