San Francisco Veterans Affairs Medical Center
Historic District Design Guidelines

August 2015

Prepared for:

U.S. Department of Veterans Affairs, Office of Construction and Facilities Management, Washington, D.C.

Contract No. VA101CFM-P-0096
Task Order VACFM05-0018

Prepared by:
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PREFACE

Section 106 of the National Historic Preservation Act (NHPA) requires federal agencies to consider the effects of their proposed actions on places included in or eligible for the National Register of Historic Places (NRHP). Section 110 of the NHPA establishes related requirements for proactive stewardship of historic resources, particularly for agencies that manage land and buildings.[1] Part of the San Francisco Veterans Affairs Medical Center (SFVAMC) is included in the NRHP as a historic district,[2] and the Fort Miley Military Reservation (FMMR) Historic District, also included in the NRHP, adjoins the SFVAMC campus on the east and west.[3]

Over the last several years, the Department of Veterans Affairs (VA) has been developing a long-range development plan (LRDP) to guide campus development through the year 2027.[4] As determined by consultation under Section 106 of the NHPA, the implementation of this plan will result in adverse effects to historic resources. In January 2015, the SFVAMC executed a Programmatic Agreement (PA) with the Advisory Council on Historic Preservation (ACHP), the California State Historic Preservation Officer (SHPO), and other consulting parties concerned with the historic character of the area.[5] In executing the PA, VA and its consulting partners agreed that some adverse effects on the historic character of the SFVAMC Historic District were unavoidable, and the signatories to the PA agreed on a variety of measures to mitigate these effects. As stipulated in the PA, the agreed-upon measures are designed to minimize and mitigate adverse effects in a manner that balances the VA's mission of service to veterans with its NHPA responsibilities. The measures include Stipulation IV(a), requiring that VA develop a set of Historic District Design Guidelines (HDDG) to guide future development on the campus. Stipulation IV(a) establishes that the HDDG is to interpret the *Secretary of the Interior's Standards for the Treatment of Historic Properties*[6] and related guidelines as they apply to not only the SFVAMC Historic District, but also the FMMR Historic District.

In order to comply with this stipulation, these guidelines interpret the *Secretary's Standards* and related guidance with reference to the specific character-defining features of the SFVAMC and FMMR Historic Districts. These guidelines are for use in ongoing VAMC planning and facility management without necessary reference to the LRDP. They are designed with reference to the overall campus, its buildings, and its surroundings, but not specifically to projects listed within the LRDP.

[1] Additional information regarding historic preservation laws and regulations is included in Appendix C.

[2] Refer to Appendix A for the SFVAMC NRHP Historic District Inventory and Boundary Map.

[3] Refer to Appendix B for the FMMR NRHP Historic District Inventory and Boundary Map.

[4] The LRDP is accessible online at http://www.sanfrancisco.va.gov/planning/LRDP.asp. This document addresses the most current version of the LRDP to date, published January 14, 2014.

[5] The full text of the January 2015 *Programmatic Agreement regarding the Long Range Development Plan (LRDP) for the San Francisco Veterans Affairs Medical Center* is included in Appendix C.

[6] See Appendix E for the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

Historic District Design Guidelines

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LIST OF ABBREVIATIONS

ACHP	Advisory Council on Historic Preservation
EIS	Environmental Impact Statement
FMMR	Fort Miley Military Reservation (Historic District)
GGNRA	Golden Gate National Recreation Area
HDDG	Historic District Design Guidelines
HHM	Hardy·Heck·Moore, Inc.
HLS	Historic Landscape Study
ITS	Interpreting the Standards (National Park Service Bulletins)
LRDP	Long Range Development Plan
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
PA	Programmatic Agreement
SFVAMC	San Francisco Veterans Affairs Medical Center
SHPO	State Historic Preservation Officer
VA	Veterans Affairs
VAMC	Veterans Affairs Medical Center

Introduction

APPLICABILITY

As set forth in the Preface above, these guidelines interpret the *Secretary's Standards* and related guidance with reference to the character-defining features of the SFVAMC and FMMR Historic Districts. They are for use in ongoing VAMC planning and facility management without necessary reference to the LRDP.

WHY DESIGN GUIDELINES?

The San Francisco Veterans Affairs Medical Center (SFVAMC)—although it is over 80 years old—is a fully modern and very active medical facility that cares for veterans from all over northern California and supports a world-renowned program of medical research (see *Figure 1*). It is a challenge to carry out the VAMC's many critical functions without doing unnecessary damage to the historic and aesthetic fabric of the campus and its surroundings.

These design guidelines have been produced to facilitate smooth and efficient review of new construction projects that are designed to sustain and enhance the Department of Veterans Affairs ability to fulfill its medical mission. A portion of the SFVAMC campus is listed in the National Register of Historic Places (NRHP) as a Historic District (see *Appendix A* for an NRHP Historic District Inventory and Boundary Map), and the campus is adjacent to the Fort Miley Military Reservation (FMMR), which is listed in the NRHP as a historic district (see *Appendix B* for an NRHP Historic District Inventory and Boundary Map). The relationship between these historic districts is depicted in *Figure 2* below. Any federal, federally assisted, or federally licensed projects that have the potential to affect either of these districts must be preceded and informed by planning carried out in accordance with Section 106 of the National Historic Preservation Act (NHPA) and the National Environmental Protection Act (NEPA) (see *Appendix C* for historic preservation laws and regulations). These design guidelines are intended to help the SFVAMC and other VA entities and contractors conduct the necessary planning with maximum efficiency and responsiveness to the concerns of the diverse parties involved in managing impacts on the SFVAMC environment. The guidelines interpret the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (refer to *Appendix E*) and apply them to the unique historic features within the SFVAMC Historic District. The work of a design professional is to take an array of constraints and turn them into a creative design solution – whether those constraints involve the technical requirements of medical and research facilities or the historic and aesthetic constraints of preservation. When design professionals are able to understand fully the expectations arising from Section 106, NEPA, and the *Secretary's Standards* from the outset of a project, they will be able to assist VAMC personnel in doing their essential medical work while respecting the historic and architectural qualities of the VAMC itself, and of the surrounding FMMR Historic District.

Preparation and use of these design guidelines is required by the Programmatic Agreement regarding the Long Range Development Plan for the San Francisco Veterans Affairs Medical Center, executed in January 2015 by the VAMC with the ACHP, California SHPO, and other parties. As stipulated by that PA, further review will be required for projects proposed in the

LRDP that involve buildings located within the SFVAMC Historic District or adjacent either to the SFVAMC Historic District or to the FMMR Historic District. For such projects, the PA requires that the VA document application of the *Secretary's Standards* and the project's relationship to these design guidelines. Note that the PA covers only projects described in the LRDP. Any projects not addressed in the LRDP must be reviewed independently under Section 106 and NEPA. These design guidelines should be helpful in planning such future projects, to the extent that such projects involve issues and aspects of the SFVAMC campus similar to those addressed here.

Figure 1. The SFVAMC's medical and research mission involves the use of innovative technology like whole-body magnetic resonance imaging (MRI) and spectroscopy. Source: Kellie Burdette Mendonca, Public Affairs Specialist, "How Our Research Benefits Veteran Patients," San Francisco VA Health Care System, May 6, 2013, http://www.sanfrancisco.va.gov/SANFRANCISCO/features/Research_Impacts_Care.asp (accessed January 1, 2015).

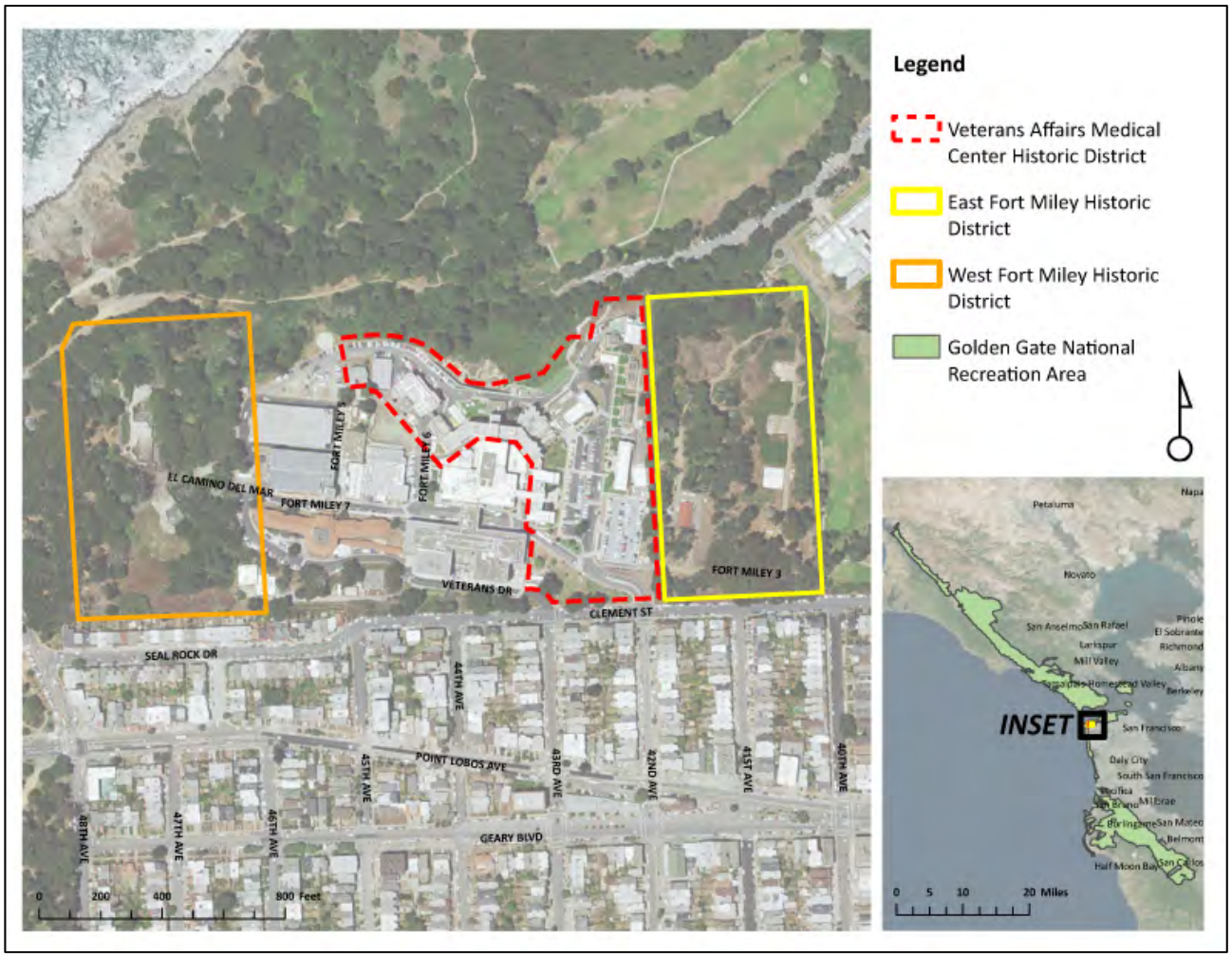


Figure 2. Map depicting the relationship between the boundaries of the San Francisco VAMC Historic District, the East Fort Miley and West Fort Miley Historic Districts (which together comprise the FMMR Historic District), and the larger Golden Gate National Recreation Area.

WHAT ARE THE GUIDELINES INTENDED TO PROTECT?

Specifically, these guidelines are designed to help VA personnel, contractors, and cooperating organizations and individuals respect and steward five overlapping societal values: (1) the medical mission, (2) protecting beauty and identity, (3) health implications of aesthetics, (4) public inspiration and benefit, and (5) protecting public investment.

The Medical Mission

The Medical Mission of the VA includes providing medical care for veterans; teaching future generations of health care providers; performing medical research; and providing support for the Department of Defense and emergency management. Preserving and enhancing the VAMC's medical mission is not only essential in its own right and fundamental to the mission of

the VA; it is also consistent with the *Secretary of the Interior's Standards,* Standard 1, which directs that:

> *A (historic) property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment [emphasis added].*

Protecting Beauty and Identity

A second value lies in the unique identity and beauty of the SFVAMC Historic District and its surroundings. The SFVAMC occupies what is arguably one of the most beautiful campuses in the VA system, with a distinctive identity reflected in its architecture, in its landscaping and circulation system, and in its relationships with the surrounding lands of Fort Miley, the Outer Richmond District, and such more distant landscapes as those of the Presidio and the Marin Headlands (see *Figure 3*). These qualities are examples of what Congress had in mind when, in Section 2(1) of the National Historic Preservation Act, it established that the government would:

> *…foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations.*

Figure 3. View of campus facing northeast, ca. 1989 (courtesy of SFVAMC).

Health Implications of Aesthetics

The unique aesthetic characteristics of the VAMC and Fort Miley provide therapeutic value through natural daylight, views, fresh air, and access to nature. It is widely understood that beautiful, peaceful surroundings promote healing, and interesting surroundings engage the mind.[7] The contribution made by the SFVAMC campus to patient health and recovery cannot be quantified, but it also should not be ignored. The public as a whole benefits from access to the unique views of the Pacific Ocean, the Golden Gate, and the Outer Richmond District that the VAMC and adjacent parts of Fort Miley provide (see *Figure 4*).

Figure 4. View of Golden Gate Bridge and the Marin Headlands from Building 2, facing northwest (photo by HHM, 2014).

Public Inspiration and Benefit

There is also a widely agreed-upon societal value in preserving, understanding, and interpreting history, such as that represented by the VAMC and Fort Miley (see *Figure 5*). Thus, Congress at Section 2(3) of the NHPA directed federal agencies, including VA, to:

> …administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations.

[7] Cooper Marcus and Naomi Sachs, *Therapeutic Landscapes: An Evidence-Based Approach to Designing Healing Gardens and Restorative Outdoor Spaces.* New Jersey: John Wiley & Sons, Inc., 2013.

Figure 5. Flagpole with Fort Miley historical plaque in front of Building 1, facing west (photo by HHM, 2014).

Protecting Public Investment

Finally, the buildings, landscaping, and infrastructure of the SFVAMC campus represent public investments that it is the government's responsibility to manage in a spirit of stewardship on behalf of the American people, and particularly on behalf of veterans and their families.

WHO ARE THESE GUIDELINES FOR?

These guidelines are to be used by VA and other architecture, engineering, design, planning, environmental, facilities management and maintenance personnel and contractors who are responsible for planning and executing construction, landscaping, and maintenance projects at the SFVAMC. They are also intended for use as reference tools by federal, state, and local regulatory bodies and the public.

The guidelines are meant to benefit veterans and the public in general, but are specifically intended to be of value to two overlapping populations: those who use the SFVAMC (patients, families, staff, visitors), and those who view and otherwise experience the VAMC from the Outer Richmond neighborhood, from Fort Miley, and from more distant vantage points. The points of view of these populations share many commonalities, but may diverge in some ways. These guidelines try to accommodate both commonalities and differences.

UNIQUE CHARACTERISTICS OF THE SFVAMC HISTORIC DISTRICT

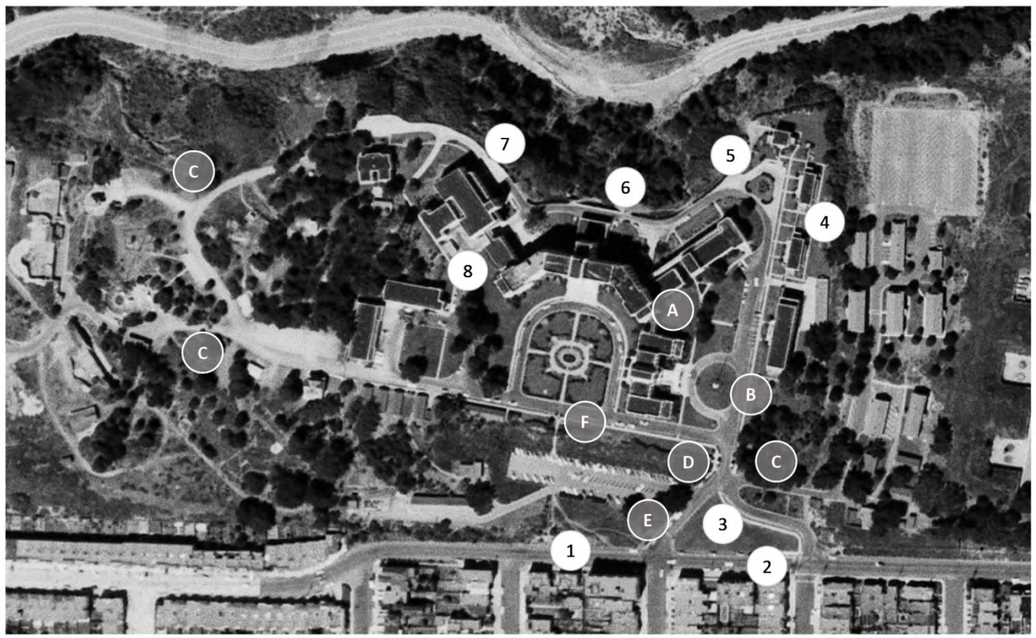
Placement in the Environment

Although an urban campus, the VAMC is sited within the natural and cultural environment of Land's End, a part of the National Park Services' Golden Gate National Recreation Area (GGNRA). It is a valued landmark, visible from the sea, from the Marin Headlands across the Golden Gate, from the Presidio, from the residences of the Outer Richmond District, and closer in from East and West Fort Miley (*Figure 6*). Such widespread visibility generates the responsibility to minimize intrusiveness and maximize the campus' contribution to the diverse, visually exciting Land's End environment.

Site Plan

The original SFVAMC site plan was elegant, formal, and welcoming: the wings of the Building 2 complex spreading wide behind a large landscaped forecourt and horseshoe-shaped entry drive (see *Figure 7*). Because the property previously had been used by the Army as part of Fort Miley, there were few trees and bushes at the time, with clear views in most directions; for example, toward the Palace of the Legion of Honor. Under the pressure of growth in the veteran population during and after World War II, and in response to evolving seismic requirements, the coherence of the site plan was largely lost, with Buildings 200 and 203 replacing the forecourt and creating a massive barrier between the VAMC and the neighborhood, and with other new buildings springing up at various locations across the campus (see *Figure 8*). Such coherence as remains is to be found in the area east of Building 1 with its monumental entry and flagpole. This area has substantially been transformed into a surface parking lot, but remains an important focal point that can and should be used positively in the design of new construction and landscaping.

Figure 6. Location overview map showing SFVAMC in relationship to other landmarks in northwest San Francisco and Marin County. Source: Base map from Google Maps; overlay by HHM.



Top Left: Aerial photograph of campus, ca. 1956 (USGS, http://earthexplorer.usgs.gov, accessed August 2014).

Top Right: View of original entrance gate looking northwest, ca. 1950 (courtesy of SFVAMC).

Bottom Left: View of campus looking north, ca. 1939 (Page & Turnbull, Department of Veterans Affairs San Francisco Medical Center Historical & Architectural Assessment*, 2002).*

Bottom Center: View of campus looking southwest, ca. 1950 (courtesy of SFVAMC).

Bottom Right (upper) : View of landscaped buffer and curving drive along north edge of campus, facing east, ca. 1947 (courtesy of SFVAMC).

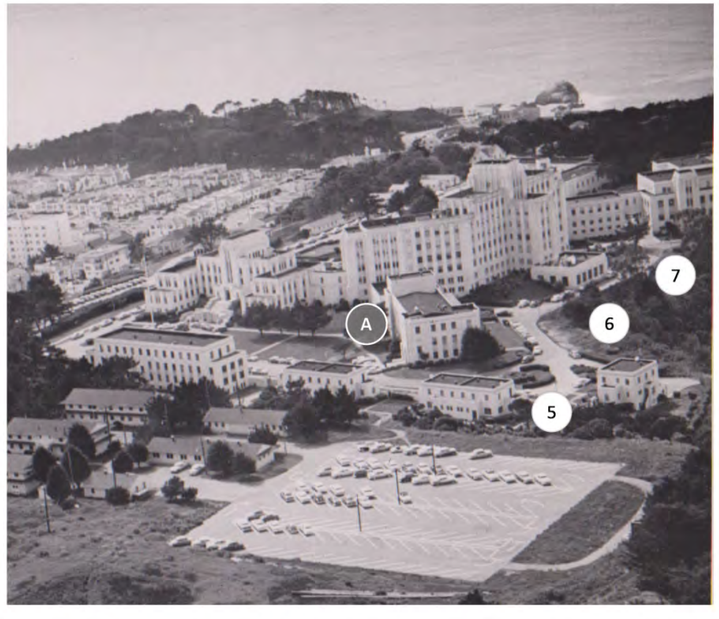
Bottom Right (lower) : View of Building 6 with service drive, ca. 1935 (courtesy of SFVAMC).

HISTORIC LANDSCAPE FEATURES

1. Steeply sloping and heavily planted buffer space betwen south edge of campus and Clement Street
2. Landscaped lawn betwen original location of entrance gate and Clement Street
3. Curving entrance drive up to original location of entrance gate with signature view of Buildings 1, 2, and flagpole
4. Lawns with sloping berms and pedestrian sidewalks in front of Buildings 8, 9, 10, and 11
5. Landscaped circulation island, lawn and curving drive that dramatically reveals the signature view to the north
6. Landscaped buffer and undeveloped "slide" along north ridge
7. Curving drive along north ridge
8. Service drive under elevated walkway to side entrance of Building 6

HISTORIC LANDSCAPE FEATURES CURRENTLY ALTERED OR REMOVED

- A Landscaped lawns with shade trees and pedestrian walkways in front of Building 1, 5, and 7
- B Horseshoe-shaped driveway surrounding a forecourt and flagpole on axis with the front entrance of Building 1
- C Access roads into west and east Fort Miley
- D Front art deco entrance gate with four pylons, a decorative metal gate and a sentry post
- E Vehicular drive from 43rd and Clement St. to entrance gate
- F Large horseshoe-shaped driveway surrounding a formally-landscape forecourt on axis with the front entrance of Building 2



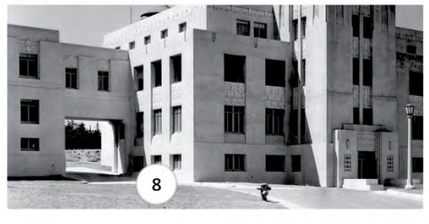


Figure 7. Depiction of landscape features that historically were present at SFVAMC (photos courtesy of the VA).

CHARACTER-DEFINING LANDSCAPE FEATURES

- SFVAMC NATIONAL REGISTER HISTORIC DISTRICT BOUNDARIES
- HISTORIC CIRCULATION ROUTES
- HISTORIC LANDSCAPED OPEN SPACE

REMAINING HISTORIC LANDSCAPE FEATURES

1. Steeply sloping and heavily planted buffer space betwen south edge of campus and Clement Street
2. Landscaped lawn betwen original location of entrance gate and Clement Street
3. Curving entrance drive up to original location of entrance gate with signature view of Buildings 1, 2, and flagpole
4. Lawns with sloping berms and pedestrian sidewalks in front of Buildings 8, 9, 10, and 11
5. Landscaped circulation island, lawn and curving drive that dramatically reveals the signature view to the north
6. Landscaped buffer and undeveloped "slide" along north ridge
7. Curving drive along north ridge
8. Service drive under elevated walkway to side entrance of Building 6

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- A: Restored open landscaped lawn and pedestrian paths (see Feature A in "Historic Landscape Features")
- B: Restored circular driveway and landscaped forecourt around flagpole (see Feature B in "Historic Landscape Features")
- C: New and improved pedestian paths into east and west Fort Miley
- D: Restored ceremonial entrance gate (see Feature D in "Historic Landscape Features")

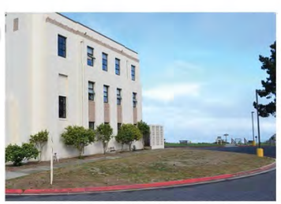
REMAINING HISTORIC LANDSCAPE FEATURES


1 Buffer space, facing west along Clement St


2 Lawn, facing southeast


3 Curving entrance drive, facing northwest


4 Lawns with berms and sidewalks, facing southeast


5 Lawn and curving drive , facing northwest


7 Buffer along north ridge, facing east


6 Curving drive along north ridge, facing northeast


8 Service drive, facing north

Figure 8. Depiction of extant historic landscape features that are character-defining features of the historic campus.

Relationship to Fort Miley

The VAMC was not the first facility to occupy this site. The first institution to structure the landscape significantly was Fort Miley, some of whose buildings were cleared to construct the SFVAMC. The VAMC occupies the site of the erstwhile fort's administrative, residential, and service complexes. The massive earthworks of East Fort Miley and the infrastructures of the batteries of West Fort Miley remain, although many structures have been removed and the batteries have been partially naturalized. These remaining structures form the immediate environment within which the VAMC stands. Symbolically too, the weapons system represented by Fort Miley's gun and mortar batteries provide sober reminders of just why so many American citizens require the medical services the VAMC provides. For veterans, the remains of the fortifications and their history may serve to reinforce identity and comradeship.

Mayan Art Deco Architecture

The campus' Mayan Art Deco architecture is among its most distinctive characteristics. Lost to view from the south and west—behind Buildings 200, 203, and 208, parking garage 209, and Building 211—it is still visible from the north, east, and to some degree, the southeast. The top of Building 2's tower is distinctively visible from as far away as the Marin Headlands. Much of the architecture's detailing has been lost behind newer construction, and all its original coloration has been obscured by repeated over-painting, but much of both may be recoverable over time given thoughtful maintenance. Views of the buildings from the near north are at best fleeting through the vegetation but quite striking, evocative of Mayan ruins rising from the rainforest (see *Figure 9*). (The character-defining features of the Mayan Art Deco architecture will be discussed in detail in the *Guidelines for Preservation and Rehabilitation*, which begin on page 47, as well as in the *Building-Specific Guidelines*, which begin on page 62.)

Figure 9. The towers of Building 2 and 6 viewed from a trail north of the campus, facing south (photo by HHM, 2014).

OBJECTIVES

Considering the above key elements, these guidelines seek to achieve the following objectives.

Maintain/restore coherence. Reasonable efforts should be made, consistent with medical mission requirements, federal obligations, and fiscal prudence, to maintain what is left of the original campus design's coherence, and where feasible, to recover and restore it.

Build upon the relationship to FMMR. At present, the VAMC and the surrounding parts of FMMR have few connections. One can walk from one to the other, but nothing makes this particularly easy or attractive. Yet the FMMR offers opportunities for exploration and recreation for the VAMC's resident and visitor population, and historically, the VAMC and Fort Miley are intimately related (*Figure 10*). Design work in collaboration with the GGNRA could facilitate a more positive relationship than now exists between the VAMC and the military historic district out of which it was carved, while supporting the medical mission of the SFVAMC.

Figure 10. View of campus from east Fort Miley, facing west (photo by HHM, 2014).

Maintain, restore, and seek compatibility with the campus' Mayan Art Deco architecture. (See *Figure 11* to follow.) Those examples of Mayan Art Deco design and detailing that survive should be carefully stewarded. Where physically, legally, and financially feasible, those Mayan Art Deco elements that have been buried or obscured should be recovered and restored. Consistent with the *Secretary of the Interior's Standards* for new construction in historic districts, new construction should respect the Mayan Art Deco theme without replicating it.

Figure 11. Historic photograph of Building 1, ca.1934 (courtesy of SFVAMC).

Respect the importance and integrity of viewsheds, both from within the campus and from outside. New construction and landscaping should be carefully planned to minimize intrusions into key views of the Golden Gate, the Pacific, Fort Miley, and the Outer Richmond District from within SFVAMC (see *Figure 12* below). Planned changes to the campus should respect and protect its place in the wider visual environment as viewed from outside the campus, including its landmark character, epitomized by Building 2, when viewed from such distant locations as the Marin Headlands.

Figure 12. View of campus from the Lincoln Boulevard in the Presidio, facing southwest. Photo courtesy of Scott Hess, Petaluma, California, 2015.

Historic District Design Guidelines

The following general guidelines for preservation and rehabilitation apply to all contributing historic resources within the SFVAMC Historic District. The guidelines are founded upon the *Secretary of the Interior's Standards for the Treatment of Historic Properties (Appendix E)*, which state:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

More detailed versions of the *Secretary's Standards* and accompanying guidelines are included in *Appendix E*. The *Standards* are clarified in further detail in the NPS *Preservation Briefs* and *Interpreting the Standards Bulletins* that are provided in *Appendix F*.

The *Secretary's Standards* also provide guidance as to the how priorities should be established to promote respectful treatment of historic resources. The guidelines below should be interpreted and understood with the following priorities in mind:

- **When to Preserve:** Repair, rather than replace, deteriorated historic features and architectural elements whenever feasible. Many times, materials that initially appear beyond repair can be preserved successfully and frequently at a lower cost than is often assumed.
- **When to Rehabilitate:** If an original architectural feature has deteriorated beyond repair, the replacement shall match the historic feature in size, scale, profile, and finish. The substitution of compatible recycled historic materials is acceptable, provided that the replacement material is compatible with the historic style and character of the resource. In order to be appropriate, synthetic or composite replacement materials shall match the original in size, scale, profile, and finish.
- **When to Restore:** Restoration of missing features typically is not required for a project to meet the *Secretary's Standards*, but it is a valuable tool that can be used

to minimize adverse effects that may occur elsewhere in the project. Restoration also can be used effectively as mitigation for an adverse effect – for the same project, or even for a project that involves a different building. Missing architectural features may be restored using photographs, historic architectural drawings, or physical evidence as a guide. Physical evidence might include other matching elements that remain extant on the building or a "ghost" showing where the missing element historically was attached. The restored element shall match the original in size, scale, profile, and finish. Reconstruction of an entire missing building typically is not appropriate.

- **When to Construct New:** According to Section 110(a)(1) of the NHPA, "Prior to acquiring, constructing, or leasing buildings for purposes of carrying out agency responsibilities, each Federal agency shall use, to the maximum extent feasible, historic properties available to the agency."[8] This guidance is echoed by the NPS in *Preservation Brief 14, New Exterior Additions to Historic Buildings: Preservation Concerns*, which states that new construction "should be considered…only after determining that requirements for the new or adaptive use cannot be successfully met by altering non-significant interior spaces."[9] This statutory direction and government-wide guidance suggests that new construction should be undertaken only if sufficient space is not available within historic buildings—either on the campus or nearby—or if the functional and technical requirements of the VA cannot be met through rehabilitation of a historic building. Whenever feasible, new construction within a historic district should not demolish or significantly alter contributing resources or elements, including significant viewsheds and landscape features. (Refer to *Appendix A* for an inventory of contributing resources and *Figures 6* and *7* earlier in this report for figures illustrating historic buildings and significant historic landscape features.)

GUIDELINES FOR NEW CONSTRUCTION

The following general guidelines for new construction apply to all areas within the boundaries of the SFVAMC Historic District, as well as to areas within important viewsheds to and from the Historic District. (Refer to *Appendix A* for maps illustrating boundaries and forthcoming *Figures 13* and *14* for an illustration of viewsheds.)

According to Section 110(a)(1) of the NHPA, the VA must give priority to the use of its historic buildings. It follows that a new building should be constructed only if the VA has carefully considered using historic buildings for the purpose(s) it is designed to serve, and determined that it is not reasonable or fiscally feasible. All reasonable effort should be made to position construction within the historic district so that it avoids demolition of or significant alteration of the character-defining features of a contributing building, viewshed, or landscape feature.

[8] National Historic Preservation Act of 1966, as amended through 2006 [With annotations], from the ACHP, http://www.achp.gov/docs/nhpa%202008-final.pdf (accessed August 17, 2014). Refer to *Appendix C* for additional information regarding the National Historic Preservation Act, as well as other preservation and environmental regulations.

[9] Grimmer, Preservation Brief 14, 1.

This section divides activities involving new construction into two main categories: new infill construction and additions to existing buildings.

Infill construction refers to the erection of an entirely new facility, building, or structure that may affect contributing landscape features and/or the overall historic character of the district.

Additions, for the purposes of these guidelines, are additions to buildings that are categorized as contributing resources in the historic district, as well as additions to non-contributing buildings that may affect the visual qualities of the district.

INFILL CONSTRUCTION IN HISTORIC DISTRICTS

If the VA determines that its functional needs cannot be met within existing historic buildings, infill construction within the historic district may be required. It is common for historic districts to grow and evolve over time as functional needs change. However, when the district and its accompanying landscape were designed as a single, unified entity—as was the case with the SFVAMC—the placement and design of new infill construction requires special care to insure that it harmonizes with the overall character of the historic district. New infill construction should follow the guidelines below in order to avoid or minimize physical and visual impacts to specific contributing resources as well as the cohesive qualities of the SFVAMC Historic District as a whole. In addition, any planned new infill construction should take into account potential effects, both direct and indirect, on the adjoining East and West Fort Miley portions of the FMMR Historic District.

The following considerations and design principles are intended to protect the unique historic qualities of the SFVAMC and Fort Miley districts from proposed new infill construction. These guidelines take into account the salient architectural features of the historic buildings, but also include spatial relationships, landscape, and viewsheds that are important and distinctive aspects of the two historic districts.

Avoid Physical Impacts to Historic Buildings and Open Spaces

The significant Mayan Art Deco historic buildings and associated landscape features within the SFVAMC Historic District are depicted in *Figures 7* and *8* earlier in this report, and listed in further detail in the NRHP inventory provided in *Appendix A*. As stated by the *Secretary of the Interiors' Standards* in Standard No. 2, "The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided." All reasonable efforts should be made to avoid positioning new construction so that it demolishes or destroys any of the significant historic buildings and landscape features within the SFVAMC Historic District and the adjacent FMMR Historic District.

Avoid Visual Impacts to Views

The views of the SFVAMC from outside are assets cherished by many members of the public. The discussion below lists each identified significant viewpoint, the geographic span of each

viewshed, and the important visual landmarks within each viewshed. By clearly defining what is perceived to be important about each viewshed, the design guidelines should enable SFVAMC design personnel and contractors to identify whether proposed new construction projects may interrupt, diminish, or affect any of the important viewsheds. Such identification should be undertaken early in the project planning process.

During the development of the 2012 *Draft Environmental Impact Statement (EIS): San Francisco Veterans Affairs Medical Center (SFVAMC) Long Range Development Plan (LRDP)*, SFVAMC examined 12 viewpoints looking toward the campus that each contribute to the significance of the historic district. These design guidelines use the viewpoints set forth in the *EIS*, with some slight modifications to reflect more recent concerns expressed by SFVAMC neighbors and consulting parties in the NHPA Section 106 process. In addition to the 12 viewsheds looking in toward the campus, SFVAMC is significant because of its views looking out toward the Golden Gate to the north/northwest and toward Ocean Beach to the southwest. The viewpoints are depicted on the maps in *Figures 12* and *13* and discussed below. (Additional, larger photographs are included in *Appendix G*.) The following analysis examines the character, integrity, and likely relative significance of each of the identified viewsheds, with particular consideration for their respective abilities to allow the public, VA staff, and patients to appreciate the distinctive qualities of the SFVAMC in its environment. Any proposal to construct a building, structure, landscape element or any other type of feature in a viewshed should consider its potential effect on significant views, and should attempt to avoid or minimize such impacts. As required by Sections 106 and 110 of the NHPA, any such proposal should be developed in close consultation with stakeholders and other consulting parties.

Refer to the forthcoming section, *Ensure Compatibility with Existing Historic Architecture*, for discussion of scale and architectural detailing.

SIGNIFICANT VIEWPOINTS

- SFVAMC NATIONAL REGISTER HISTORIC DISTRICT BOUNDARIES
- HISTORIC 1934 BUILDINGS WITHIN HISTORIC DISTRICT
- HISTORIC 1934 BUILDINGS OUTSIDE HISTORIC DISTRICT
- HISTORIC 1934 RESOURCES VISIBLE FROM VIEWPOINTS

PHOTOGRAPHS FROM SIGNIFICANT VIEWPOINTS

1

Facing northwest, with view of front lawn, Building 1 and flagpole

2

Facing northwest, with view of landscape buffer area on Clement St.

3

Facing north, with view of landscape buffer area on Clement St.

4

Facing northeast, with view of landscape buffer area on Clement St.

5

Facing southeast

6

Facing south, with view of Buildings 2 and 6

7

Facing southwest, with view of Buildings 2 and 6

8

Facing southwest, with view of Building 11

9

Facing west, with view of Buildings 1 and 2, and flagpole

10

Facing west, with view of Buildings 1 and 2, and flagpole (photo courtesy of AECOM)

11

Facing west, with view of Building 209

Figure 13. Depiction of significant viewpoints toward the SFVAMC Historic District (photos by HHM, 2014). (Refer to Appendix G for additional and larger photos.)

SIGNIFICANT VIEWPOINTS

PHOTOGRAPHS FROM SIGNIFICANT VIEWPOINTS

12

View southwest from Lincoln Blvd in the Presidio towards campus, with views of Buildings 2 and 6

13

View south from the Marin Headlands

14

View north from Veterans Drive and the interiors of Buildings 2, 6, and 7 on the north side of campus, second story and above, towards the Marin Headlands and the Golden Gate Bridge

15

View south from the west side of campus towards Golden Gate Park and Ocean Beach

Figure 14. Depiction of significant viewpoints toward the SFVAMC Historic District (photos by HHM, 2014). (Refer to Appendix G for additional and larger photos.)

Views toward the Historic District from the Outside

VIEWS FROM CLEMENT STREET

Clement Avenue forms the boundary between the Outer Richmond Neighborhood and the SFVAMC campus. This city street is heavily traveled by both pedestrians and cars, and views along Clement Street present the visual face of the SFVAMC campus to the public.

1. View from Clement Street at 42nd Avenue

From Clement Street at 42nd Avenue, the viewshed opens up onto an entrance lawn, with Building 1 and the Flagpole beyond (*Figure 15*). The driveway that currently curves down to Clement Street and 42nd Avenue was historically present (as shown by *Figures 7* and *8*); historically, though, the driveway also included a separate leg that curved down to Clement Street and 43rd Avenue, which is no longer present (*Figure 8*). Although the non-historic parking garage (Building 212) at the entrance partially blocks the view into the campus, Building 1 and the Flagpole remain visible and provide a reminder of historic ingress into the compound. The removal of the original Art Deco entrance gate that once marked this entryway, and revision of the drive have, changed the aesthetic character of this location and diminished the sense of entering the campus (*Figure 16*). Should the VAMC elect to replace the entrance gate, it should be reconstructed in a manner consistent with the *Secretary's Standards for Restoration*. (Refer to the discussion of "When to Restore" on page 14).The view from Clement Street at 42nd Avenue marks the historic entrance into the hospital campus.

The NPS guidance on additions is helpful for interpreting how the *Secretary's Standards* apply to new construction; NPS states that, "Generally the same recommendations for compatible new additions apply equally to new construction."[10] According to the NPS *Preservation Brief 14, New Exterior Additions to Historic Buildings: Preservation Concerns*, new construction is considered appropriate only after reuse of historic buildings has been explored and proven not feasible. When proven necessary, "new construction should be as inconspicuous as possible."[11] (Refer to further discussion of "When to Construct New" on page 15.) In consideration of these NPS guidelines, any proposed new construction in this viewshed has the potential to negatively affect the qualities that distinguish the SFVAMC Historic District and the formal entrance onto the grounds. New construction should not interrupt the views of Building 1 and the Flagpole from the viewpoint at Clement Street and 42nd Avenue.

[10] Anne Grimmer, "Revising Preservation Brief 14: New Exterior Additions to Historic Buildings: Preservation Concerns," *The Alliance Review,* May/June 2012, from the National Park Service Technical Preservation Services, http://www.nps.gov/tps/how-to-preserve/revisingPB14.htm (accessed January 29, 2014).

[11] Anne E. Grimmer and Kay D. Weeks, *Preservation Brief 14: New Exterior Additions to Historic Buildings: Preservation Concerns* (Washington, D.C.: National Park Service, 2010): 4, from the National Park Service Technical Preservation Services, http://www.nps.gov/tps/how-to-preserve/briefs/14-exterior-additions.htm (accessed January 1, 2014).

Figure 15. View of campus from Clement Street, facing northwest (photo by HHM, 2014).

Figure 16. Photograph of the original main entrance gate, located just northwest of the viewpoint at Clement Street and 42nd Avenue, 1959 (courtesy of SFVAMC San Francisco).

2. View from Clement Street at 43rd Avenue

Historically, a curving driveway exited the campus going to both 42nd and 43rd avenues at Clement Street. (Refer to aforementioned *Figure 7*). Looking inward, to the north, a view toward Buildings 1 and 2 and the Flagpole was open beyond. Today, though, the historic exit driveway at 43rd Avenue has been removed and replaced with lawn. A new exit from behind Building 203 goes to 43rd and Clement Street. Other changes include the installation of a new service drive to the west of the location of the historic driveway and the construction of Buildings 203 and 200 that largely block the view of historic Building 2 (see *Figure 17* below). However, the south façade of Building 1, the Flagpole, and the entrance lawn remain largely visible from this vantage point. This view represents a key location that enables patients, staff, and the public to understand and appreciate the campus' historic character and, consequently, should be preserved.

Figure 17. View of campus from Clement Street, facing northwest (photo by HHM, 2014).

3. View from Clement Street at 44th Avenue

The view toward the campus from Clement Street at 44th Avenue continues to look onto a steep landscaped buffer along the sidewalk planted with trees. Historically, a grand vista toward the original main hospital building—Building 2—could be seen from this point (see *Figure 18*). Today, Buildings 203 and 200 completely obscure this historic view (*Figure 19*). The existing lawn and steep slope create a buffer between the VA campus and the adjoining residential neighborhood, functioning as transition zone between the two starkly different areas. However, because non-historic buildings block this once impressive view, the viewshed has been completely compromised. Any proposed new construction would have limited potential to affect any of the unique qualities of the SFVAMC Historic District from this location. The viewshed beyond the buffer lacks integrity and therefore does not need to be preserved.

Figure 18. Photograph of the view from Clement Street at 44th Avenue looking north toward Building 2, 1940s (courtesy of SFVAMC San Francisco).

Figure 19. View of campus from Clement Street, facing north (photo by HHM, 2014).

4. View from Clement Street at 45th Avenue

Much like the view from the previous vantage point, this location looks out to the vegetated buffer along Clement Street and Buildings 203 and 200 (*Figure 20*), which totally block the view to the historic buildings within the campus. This location provides few, if any, opportunities to appreciate the aesthetic qualities or characteristics that distinguish the SFVAMC Historic District. Any proposed new construction would have limited potential to affect any of the unique qualities of the SFVAMC Historic District from this vantage point. The viewshed beyond the buffer lacks integrity and need not be preserved.

Figure 20. View of campus from west Fort Miley, facing east (photo by HHM, 2014).

Views toward SFVAMC from the Golden Gate National Recreation Area

To the north, northwest, and northeast of the campus boundaries, the topography steeply descends towards the South Bay of the Golden Gate. This land, which is part of the NPS Golden Gate National Recreation Area, includes areas known as Land's End (to the north), East Fort Miley (to the east), and West Fort Miley (to the west). (Refer to *Figure 6* in the *Introduction*.) Neighborhood residents and tourists, as well as SFVAMC staff and patients, use the trails and paths that extend through the GGNRA for recreation, exercise, and the enjoyment of the dramatic views toward the Marin Headlands and the Golden Gate Bridge. Views of the rear façades of several Mayan Art Deco SFVAMC buildings are subtle and sporadic. They enhance the historic character of the FMMR Historic District, but may distract from the experience of the natural surroundings. Although the front of the VA campus clearly faces south onto Clement Street and the Outer Richmond District, the level of detail applied to the rear and side façades of the historic Mayan Art Deco SFVAMC buildings matches that of the primary façades.

This quality suggests that the architects intended the campus to present a unified aesthetic composition to all viewpoints surrounding the campus. This apparent intent can still be appreciated despite the many changes the campus has undergone.

The many views from the GGNRA provide different perspectives of the campus but the aesthetic quality of the views and the ability to see, understand, and appreciate the historic character and cohesiveness of the SFVAMC Historic District varies. The following assesses each of the views identified in the *Draft EIS* and considers their relative significance for protection using the design guidelines.

5. View from Land's End along the Coastal Trail, from the Northwest

From viewpoint No. 5, the steep topography and dense vegetation obscure the visibility of the historic buildings on the campus (see *Figure 21*). Historic photographs from the 1940s and 1950s show that this area was less vegetated at that time. The vegetation present today on NPS land and the steep angle of the bluff largely screen any views of the historic campus from below. Factors such as scale, materials, and placement of any proposed new construction would determine whether proposed buildings or structures to be constructed within this viewshed would detract from the historic character of the SFVAMC Historic District. Given that SFVAMC buildings themselves historically had outward distant viewsheds, it may be appropriate for new construction to be visible from this viewpoint, provided that the style and architectural detailing of new buildings do not overwhelm the natural setting. (Refer to the sections below entitled *Viewsheds* for discussion of views from buildings and *Ensure Compatibility with Existing Historic Architecture* for discussion of scale and architectural detailing, beginning on page 39.)

Figure 21. View of campus northern trail, facing southeast (photo by HHM, 2014).

6. View from Land's End along the Coastal Trail, from the North

From the Coastal Trail north of Building 6, the architectural detailing above the third floors of Building 6 and Building 2 is visible beyond the densely vegetated bluff (see *Figure 22* below). Based on an analysis of available historic photographs, this area has been densely vegetated throughout the history of SFVAMC, and the current view from this vantage point likely resembles the historic view. Since the topography of the bluff further limits the view of the campus and most of the historic buildings, the significance of this vantage point rests solely on the viewer's ability to see the top portions of Building 2 and Building 6. No new construction within this viewshed should be permitted to obscure the visibility of the north façade of Building 6 or the penthouse of Building 2.

Figure 22. View of campus northern trail, facing south (photo by HHM, 2014).

7. View from Land's End along the Coastal Trail, from North

Viewpoint No. 7 offers a relatively wide view of Building 6, as well as glimpses of the top floors of Building 2. One of the most distinctive features from this vantage point is the recently completed retaining wall that provides structural support and stability along the steep terrain known as "the slide" (see forthcoming *Figure 23*). The view from along the trail north of Building 210 is across the recently constructed retaining wall and park-like healing garden. This vantage point provides unique views of the north side of the SFVAMC Historic District, particularly of Building 6 and the top floors of Building 2. No new construction should be permitted to conceal the southward view of Building 6 or the upper floors of Building 2 from this viewpoint.

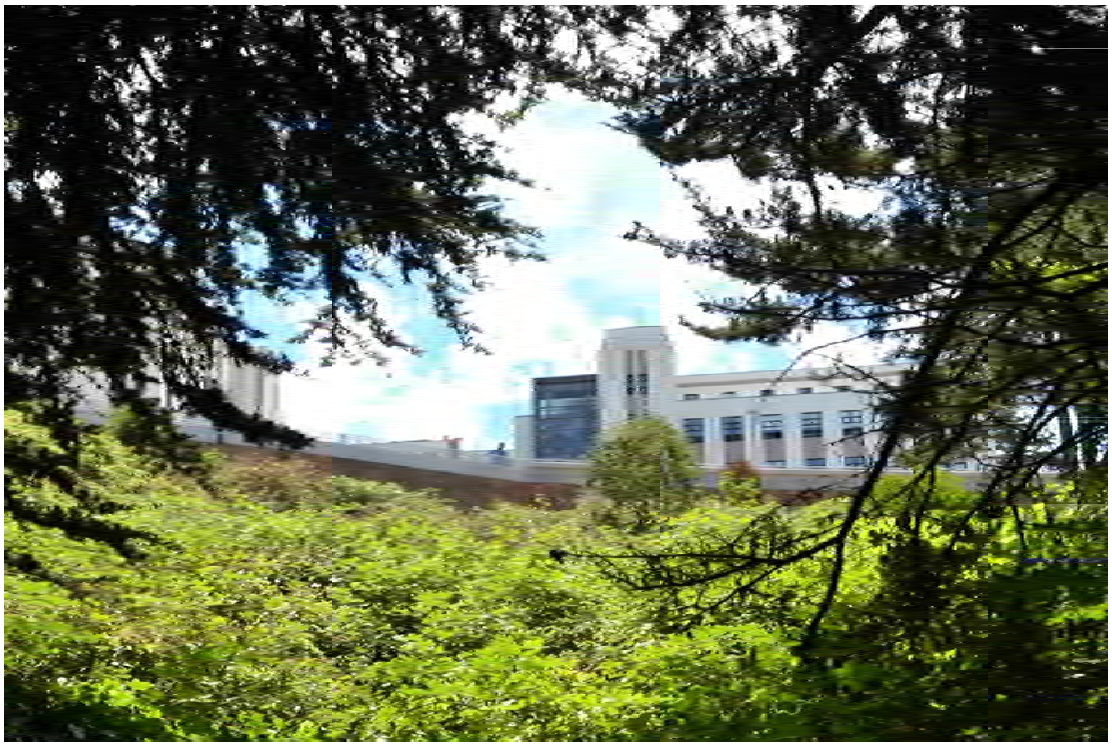


Figure 23. View of campus northern trail, facing southwest (photo by HHM, 2014).

8. View from Land's End along the Coastal Trail, from the Northeast

Viewpoint No. 8 is located in a parking lot at the entrance to the Coastal Trail of the GGNRA. At the time of the construction of SFVAMC, this area was a parking lot that served the SFVAMC and East Fort Miley. Today, a narrow break in the vegetation at Viewpoint No. 8 offers a view of Building 11 framed by trees (see *Figure 24* below). The parking lot is an important staging area for the public to walk along the Coastal Trail, but provides only a limited view into the SFVAMC Historic District. In addition, the natural character of this viewpoint is undermined by its use as a parking lot. New construction within this viewshed would be appropriate, provided that the scale and architectural detailing of any new buildings do not overwhelm the natural setting. Critical design issues and concerns from this vantage point include the scale, materials, and detailing of any proposed new construction. (Refer to the section below entitled *Ensure Compatibility with Existing Historic Architecture* for discussion of scale and architectural detailing.)

Figure 24. View of campus northern trail, facing southwest (photo by HHM, 2014).

9. View from East Fort Miley, from the East

Along the trail through East Fort Miley, glancing views of the top of Building 2 and the Flagpole can be seen through the trees, but topography and vegetation block views of the rear façades of Buildings 8, 9, 10, and 20 along the eastern limits of the campus (see *Figure 25* below). Based on analysis of historic photographs, during the first few decades of the history of the SFVAMC, vegetation appears to have been sparse in this location, but views of Buildings 8, 9, 10, and 20 likely were minimal because of the topography.

Today this vantage point is used primarily by residents of the Outer Richmond District. They come to this location for social gatherings, picnics, and celebrations because of the large open clearing and the availability of an open-pit grill and picnic benches. This viewshed affords an opportunity for the public and even VA staff and patients to appreciate the unique qualities and architectural character of the SFVAMC Historic District, especially its east side where the campus' historic integrity is largely intact. Critical design issues and concerns from this vantage point include the placement, scale, materials, and detailing of any proposed new construction. The vegetation has achieved significance in its own right and should be maintained whenever feasible. New construction within this viewshed may be appropriate if the height does not interrupt views of Building 2 and the Flagpole, and if the design is compatible with the surrounding historic architecture, per the *Secretary's Standards*. (Refer to the section below entitled *Ensure Compatibility with Existing Historic Architecture* for discussion of scale and architectural detailing.)

Figure 25. View of campus from east Fort Miley, facing west (photo by HHM, 2014).

10. View from East Fort Miley, from East of Parking Structure 212

The slight rise in topography at this vantage point provides a clear view of Building 1, Building 2, and the Flagpole. Historically this vantage point had a largely unobscured view of the campus; however, the construction of a non-historic parking garage (Building 212) disrupts the view (see *Figure 26*). Despite this change, the upper floors of Buildings 1 and 2 and the Flagpole remain visible from this location and still enable the public, VA staff, and patients the opportunity to see and appreciate the historic character of the SFVAMC Historic District. Critical design issues and concerns from this vantage point include the scale, materials, and detailing of any proposed new construction. New construction within this viewshed should not further obstruct the visibility of Building 1, Building 2, or the Flagpole.

Figure 26. View of campus from east Fort Miley, facing west (photo by HHM, 2014).

11. View from West Fort Miley, from the West of Parking Structure 209

The present-day view from West Fort Miley looking east toward the VAMC largely consists of dense vegetation, with occasional views of non-historic parking facilities/garages (Buildings 209, 211 and Lot J), as well as the non-historic Community Living Center (Building 208) (see *Figure 27*). Because of the distance, topography, and vegetation between the SFVAMC Historic District and the FMMR Historic District, this vantage point likely never had a clear view of the historic buildings within the SFVAMC Historic District. The growth of vegetation on NPS land creates a visual barrier between the SFVAMC campus and the FMMR Historic District. This vantage point offers limited opportunities to appreciate the historic qualities of the SFVAMC Historic District. In fact, the existing vegetative growth can shield the public from the disruptive effect of the existing non-historic buildings and any planned projects on the west side of the SFVAMC campus. Therefore, from a historic preservation standpoint with reference to the VAMC campus, it is appropriate that new construction has been located within this viewshed. However, the existing non-historic structures intrude on the visual character of the FMMR Historic District's military facilities and landscape. In recognition of this fact, and the concerns expressed by consulting parties to the VA, these design guidelines recommend maintaining vegetative screening and installing additional vegetation on the exterior walls of the parking garages.

Figure 27. View of campus from west Fort Miley, facing east (photo by HHM, 2014).

12. View from the Presidio, from the Northeast

This vantage point looks onto the SFVAMC campus from the Presidio looking west across the water. From this distance, the only clearly visible structures at the campus are the tops of Building 2 and the non-historic water tower, both of which rise above the tree line and dense vegetation. Buildings 6 and 18 also can be seen at gaps between the trees (see *Figure 28*). The overall character of this view is natural, with manmade elements receding behind the majestic view of water, bluffs, and trees. With the passage of time and growth of vegetation on NPS lands that formerly were part of Fort Miley, most of the SFVAMC campus can no longer been seen from this vantage point, and the relative lack of man-made elements visible from this location contributes to the natural and scenic beauty of the GGNRA that contrasts to the highly developed urban landscape surrounding the park and SFVAMC. The existing tree line as seen from this viewshed is a distinctive attribute that has attained significance as vegetation within the GGNRA has been allowed to grow. The tree line today is about 70 feet above the ground surface; however, this line can be expected to change as trees grow and are removed, so the height of any new construction within this viewshed should be kept below about 70 feet. Critical design issues and concerns from this vantage point include the scale, materials, and detailing of any proposed new construction, especially anything that rises above the height of whatever vegetative screen exists at the time such construction is planned. (Refer to the detailed discussion of building height under the heading *Ensure Compatibility with Existing Historic Architecture* below.)

Figure 28. View of campus from the Presidio, facing southwest (photo by HHM, 2014).

13. View from the Marin Headlands

Like the view from the Presidio, the overall character of the view from the Marin Headlands highlights the natural setting of the GGNRA (see *Figure 29*). Building 2 and the non-historic water tower are prominently visible. Because of elevation differences, most of the campus' north-facing façades are visible from the Headlands, though of course they are much more distant from the viewer.

As with the view from the Presidio, if new buildings are constructed within this viewshed, they should not rise at any point above approximately 70 feet above the ground, roughly equivalent to the current tree line. Critical design issues and concerns from this vantage point include the scale, materials, and detailing of any proposed new construction. (Refer to the detailed discussion of building height under the heading *Ensure Compatibility with Existing Historic Architecture* below.)

Figure 29. View of campus from the Marin Headlands, facing south (photo by Scott Hess. 2015).

Views looking out from SFVAMC

The scenic views outward from the SFVAMC campus are an aesthetic value for the patients, visitors, and staff that promote healing and may stimulate and inspire those engaged in medical research and care. The qualities of this strategic and highly picturesque setting likely influenced the design of the hospital at this location, which affords some of the most majestic views of the city of San Francisco and the Golden Gate. From various viewpoints on the campus, and from within buildings, the Marin Headlands, the Golden Gate, the Golden Gate Bridge (see *Figure 30*), and Ocean Beach all are visible, as depicted on *Figure 14* earlier in this report. Many of these views contribute to the enduring worth of the SFVAMC Historic District and distinguish it as an important historical place in San Francisco. Any proposed new construction that has the potential to affect, obstruct, or disrupt significant views out from SFVAMC should be designed with reference to these design guidelines to avoid or minimize such effects.

Figure 30. View of Golden Gate Bridge from campus, facing northeast, ca. 1947 (courtesy of SFVAMC).

14. View toward the Golden Gate

The area atop the bluff northwest of Building 7—and the windows from the third story and above on the north façades of Buildings 2, 6, and 7—provide expansive views of the Golden Gate, the Marin Headlands, and occasionally even the Golden Gate Bridge (*Figure 31*). The steep topography and limited amount of available space for development make the possibility of any new construction on this narrow strip of land unlikely. If any construction is proposed along the north side of the campus, such facilities have the potential to block or disrupt this majestic view and could have a negative effect on the character-defining qualities of the Historic District. Future construction within this viewshed, should it occur, should not be allowed to block views of the water.

Figure 31. View of Golden Gate Bridge from the north side of campus, facing northeast (photo by HHM, 2014).

15. View toward Ocean Beach, Southwest of Parking Structure 209

From Viewpoint No. 15, Ocean Beach and the adjoining San Francisco neighborhoods are visible to the southwest (*Figure 32*). Future construction within the boundaries of the SFVAMC campus should not block the view of the beach or the ocean from this structure. Critical design issues for any planned new construction include building placement, scale, and materials that could block or disrupt this view. (Refer to the detailed discussion of building height under the heading *Ensure Compatibility with Existing Historic Architecture* below.)

Figure 32. View of Golden Gate Park and nearby beaches from the west side of campus, facing south (photo by HHM, 2014).

Where Avoidance is Not Feasible: Minimize Visual Impacts to Views and Viewsheds

In order to meet the research and healthcare mission of the SFVAMC campus, avoiding all construction within significant viewsheds and views of the campus may not be feasible. The guidelines below provide strategies for minimizing the visibility of new construction through careful site selection, analyzing building height, and providing vegetative screening.

Site Selection

- The southwestern portions of the VAMC campus lie outside the boundaries of the NRHP-listed historic district and are not within any of the significant viewsheds toward SFVAMC; however, they are within a significant viewshed looking toward the campus from West Fort Miley, which is an NRHP Historic District in its own right. As depicted in *Figure 33*, new construction within these areas has minimal potential to adversely affect the physical features or views that give the SFVAMC campus its special character and are identified as the preferred low-impact areas for proposed new facilities on the SFVAMC campus. For the most part, topography and vegetation conceal the view of new construction from within the West Fort Miley Historic District. Consolidating

building density within these areas is appropriate. However, this area is highly visible to neighbors of the SFVAMC, and maintaining and enhancing vegetative screening is recommended to address the aesthetic concerns addressed by the consulting parties to the PA.

- If careful analysis indicates that there are no suitable building sites within the low-impact areas depicted in *Figure 33*, then new construction within the SFVAMC Historic District boundaries and/or significant viewsheds may be necessary. Whenever feasible, site selection should avoid demolition of the significant historic buildings and landscape features that are illustrated in *Figures 7* and *8* within the *Introduction*.

Building Height

- To the extent feasible, the height of new buildings should not obstruct, block, or disrupt any of the significant historic views discussed above. Refer to *Figure 34* for a diagram of appropriate maximum building heights for different site placements and locations, based on the varying topography of the campus.
- New buildings should not be taller than immediately adjacent historic buildings. Note that, in some locations, the height of the adjacent historic buildings may be even lower than the maximum allowable height depicted in *Figure 34*. In these instances, the lower height of the adjacent buildings should provide the basis for the height of the new building.
- Consideration should be given to having setbacks on the top of any new buildings.
- In some instances, constructing space below grade may be a solution for minimizing the height and visibility of new construction.

Vegetative Screening

- For a number of the significant views discussed above, maintaining views of natural vegetation is critical for maintaining the integrity of setting, feeling, and association for the historic district. In these instances, it may be appropriate to plant new trees and shrubs to block the visibility of new construction from significant viewpoints. However, the high density of development and the placement of buildings along or near property lines or steep slopes limit the possibility for such plantings. The use of vegetative screening is more likely an option for cooperative efforts between the VA and the NPS to enhance plantings on adjacent land within GGNRA and East and West Fort Miley Historic Districts.
- Vegetating buildings themselves is not consistent with the character of the historic district. However, it may be an appropriate solution for screening the visibility of new construction located outside of the boundaries of the historic district (as illustrated in *Figure 34*). Because views outward from SFVAMC buildings historically have been a part of the design, vegetation on new construction should maintain views when feasible.

Figure 33. Site plan depicting the SFVAMC Historic District boundaries and contributing buildings in red, other historic 1934 buildings in yellow, and preferred areas for new construction in green.

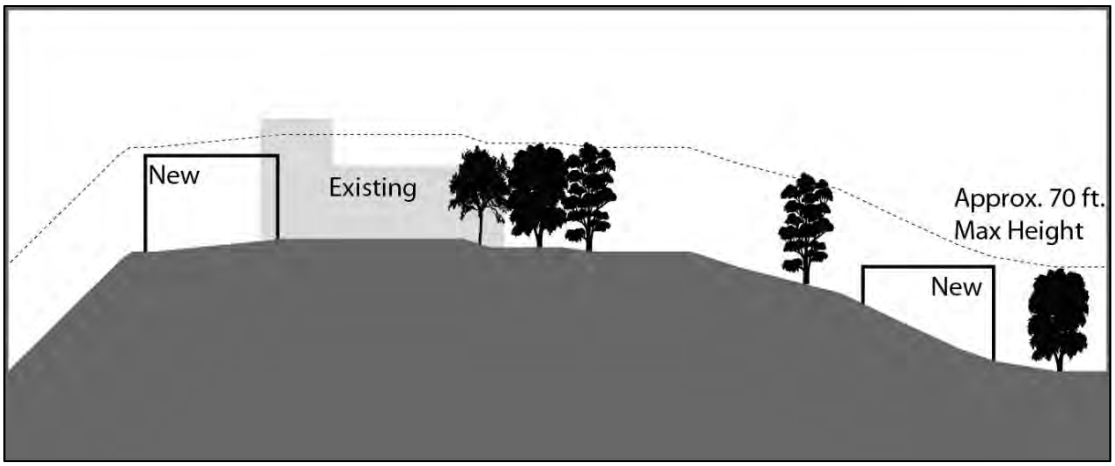


Figure 34. Schematic graphic illustrating how the height of new construction may vary depending upon the topography and the height above ground, using approximately 70 feet above the ground as a guide for maximum height, roughly equivalent to the current tree line.

Ensure Compatibility with Existing Historic Architecture

In addition to minimizing the physical and visual impacts of new infill construction, the proposed plans should give careful consideration to architectural design and detailing. The *Secretary of the Interior's Standards* provide clear and explicit instructions, especially Standard Nos. 9 and 10, which state that:

9. "New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment; and

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired."

This section of the document provides general guidelines for ensuring architectural compatibility for new construction, as well as detailed design guidance regarding building height and massing; roof type and materials; fenestration patterns; exterior wall finishes, materials, and embellishment, window and door types and materials, mechanical systems and rooftop appurtenances, and landscape features. These guidelines are consistent with principles set forth in NPS *Preservation Brief 14*, which is included in *Appendix F*.

General Guidelines

- Quality of construction and materials should always be given priority over application of stylistic ornament when budgeting for new construction.
- Design new buildings that are compatible with the historic character of the district, yet distinguishable from its contributing buildings. (Refer to the section entitled *Guidelines for Preservation and Rehabilitation* for lists and illustrations of character-defining features of each contributing building within the historic district.)

- The building forms and architectural styles that historically were present within the district may serve as models for new construction. Building forms may prove to be a more effective model for new construction than architectural styles. Historical styles that were not present during the district's period of significance should not be used as a basis for new construction.
- Contemporary design and style is appropriate for new construction in the historic district if the new building respects the scale, massing, proportions, patterns, and materials prevalent among contributing buildings within the district.
- It may be appropriate to incorporate compatible architectural features from adjacent historic buildings, such as spandrels or transoms, but avoid faux-historic architectural features that do not appear on contributing buildings in the district.

Building Massing and Proportions

- The massing and proportions of new construction should be based on the basic shapes and forms of historic buildings within the district. Refer to *Figure 35* for a diagram of appropriate proportions for new construction.
- Although the historic district includes many examples of highly complex building masses—with stepped parapets, towers, and projecting wings—simplified massing should be used for new infill construction in order to avoid competing with the historic resources.

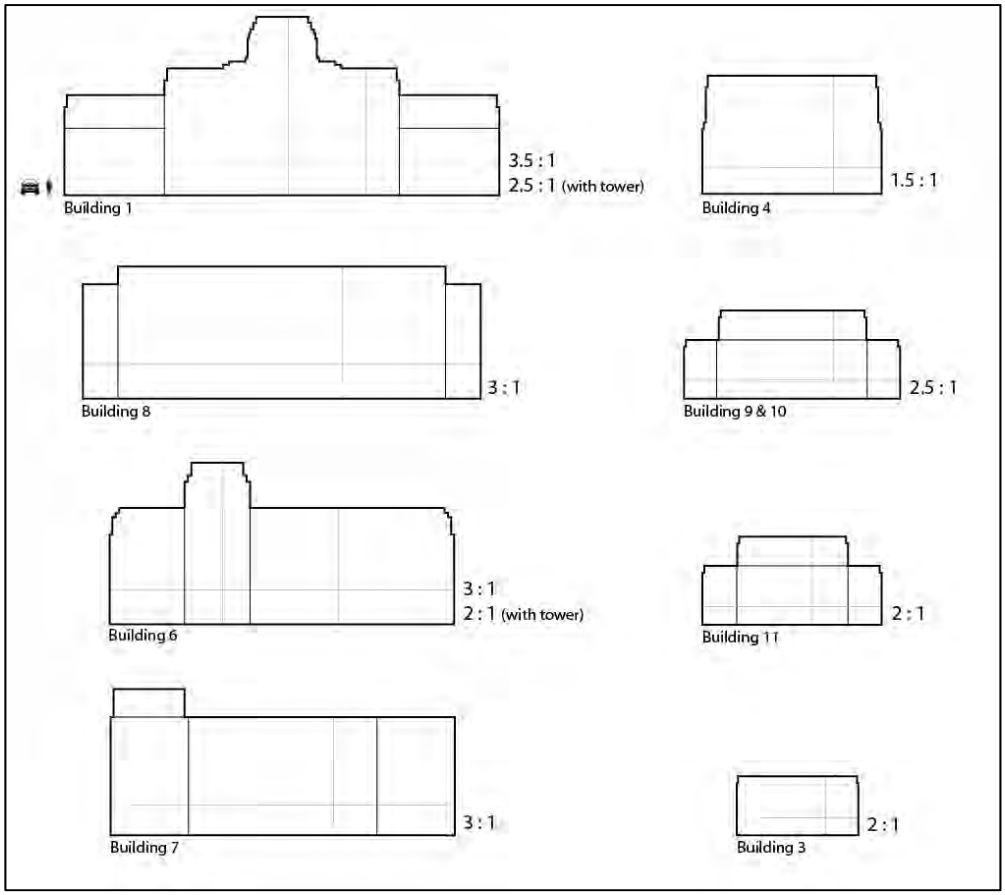


Figure 35. Schematic drawings of contributing buildings within the SFVAMC Historic District, with analysis of the height-to-width ratio of each building. These ratios are appropriate to apply to the design of new buildings.

Roofs

- Roof forms should be flat, reflecting the roofs on contributing buildings within the district.
- Parapets should conceal the roofing material from view from the ground level.
- Mechanical structures should be enclosed in penthouses or shielded from view where feasible. However, penthouses should be made minimally visible within any of the significant viewsheds of the historic district illustrated in *Figure 13*.

Fenestration Patterns

- Windows and spandrels should be arranged in a vertical fenestration pattern to correspond to the vertical emphasis that characterizes the historic buildings.

Exterior Walls

- Stucco may be appropriate for exterior walls, provided that it is compatible with the finish, color,* and texture of the historic buildings within the district (see *Figure 36*).
- Materials other than stucco may be appropriate provided that they generally are compatible with the color palette* of historic buildings within the district and do not introduce distracting new textures or patterns (see *Figure 37*).
- The pattern, arrangement, and color palette* of secondary materials should be compatible with the overall character of the district.

**Note that the existing color palette of the buildings is not original. If the VA plans to restore the original color palette—as recommended in subsequent sections of these guidelines—then new exterior walls should be compatible with a selected color palette appropriate to the Historic District's period of significance (1934–1941) rather than the existing, non-historic color palette.*

Figure 36. Note how the color, massing, and verticality of the fenestration pattern of the new building on the right all reflect the design of the original historic buildings at the center and yet do not detract from them. National Naval Medical Center at the Walter Reed Military Medical Center in Bethesda, Maryland, designed by HOK, 2012, http://www.hok.com/ design/type/healthcare/walter-reed-national-military-medical-center/ (accessed August 24, 2014).

Figure 37. Although the exterior walls of the new building are primarily glass, the color palette complements the materials of the surrounding historic buildings. Modern Wing at the Chicago Art Institute, designed by the Renzo Piano Building Workshop, Chicago, Illinois, 2009, http://www.archdaily.com/24652/the-modern-wing-renzo-piano/262826382_t-m-w-1/ (accessed August 24, 2014).

Windows

- The proportions and profile of windows in new buildings generally should reflect examples of original windows within the district, as documented by historic photographs.
- A number of buildings within the district originally featured complex and detailed configurations of muntins. Windows in new buildings need not replicate this configuration exactly, but generally should reflect overall proportions.
- Avoid false muntins attached to or inserted between the glass panes in windows.

Mechanical Systems and Rooftop Appurtenances

- Mechanical systems and rooftop appurtenances on new buildings should be designed to be minimally visible from the main public circulation routes or from any of the significant viewpoints depicted in *Figures 13* and *14* earlier in this report. For NPS guidance on visibility of rooftop additions, refer to *Preservation Brief 14: New Exterior Additions to Historic Buildings: Preservation Concerns* in *Appendix F*.

Landscape Features

- Parking should be concentrated in multi-story parking structures located outside the historic district, provided such structures are designed to minimize viewshed impacts and impacts on the FMMR Historic District. The introduction of surface parking in landscaped areas between the front façade of a historic building or a new building and the main public circulation routes will detract from the district's historic character and integrity and should be avoided. If a surface parking lot is constructed at the rear or

side of a new building, vegetative screening may be an effective and appropriate measure to shield the parking lot from view if needed.

- When constructing new landscape or streetscape features in a historic district, follow patterns established elsewhere in the district. For instance, when new sidewalks are constructed, the color and texture should match surrounding sidewalks. Similarly, expansion, control, and construction joints should be spaced and located so as to relate to the existing divisions and proportions of the existing sidewalks.
- The construction of new walls or fences at locations without historical precedent can diminish the qualities that distinguish the historic district because such activity can change planned and designed open spaces, vistas between buildings, and views in to and out from the district and should be limited to where necessary for safety and security.
- Note that SFVAMC currently is developing a Historic Landscape Study (HLS) that will provide more detailed recommendations regarding landscape features.

Additions to Contributing Buildings

As the medical mission of SFVAMC expands, it is likely that new additions to historic buildings will be required. A thoughtfully planned and designed addition can be a good option for providing new space with minimal impact to the overall historic character of the district. The guidelines below discuss the construction of new additions that physically adjoin historic buildings that are within the SFVAMC Historic District. Like the guidelines for new infill construction above, these guidelines adhere to NPS *Preservation Brief 14*, which is included in *Appendix F*. Although many of the key principles that apply to infill construction also apply to additions, a more nuanced and cautious approach is required when the addition will physically adjoin a historic building and risk damaging or destroying original character-defining features. (Note that the character-defining features of each contributing building within the SFVAMC Historic District will be listed and illustrated within the section regarding *Guidelines for Preservation and Rehabilitation*.)

Preservation of the Original Building

- All character-defining features on exterior façades that are visible from primary public circulation routes and/or located within significant viewsheds should remain intact where feasible. (Refer to *Figure 13* for a depiction of significant viewsheds, and refer to the *Building-Specific Guidelines* on page 62 for lists and illustrations of character-defining features of each building.)
- Standard 9 of the *Secretary's Standards for Rehabilitation* states: "New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment." VA should retain as much of the historic building fabric as feasible in the construction of the addition. Unnecessarily covering, dismantling, or removing original/historic architectural fabric, detailing, or embellishment in the construction of an addition onto a historic building should be avoided if possible.

Location and Height

- Attempt to locate additions as inconspicuously as feasible. Consider the effect that the addition also will have on the existing and nearby buildings. A common and well-accepted preservation strategy for the construction of a large addition is to make it appear as if it is a separate building and use a breezeway or glass hyphen to connect it to the existing building.
- Attempt to locate any addition away from historic façades that are visible from primary circulation routes or within significant viewsheds.
  - Never locate an addition flush with the original front façade or allow it to project beyond the plane of the original front façade.
  - Whenever feasible, additions should be offset from the original façade(s) of the historic building, and the original façade(s) should be preserved in place.
- Minimize the height of the addition.
  - Whenever possible, the roof form of the new addition should not be visible above the original roof when the front of the historic building is viewed from the primary public circulation routes or significant viewsheds outside the SFVAMC.
  - Refer to the NPS Interpreting the Standards (ITS) Bulletins included in *Appendix F* for additional information.

Massing and Roof Form

- Design new additions so that they do not visually overpower the existing building, compromise its historic character, or destroy any significant historic features or materials. Additions should appear subordinate to the existing building.
- Design the addition to complement the scale, massing, and roof form of the original historic building. The massing of the addition should be simple and generally should respond to the massing of the original building.
- Minimize the appearance of the addition from the front façade.
  - The building's overall shape as viewed from the primary public circulation routes or significant viewsheds and vantage points outside the VAMC should appear relatively unaltered.
  - Whenever feasible, additions should be no wider than the original building.
  - Design side additions to minimize visual impact and maintain the pattern of side setbacks on the street where feasible.
- Refer to the NPS ITS Bulletins included in *Appendix F* for additional information.

Design and Style

- Additions should be compatible with the historic building, but also differentiated so as not to give a false sense of history.
- Additions do not need to mimic the architectural style of the original historic building, and decorative details that may be confused as historic should not be added. A contemporary design for an addition is appropriate when the addition is not visible from the primary public circulation routes or significant viewpoints, or if the addition does not overwhelm or obliterate the historic building or its architectural features.

- Design the addition to complement the overall proportions and fenestration patterns of the original part of the building. For instance, additions should have window-to-wall area ratios, floor heights, fenestration patterns, and bay divisions compatible with those on the existing building.
- Avoid windowless walls.

Exterior Walls

- Design the addition to complement the exterior wall materials of the original part of the building, as well as the collective character of the historic district.
- Differentiate the exterior wall materials of the addition from the existing building by means of a hyphen or joint using a different material, slightly varying dimensions or textures of materials, varying orientation of materials, or other means.

Windows

- Use windows that complement those on the existing building in terms of fenestration pattern, size, configuration, profile and finish.
- For windows on additions, avoid false muntins attached to or inserted between the glass in windows.
- The color and transparency of glass used for windows on additions should comply with National Park Service standards. Reflective, tinted, or colored glass is not appropriate.

Entrances and Doors

- Use doors that complement those on the existing building, yet are a simpler design so that they do not detract from the original main entrance.
- Additions offer an opportunity to provide an accessible entrance to the building without disrupting the character-defining features at the entrance of the main historic building. Wayfinding signage and ADA-compliant walkways could direct pedestrians from the main front entrance of each building to the accessible entrance at the addition. Additional guidance is provided in *Preservation Brief 32: Making Historic Properties Accessible* and *Interpreting the Standards Bulletin 53: Designing New Additions to Provide Accessibility*, both included in *Appendix F*.

Mechanical Systems and Rooftop Appurtenances

- Mechanical systems and rooftop appurtenances on additions onto historic buildings should not be visible from a pedestrian's standpoint along the main public circulation routes or from any of the significant viewpoints depicted in *Figures 13* and *14* earlier in this report. Parapets may minimize visibility of low-profile rooftop appurtenances. Additional guidance from NPS is provided in *Appendix F*.

RESPECTING AND ENHANCING RELATIONSHIPS BETWEEN HISTORIC DISTRICTS

Consulting parties have often pointed out the challenges and opportunities represented by the spatial and social relationships between the VAMC and FMMR Historic Districts. The respective boundaries of the VAMC Historic District and the FMMR Historic District are depicted in *Figure 2* above. Because of the close proximity of the two districts, new construction in either district has the potential to impact the integrity of setting and feeling of the adjacent district. Given their dramatic topography, vegetation, and views, integrity of setting is especially critical to the overall integrity of both of these historic districts. As stated in *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation:*

> The physical features that constitute the setting of a historic property…should be examined not only within the exact boundaries of the property, but also between the property and its surroundings. This is particularly important for districts.[12]

The areas near the boundaries of both the VAMC Historic District and the FMMR Historic District to the east and west are currently little developed. New construction and changes in land use in these areas are sources of friction with the GGNRA and other neighbors. The boundaries of the SFVAMC property are also the points of contact with the FMMR Historic District and the larger GGNRA, where historical relationships could be fruitfully built upon. The following guidelines are intended to encourage a more positive relationship between the two historic districts as they are experienced by patients and visitors.

Cooperative Planning

Construction, utility placement, and landscaping along the border of the VAMC have the potential to affect the historic character of Fort Miley, and vice-versa. For example, utility trenching or landscaping on Fort Miley along its border with the VAMC can sever the root systems of VAMC trees, causing their premature demise and creating visual gaps as well as physical hazards. *The VAMC and GGNRA should plan alterations in boundary areas cooperatively to minimize such impacts.*

Improving Access

At present, access to West Fort Miley from the VAMC is down a steeply sloping road through Battery Chester, a partially developed location of recreational interest and potential educational and cultural value for patients and visitors. Access to East Fort Miley is via an unmarked trail beginning amid the trash containers behind Building 8 and running over the steep vegetated berm on the Fort Miley side of the border. The opportunity exists for

[12] Patrick W. Andrus and Rebecca H. Shrimpton, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: National Park Service, 1990), from the National Park Service, National Register Department, http://www.nps.gov/Nr/publications/bulletins/nrb15/ (last revised for internet 2002; accessed August 19, 2015).

developing better access to both parts of Fort Miley by designing and over time constructing pathways accessible to the handicapped with modest appropriate signage. *The VAMC and GGNRA should explore such opportunities as development of new construction near the boundaries going forward.* Improving pedestrian access between SFVAMC and Fort Miley offers an opportunity to foster a positive relationship between the VA and the community groups that are consulting parties to the PA for the LRDP.

GUIDELINES FOR PRESERVATION AND REHABILITATION

The *Secretary's Standards* form the philosophical foundation of all guidelines in this section. (Refer to *Appendix F* for additional detail regarding the *Secretary's Standards*.) The *Secretary's Standards* are not intended to fossilize historic buildings unchanged, to preclude their effective use, or somehow to recapture past conditions; on the contrary, they are designed to make possible the respectful continuing and adaptive use of such buildings. That said, however, the overarching philosophy of the *Secretary's Standards* promotes preservation of original building fabric wherever possible. When change is necessary, the *Secretary's Standards* direct that their design be informed by research documenting conditions during the period of significance, employing historic photographs, descriptions and architectural drawings, as well as salvaged historic building elements where relevant. To assist with interpretation of the *Secretary's Standards*, this section first discusses general guidelines, which apply to all contributing buildings, and then discusses building-specific guidelines, providing lists and illustrations of the character-defining features of all contributing buildings within the historic district.

General Guidelines

Exterior Walls

- The chronology of the original exterior wall finishes is unclear. Historic black-and-white photographs appear to indicate that the walls were finished with stucco of an uncertain color and composition. The color may have been the natural color of the sand used in the stucco mix, a pigment may have been incorporated into the stucco mix, or paint may have been applied. The finish may have remained consistent during the period of significance for the SFVAMC historic district (1933–1941), or it may have changed during that time. Small patches with peeling paint observed during field survey suggest that an underlying layer on the wall surface was pale with a slightly rosy tint, and that areas of trim may have featured a pale blue (see *Figure 38*) – but this unscientific method of observation cannot determine the dates of those paint layers, or the colors located in other areas. Determining the different layers of wall finish and their chronology will require professional paint analysis taking samples across a number of different wall surfaces and trim areas, accompanied by research to locate historic architectural drawings and/or work orders documenting painting contracts.
- At intervals since the period of construction, most of the walls have been painted with off-whites that have yellow or tan hues. The trim was painted a rather muddy brown. To judge from places where the paint has chipped off, the terra cotta is well preserved under several thick coats of paint. It would be desirable to restore the walls and trim to

their original colors; this can probably be done in a cost-effective manner if it is adopted as a maintenance goal and implemented over time in lieu of repainting walls and trim in their present (or other) colors. Returning the exterior walls to a color palette similar to that present during the period of significance is consistent with NPS guidance offered in the *Preservation Briefs* provided in *Appendix F*. The following guidelines are offered with this goal in mind.

- Retain original walls (*Figure 38*). Repair damaged exterior wall materials to the greatest extent possible. Replace only those sections that are deteriorated beyond repair. If repairs are necessary, they should be conducted as set forth in *Preservation Brief 22: The Preservation and Repair of Historic Stucco*, which is included in *Appendix F*.
- Replace deteriorated wall materials in-kind to match existing wall materials.
- When cleaning stucco exterior walls, use the gentlest means possible. Test a small patch to ensure that the cleaning method does not damage the underlying materials. (Refer to the NPS *Preservation Briefs* in *Appendix F*.)
- When refinishing or repainting, restore the color palette and composition of the stucco finishes on exterior walls to match the original color palette. Conduct paint analysis and historical research to accurately determine historic colors. Initial investigation suggests that trim areas like door surrounds may have been painted with colors contrasting the main wall surface, so paint samples should be analyzed from a variety of different locations on each building. Additional information regarding paint analysis is provided in the article entitled "Architectural Finishes: Research and Analysis," which is included in *Appendix F*.
- If considering removing the non-historic paint that currently coats the historic terra cotta elements on the exterior walls, remove it using the gentlest means possible (see *Figures 39* and *40*). Moisture may become trapped between the paint and terra cotta, causing deterioration of the underlying materials. Test a small patch to ensure that the paint removal does not damage the underlying materials. Refer to NPS *Preservation Brief 7* included in *Appendix F* for additional guidance regarding historic terra cotta.
- The original tie rods that anchor the terra cotta panels to the concrete structure are an interesting aspect of the historic seismic-sensitive design, but they are not visible from the exterior of the building. As such, they are not necessary to preserve. (Additional discussion of historic seismic-sensitive features is included within the *Guidelines for Historic Interiors*.)
- Do not add architectural features to a building that it never had (e.g., do not add decorative stone detailing where it did not exist). Refer to the NPS *Interpreting the Standards Bulleting 56: Alterations Without Historical Basis*, included in *Appendix F*.

Figure 38. Detail of paint peeling from stucco in a typical exterior entryway (photo by HHM, 2014).

Figure 39. Detail of original ornamental terra-cotta under peeling paint (photo by HHM, 2014).

Figure 40. Detail of original unpainted ornamental terra-cotta panel located in Building 11, (photo by HHM, 2014).

Windows

- Do not enlarge, move, or enclose original window openings on façades visible from primary public circulation routes or significant viewpoints. Do not add new window openings on façades visible from primary public circulation routes or significant viewpoints. It may be appropriate to restore original window openings that have been enclosed.
- If windows were present during the period of significance (1934–1941), retain and restore historic-age windows, window surrounds, and screens unless deteriorated beyond repair. Research using historic architectural drawings may be necessary to determine the date when the windows were installed. (Refer to NPS *Preservation Briefs No. 9: The Repair of Historic Wooden Windows* and *No. 13: The Repair and Thermal Upgrading of Historic Steel Windows*, included in *Appendix F.*)
- Storm windows may provide increased energy efficiency without damaging historic windows. Interior storm windows may be used to maintain the historic exterior appearance of the windows and are preferred over exterior storm windows. Storm windows should be installed in such a way that they do not damage historic fabric.
- If extant historic-age windows or screens are deteriorated beyond repair, replacement windows should reflect the same size, profile, configuration, finish, and details as the historic-age windows, using the salvaged window itself as a model.
- If historic-age windows are no longer extant, replacement windows should follow the *Secretary of the Interior's Standards for Rehabilitation – Interpreting the Standards Bulletin 23: Windows: Selecting New Windows to Replace Non-Historic Windows*, which states that "if replacement is chosen, the new windows must be based on existing fabric, on historic documentary or pictorial evidence or, they must be compatible with

the historic character of the building." See *Figure 41* for illustrations of an original window.

- The non-historic windows within the SFVAMC Historic District today generally are compatible with the design and style of the historic buildings and may be maintained in place. (See *Figures 42* through *45* for illustrations of extant windows.) However, non-historic windows should not be replaced with a new replica of the non-historic window; NPS guidance states "if replacement is chosen, the new windows must be based on existing fabric, on historic documentary or pictorial evidence or, they must be compatible with the historic character of the building."[13] For the SFVAMC Historic District, historic photographs and architectural drawings documenting the appearance of the original windows are available. Additional information is provided in the NPS *Interpreting the Standards Bulletin 23: Selecting New Windows to Replace Non-Historic Windows*, included in *Appendix F*.
- See *Figures 46* and *47* for diagrams of the original elements that should be documented to accurately replicate historic steel and wood windows, respectively. False muntins inserted inside the glass are not permitted. Matching the profile of the original window requires the use of either:
  - True divided lites; or
  - Dimensional muntins placed on the outside of the glass, along with spacers on the inside of the glass that are an appropriate color, material, and thickness, so that the window appears to have true divided lites even when viewed from an oblique angle.
- Tinted or reflective glass is not appropriate for historic buildings, unless it was present during the period of significance.[14] Where clear glass was present historically, replacement glass must be clear. Colored or textured glass is only appropriate if historic documentation confirms that it was used in the building during the historic period. However, the *Secretary's Standards* do permit, "Installing clear, low-emissivity (low-e) glass or film without noticeable color in historically-clear windows to reduce solar heat gain."[15]
- Although some substitute materials, such as extruded aluminum, may be used for replacement windows, the appearance of the window from the public right-of-way should closely resemble the original in size, configuration, profile, and finish. Vinyl is not an appropriate substitute material.

[13] Claire Kelly, *Interpreting the Standards Bulletin 23: Selecting New Windows to Replace Non-Historic Windows* (Washington, D.C.: National Park Service, 2001), from the National Park Service Technical Preservation Services, http://www.nps.gov/tps/standards/applying-rehabilitation/its-bulletins/ITS23-ReplaceWindows.pdf (accessed August 19, 2015).

[14] Anne E. Grimmer et al, *The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings* (Washington, D.C.: US Department of the Interior, National Park Service, Technical Preservation Services, 2011): 6-7; from the National Park Service, http://www.nps.gov/tps/standards/rehabilitation/guidelines/index.htm (accessed April 2, 2015). This document is also included in *Appendix F*.

[15] Ibid, 6.

- It may be helpful for the VA to develop a window replacement plan that identifies the condition of windows and specifies where window replacement should begin. If some of the replaced non-historic windows are in good condition, they may be salvaged and used temporarily to replace windows that are in poor condition, until the new and accurate windows will be installed as dictated by the window replacement plan.

Figure 41. South wing of Building 1 showing original steel frame casement windows, facing west, ca. 1950 (courtesy of SFVAMC).

Figure 42. Building 3 showing original steel frame windows, ca. 1934 (courtesy of SFVAMC).

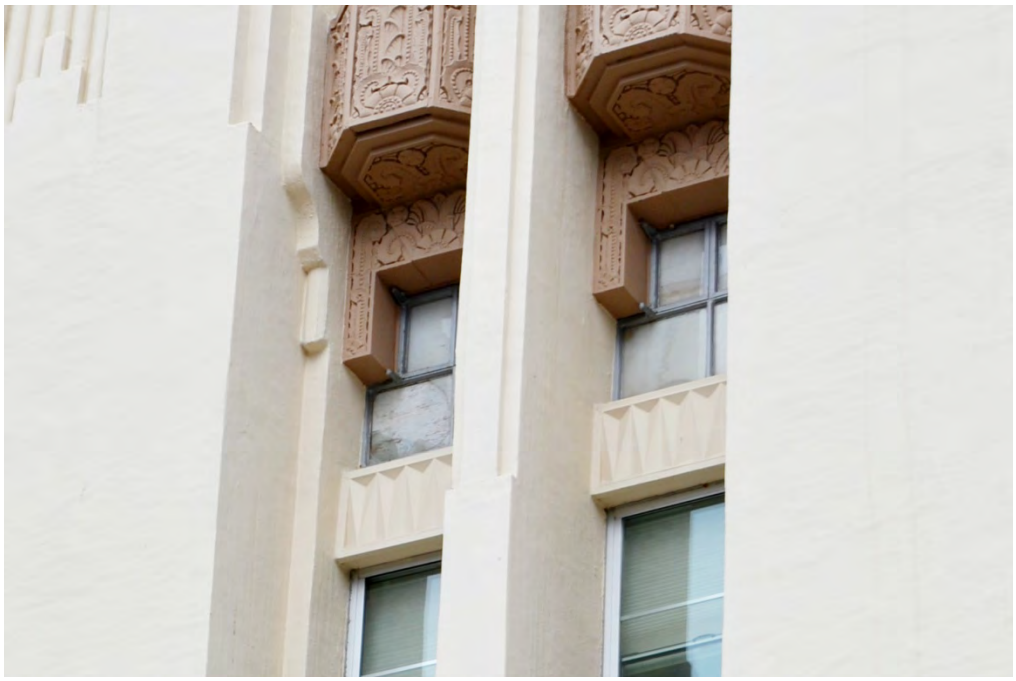


Figure 43. Detail of windows at the tower on Building 1, showing original steel frame windows above newer, non-historic aluminum frame windows (photo by HHM, 2014).

Figure 44. Non-historic aluminum double-hung windows on Building 2 (left) and non-historic aluminum windows on Building 4 (right) (photo by HHM, 2014).

Figure 45. Example of original one-over-one wood-sash windows on Building 9. Historic photographs show that steel casement windows originally were present on Building 9, but the style and construction methods of these windows suggest that they likely date from the 1930s or 1940s. It is unclear whether or not the wood windows were installed during the period of significance (1934–1941), and historic research would be required to determine the exact dates of the windows (photo by HHM, 2014).

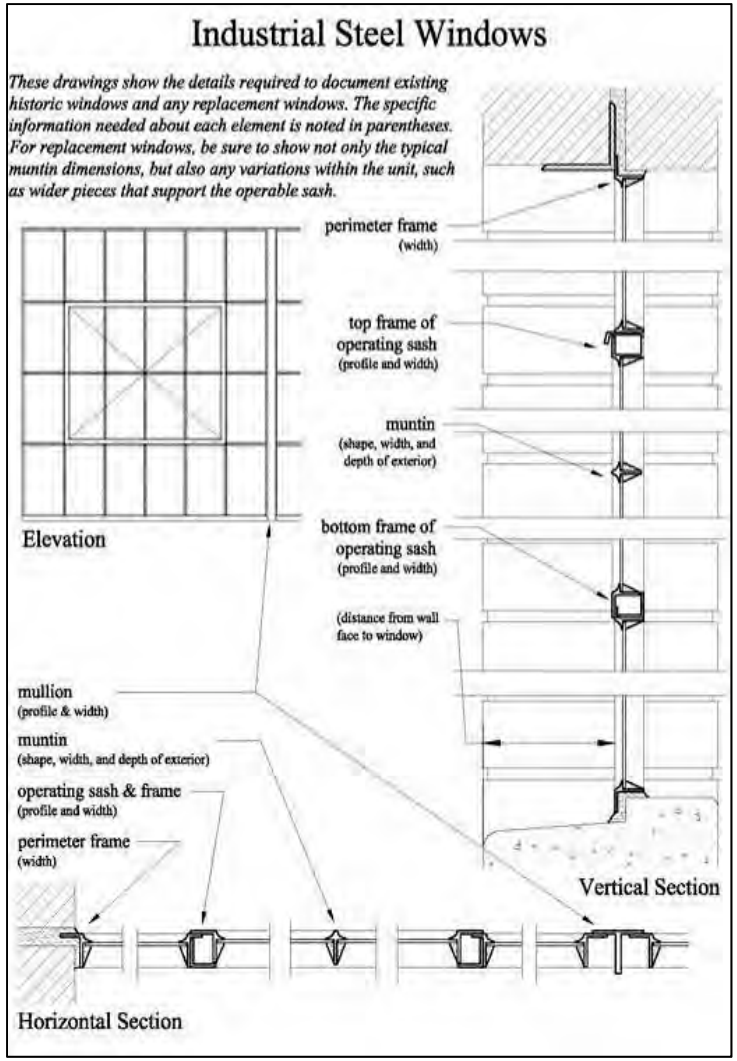


Figure 46. Illustration of an example of a historic steel window, intended to show the different elements of the window that need to be considered when reconstructing an original window. This illustration is not intended to depict the specific windows at the SFVAMC, but historic steel windows in general. (Source: National Park Service).

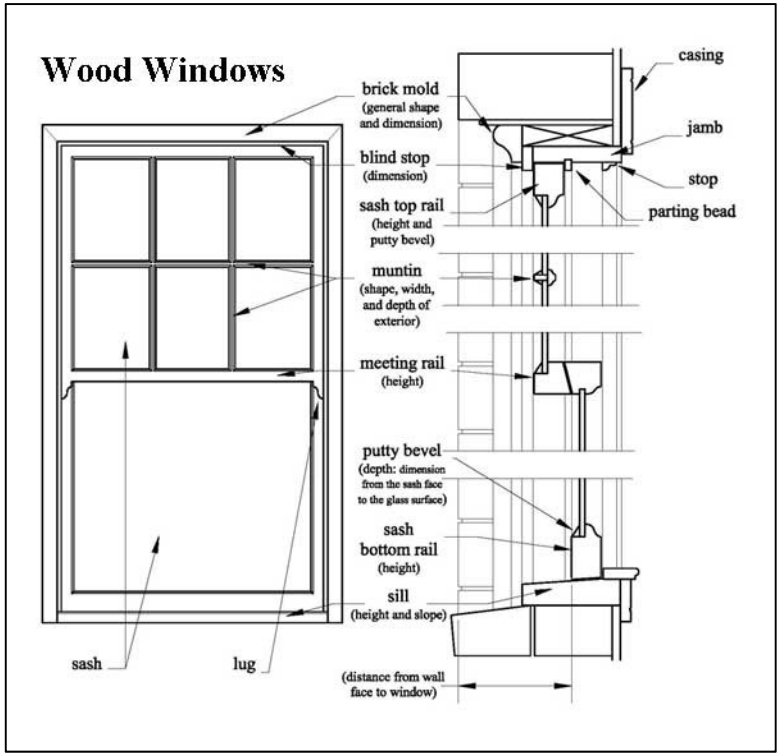


Figure 47. Illustration of an example of a historic wood window, intended to show the different elements of the window that need to be considered when reconstructing an original window. This illustration is not intended to depict the specific windows at the SFVAMC, but historic wood windows in general. (Source: National Park Service).

Entrances and Doors

- Do not enlarge, move, or enclose original door openings on primary façades. It may be appropriate to restore original door openings that have been enclosed.
- Retain and repair historic doors, door surrounds, sidelights, and transoms (see *Figure 48*). Historic photographs taken during and immediately after construction suggest that double doors with inset octagonal panels were present on the campus historically.[16] Similar doors remain intact on Buildings 9, 10, 11, and 18, as illustrated in 2014 photographs in *Appendix G*, and are character-defining features of these buildings.[17] Preservation and repair methods should comply with the appropriate methods for steel or wood set forth in NPS Preservation Briefs Nos. 9 and 13, included in *Appendix F*.
- If original doors are deteriorated beyond repair, replacement doors should replicate the same size and profile, with compatible configuration, finish and detail. As stated in the NPS *Interpreting the Standards Bulletin 4: Inappropriate Replacement Doors* (included in *Appendix F*):

  > Although the replacement door may be a compatible new design, it is always preferable that the new door replicate as closely as possible the historic door, while meeting modern code or security requirements that may necessitate a stronger or more fire-resistant door. This includes reproducing the same glass size, pane configuration and profile of true muntins, and the same number, size, and shape of vertical or horizontal panels.[18]

- If the original doors no longer exist, replacement doors should replicate the size, profile, configuration, and finish, as documented by observation of extant historic doors on other buildings historic photos and architectural drawings.
- The main front entrances to historic buildings on the SFVAMC campus all include entrance stoops that are not accessible to people with disabilities. However, these main entrances are the focal point of the historic design and include rich architectural detailing that should be preserved to the greatest extent feasible (see *Figure 49*). Alterations to the building to enhance accessibility should be designed in accordance with NPS *Preservation Brief No. 3: Making Historic Properties Accessible* and *Interpreting the Standards Bulletin 53: Designing New Additions to Provide Accessibility*, which are included in *Appendix F*.

[16] Archives of the Department of Public Affairs, SFVAMC, San Francisco, California, photos files "Bldg_1_back_1950s.tif," "Bldg_1_landscaping_1950s.tif," and "Bldg_7_1934.tif."

[17] However, screen doors shown in historic photos are no longer extant on any building. Screen doors are shown in historic photographs from the Archives of the Department of Public Affairs, SFVAMC, San Francisco, California, photos files "Bldg_4_1934.tif," "Bldg_7_1934.tif," "Bldg_11_1934.tif," and "Bldg_12_1934.tif."

[18] Anne Grimmer, *Interpreting the Standards Bulleting 4: Inappropriate Replacement Doors* (Washington, D.C.: National Park Service, 1999), from the National Park Service Technical Preservation Services, http://www.nps.gov/tps/standards/applying-rehabilitation/its-bulletins/ITS04-Doors-Replacement.pdf (accessed January 29, 2015).

Figure 48. Photograph of the original entrance of Building 2 in 1939, showing the steel revolving door and decorative steel grate at the transom (courtesy of SFVAMC).

Figure 49. Detail of photograph of Building 1 in the 1950s, showing the double stair at the entrance (courtesy of SFVAMC).

Mechanical Systems and Rooftop Appurtenances

- Locate all new mechanical equipment as far back from the front of the building as feasible.
- When mechanical equipment must be attached to the exterior wall of the building, do not damage the original exterior wall material. For masonry walls, all attachments should anchor into the mortar rather than the masonry unit, using stainless steel anchors.
- Whenever feasible, locate heating, ventilating, and air conditioning (HVAC) units, solar panels, satellite dishes, communication towers, antenna, and wind-powered energy systems so that they are minimally visible from primary public circulation routes or significant viewpoints (see *Figure 50*). For NPS guidance on visibility of rooftop additions, refer to *Preservation Brief 14: New Exterior Additions to Historic Buildings: Preservation Concerns* in *Appendix F*.
- Replace in-window air conditioners with central HVAC where feasible. Installation of central HVAC should avoid damaging the character-defining features of the historic building. Refer to NPS *Preservation Brief No. 24: Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches* and *Interpreting the Standards Bulletin 24: Installing New Systems in Historic Corridors*, both of which are included in *Appendix F*.

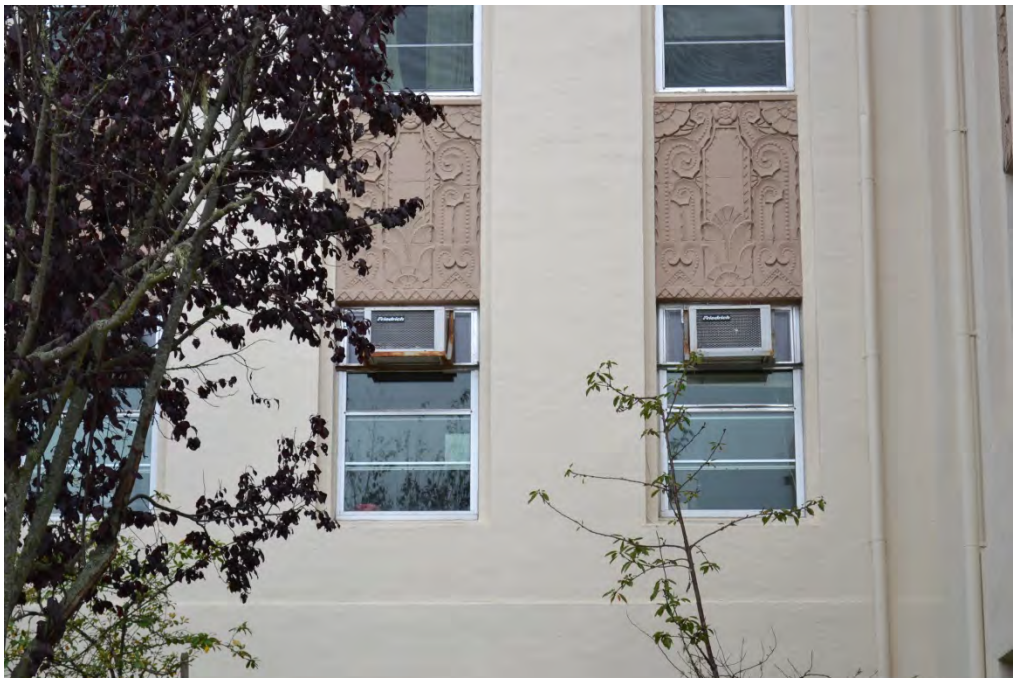


Figure 50. Photo of non-historic window units installed in the non-historic windows at Building 1 (photo by HHM, 2014).

Guidelines for Historic Interiors

- The spatial configuration of publicly accessible interior spaces—such as lobbies, corridors, and stairways—should be preserved if feasible while meeting the mission of SFVAMC.
- Within publicly accessible historic spaces, extant original finishes and fixtures should be preserved and repaired rather than replaced whenever feasible and in line with current health care standards. These include original lighting fixtures, and stair balusters and handrails (see *Figures 51* through *52*).
- The shear walls that provide seismic stability on the interior of the buildings are interesting from a historical perspective, but they do not affect the appearance of the building and they do not need to be considered for preservation.

Figure 51. Stairway in Building 7 (photo by HHM, 2014).

Figure 52. Stairway in Building 1 showing original slate stair treads (photo by HHM, 2014).

Landscaping

- Preserve and repair significant historic landscape features, which are depicted in
- *Figures 7* and *8* included in the *Introduction* earlier in this report.

- If historic manmade landscaping elements, such as walkways, are deteriorated beyond repair, they should be replaced in-kind with materials that match the color and texture of the original.
- The *Secretary's Standards for Rehabilitation* do not require the restoration of lost landscape elements or other historic fabric. However, should the opportunity arise as part of VA's ongoing long-range management of the campus, it would be consistent with the general philosophy of the *Standards* to restore significant missing landscape features, such as the original Art Deco gate that was located at the main entrance and forecourt and circular drive that were located in front of Building 1 (see *Figures 53* and *54*).
- Generally preserve existing trees within historically significant historic open spaces.
- Note that SFVAMC currently is planning to develop a Historic Landscape Study that will provide more detailed recommendations regarding landscape features.

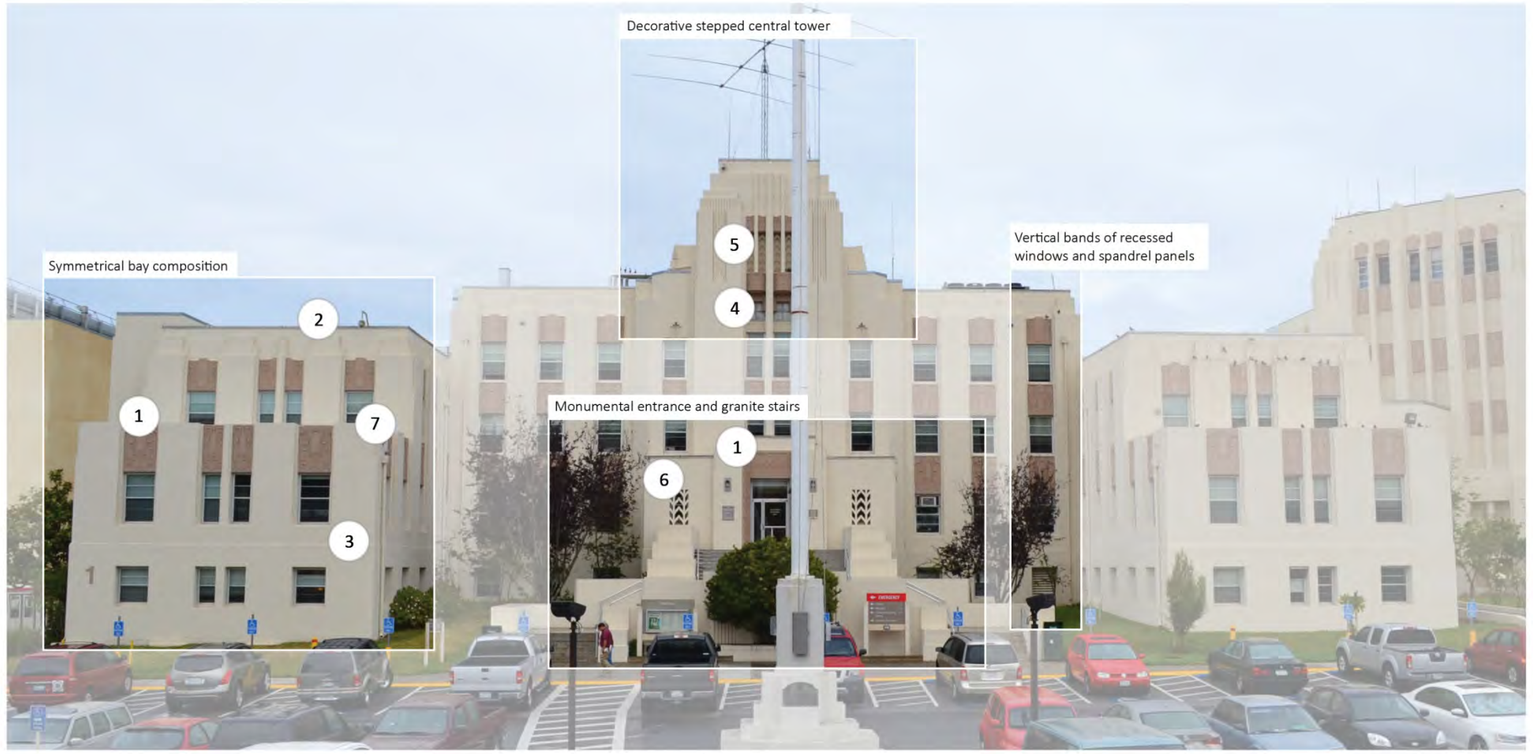
Figure 53. Historic photo showing the original main entrance gate in 1959 (courtesy of SFVAMC).

Figure 54. Historic photo showing the original forecourt and flagpole in front of Building 1 in the 1950s (courtesy of SFVAMC).

BUILDING-SPECIFIC GUIDELINES

The following section sets forth recommendations regarding the character-defining features of each contributing building, structure, or landscape feature within the SFVAMC Historic District. When planning future maintenance or rehabilitation projects, keep in mind that these character-defining resources should be preserved or restored. Alteration or removal of a character-defining resource may constitute an adverse effect under Section 106 of the NHPA. For additional guidance, refer to NPS *Preservation Brief No. 17: Architectural Character – Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving their Character*, which is included in *Appendix F*.

Note that all preservation and restoration treatments recommended in the figures below (*Figures 55 – 68*) must be performed according to the NPS *Preservation Briefs* and other detailed documents regarding the treatment of historic materials, which are compiled in *Appendix F*.



BUILDING 1
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with stepped parapet
- C-Shaped building footprint
- Three-part vertical composition: un-ornamental ground level, upper floors with ornamental terra cotta, decorative parapet and tower
- Symmetrical stepped horizontal composition: lower projecting side wings, higher center block with central tower
- Landscaped lawn surrounding building

LARGE SCALE FEATURES (LABELED BOXES)

- Symmetrical bay composition
- Decorative stepped central tower
- Decorative main entrance and granite stairs
- Vertical bands of recessed windows and spandrel panels

MATERIALS AND DETAILS

1. Decorative terra cotta spandrel panels and front door surround with Mayan Art Deco detailing (currently painted)
2. Decorative stepped pilasters with Art Deco stylistic influences
3. Painted stucco on concrete exterior walls
4. Original steel frame windows (only remaining at tower)
5. Decorative steel window grills (only remaining at tower)
6. Decorative concrete grill
7. Broken cornice line with spandrels at projecting front wings

CHARACTER-DEFINING FEATURES


1 Decorative terra cotta (currently painted)


3 Painted stucco on concrete exterior walls


5 Decorative steel window grills (only remaining at tower)


2 Decorative stepped pilasters


4 Original steel frame windows (only remaining at tower)


6 Decorative concrete grills

HISTORIC PHOTO

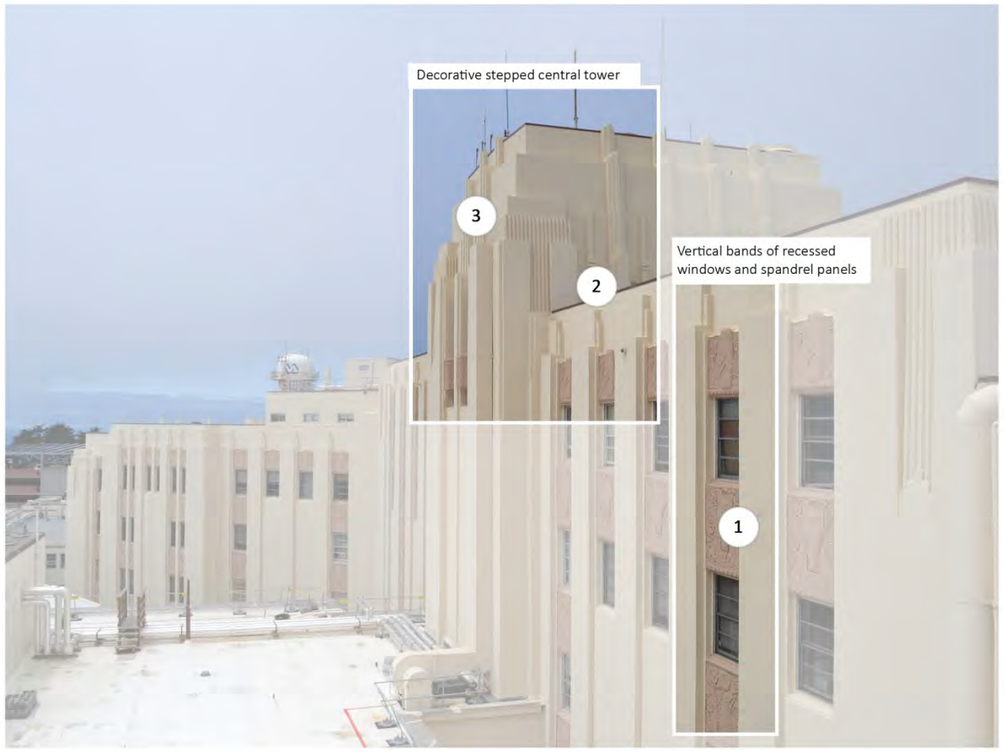

View of Building 1 and landscaped forecourt looking west, c. 1950 .
Note the original steel windows and doors and the unpainted terra cotta spandrels. (Courtesy of SFVAMC)

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Restore landscaped forecourt (see Feature 6 and 7 in "Historic Landscape Features")
- Restore front entrance as a public entrance. Restrict public access beyond interior lobby if necessary.
- Restore interior entry vestibule
- Restore original steel doors
- Replace exterior wall-mounted light fixtures with historically compatible light fixtures
- Replace aluminum frame windows with historically compatible windows
- Preserve remaining steel frame windows on tower
- Repair damage to granite stair at handrails at front entrance
- Remove antenna from tower and relocate outside significant historic viewsheds
- Remove window-mounted air conditioning units
- Maintain surrounding lawn
- Address persistent bird roosting

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

Figure 55. Character-defining features of Building 1. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)



BUILDING 2
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

Flat roof with stepped parapet

C-Shaped building footprint

Three-part vertical composition: un-ornamental ground level, upper floors with ornamental terra cotta, decorative parapet and tower

Symmetrical stepped horizontal composition: lower projecting side wings, higher center block with central tower

LARGE SCALE FEATURES (LABELED BOXES)

Symmetrical bay composition

Decorative stepped central tower

Vertical bands of recessed windows and spandrel panels

MATERIALS AND DETAILS

1. Decorative terra cotta spandrel panels with Mayan Art Deco detailing (currently painted)
2. Decorative stepped pilasters with Art Deco stylistic influences
3. Decorative steel window grills (only remaining at tower)
4. Decorative concrete grills
5. Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

Restore finish on terra cotta, remove painting using gentlest means possible

Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Replace aluminum frame windows with historically compatible windows

Maintain any existing original steel windows and window grills

Restore remaining entrances on north facade (See historic photo of Building 4)

Remove antennas from tower and relocate outside significant historic viewsheds

Remove window-mounted air conditioning units

Address persistent bird roosting

Add interpretive panels showing the original appearance of Building 2, before the construction of Building 200

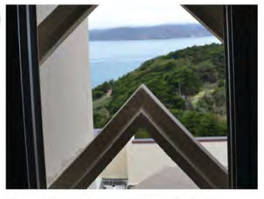
All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1

Decorative terra cotta (currently painted)

3



Decorative steel window grills (only remaining at tower)

2

Decorative stepped pilasters

4

Decorative concrete grills

HISTORIC PHOTOS

View of Building 2 and landscaped forecourt looking north, c. 1939, prior to additions of Building 200 and 203. (Courtesy of SFVAMC)

View of original entrance of Building 2, c. 1939, prior to addition of Building 200. Terra cotta eagle above door still remains in utility space (Courtesy of SFVAMC)

Figure 56. Character-defining features of Building 2. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 3
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

Flat roof

Rectangular building footprint

No entrance at ground floor; original entrance through Building 2; basement-level entrances added later

LARGE SCALE FEATURES (LABELED BOXES)

Symmetrical single-bay composition

MATERIALS AND DETAILS

1. Decorative stepped pilasters with Art Deco stylistic influences
2. Painted stucco on concrete exterior walls
3. Fluted profile on engaged pilasters between windows

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Enlarge window openings to restore their original size

Replace aluminum frame windows with historically compatible windows

Address persistent bird roosting

Remove dark paint from railings at basement stair; maintain chrome finish or paint to watch wall surface

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1

Decorative stepped pilasters

3

Fluted profile on engaged pilasters between windows

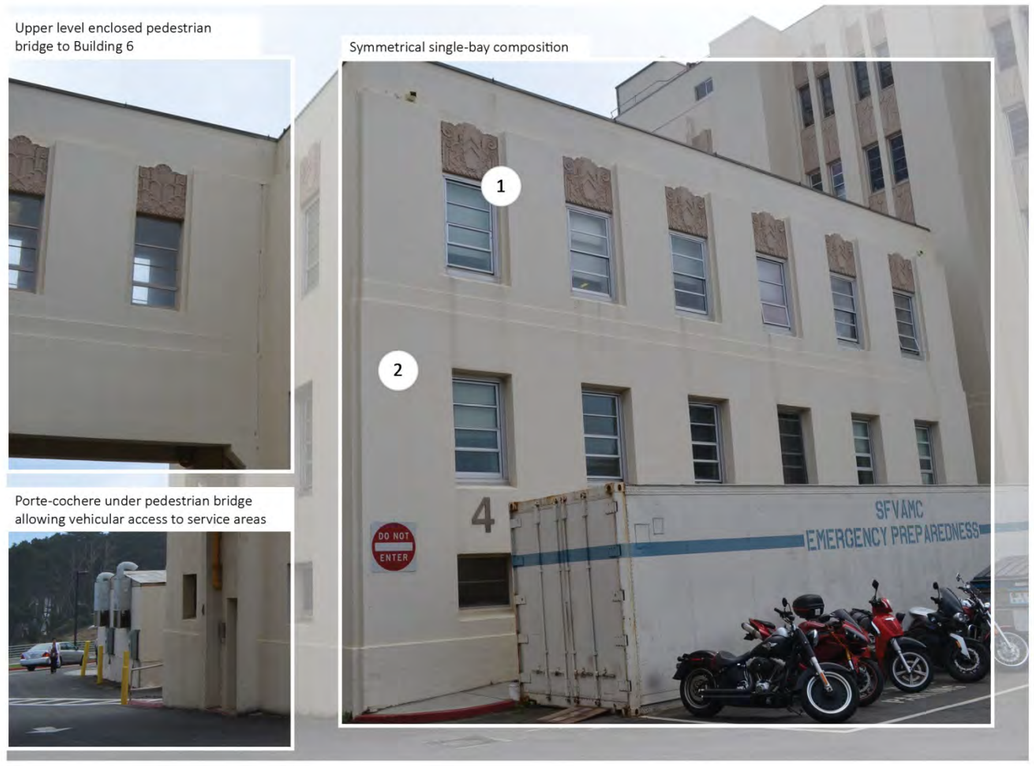
2

Painted stucco on concrete exterior walls

HISTORIC PHOTO

View of Building 3, c. 1934 . Note the original steel windows and larger window openings. (Courtesy of SFVAMC)

Figure 57. Character-defining features of Building 3. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)



BUILDING 4
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

Flat roof

Rectangular building footprint with pedestrian bridge

Three-part vertical composition: un-ornamental lower levels, upper level with ornamental terra cotta

LARGE SCALE FEATURES (LABELED BOXES)

Symmetrical single-bay composition

Upper level enclosed pedestrian bridge to Building 6

Porte-cochere under pedestrian bridge allowing vehicular access to service areas

MATERIALS AND DETAILS

1 Decorative terra cotta spandrel panels with Mayan Art Deco detailing (currently painted)

2 Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

Restore finish on terra cotta, remove painting using gentlest means possible

Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Replace aluminum frame windows with historically compatible windows

Address persistent bird roosting

Relocate non-historic exterior fire stair to southwest facade, adjacent to service functions

Relocate portable buildings to areas where they will not obstruct views of historic features

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1

Decorative terra cotta (currently painted)

2

Painted stucco on concrete exterior walls

HISTORIC PHOTO

View of Building 4, c. 1934 . Note the original steel casement windows and the unpainted terra cotta spandrels. (Courtesy of SFVAMC)

Figure 58. Character-defining features of Building 4. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 5
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

Flat roof with parapet

Rectangular building footprint

Minimal undecorated exterior

MATERIALS AND DETAILS

1 Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Address persistent bird roosting

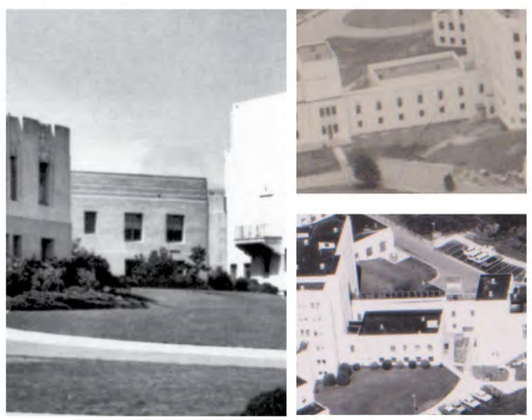
All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1

Painted stucco on concrete exterior walls

HISTORIC PHOTOS



Views of Building 5 (L-R clockwise 1950, 1934, 1968). (Courtesy of SFVAMC)

Figure 59. Character-defining features of Building 5. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

CHARACTER-DEFINING FEATURES


1 Decorative terra cotta (currently painted)


3 Painted stucco on concrete exterior walls


5 Decorative concrete grill


2 Decorative concrete features at roof line


4 Original exterior light fixtures

HISTORIC PHOTO


View of Building 6 looking south, c. 1934 . Note the original steel windows and doors and the unpainted terra cotta spandrels. (Courtesy of SFVAMC)

Figure 60. Character-defining features of Building 6. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 6
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with stepped parapet
- Rectangular building footprint with protruding tower
- Three-part vertical composition: un-ornamental ground level, upper floors with ornamental terra cotta, decorative parapet and tower
- Asymmetrical stepped horizontal composition with higher off-center tower
- Upper level enclosed pedestrian bridge to Building 4

LARGE SCALE FEATURES (LABELED BOXES)

- Decorative stepped central tower
- Decorative main entrance
- Vertical bands of recessed windows and spandrel panels

MATERIALS AND DETAILS

1. Decorative terra cotta spandrel panels, cornice band and front door surround with Mayan Art Deco detailing (currently painted)
2. Decorative concrete features with Art Deco stylistic influences at roof line
3. Painted stucco on concrete exterior walls
4. Original exterior light fixtures
5. Decorative concrete grill

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Remove incompatible enclosed exterior stairwell
- Remove incompatible awning
- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Restore front entrance as a public entrance. Restrict public access beyond interior lobby if necessary.
- Restore original steel doors
- Maintain original exterior wall-mounted light fixtures
- Replace aluminum frame windows with historically compatible windows
- Address persistent bird roosting
- Relocate portable buildings to allow view of historic building

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES


1 Decorative terra cotta (currently painted)


3 Painted stucco on concrete exterior walls


2 Decorative concrete relief

HISTORIC PHOTO


View of Building 7 looking northwest, c. 1934 . Note the original steel windows and doors and the unpainted terra cotta spandrels. (Courtesy of SFVAMC)

Figure 61. Character-defining features of Building 7. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 7
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with parapet
- Rectangular building footprint with protruding additions at northwest facade
- Symmetrical stepped horizontal composition: raised protruding side bays, lower central bay
- Landscaped lawn surrounding building

LARGE SCALE FEATURES (LABELED BOXES)

- Symmetrical bay composition
- Decorative main entrance
- Vertical bands of recessed windows and spandrel panels

MATERIALS AND DETAILS

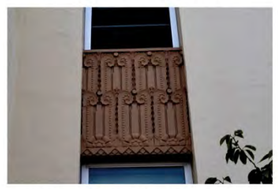
1. Decorative terra cotta spandrel panels, cornice band and front door surround with Mayan Art Deco detailing (currently painted)
2. Decorative concrete relief with Art Deco stylistic influences
3. Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Remove additions at northwest facade
- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Maintain decorative main entrance features
- Restore interior entry vestibule
- Restore original steel doors
- Replace exterior wall-mounted light fixtures with historically compatible light fixtures
- Replace aluminum frame windows with historically compatible windows
- Maintain surrounding lawn
- Address persistent bird roosting

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES


1 Decorative terra cotta (currently painted)


3 Painted stucco on concrete exterior walls


2 Decorative concrete relief


4 Decorative concrete grill

HISTORIC PHOTO


View of Building 8 looking north, c. 1950 . Note the original steel windows, unpainted terra cotta spandrels, and lack of 3rd floor additions on each stepped side wing. (Courtesy of SFVAMC)

BUILDING 8
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with parapet
- Rectangular building footprint with protruding entrance bay
- Symmetrical stepped horizontal composition: thin lower side bays (originally one story lower), higher center block
- Landscaped lawn surrounding building

LARGE SCALE FEATURES (LABELED BOXES)

- Decorative main entrance
- Vertical bands of recessed windows and spandrel panels

MATERIALS AND DETAILS

1. Decorative terra cotta spandrel panels, cornice band and front door surround with Mayan Art Deco detailing (currently painted)
2. Decorative concrete relief
3. Painted stucco on concrete exterior walls
4. Decorative concrete grill

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Maintain decorative main entrance features
- Restore interior entry vestibule
- Replace exterior wall-mounted light fixtures with historically compatible light fixtures
- Replace aluminum frame windows with historically compatible windows
- Address persistent bird roosting

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

Figure 62. Character-defining features of Building 8. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 9
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with parapet
- Rectangular building footprint with lower side bays
- Symmetrical stepped horizontal composition: lower side bays, higher center block
- Landscaped lawn surrounding building with sloping berm

LARGE SCALE FEATURES (LABELED BOXES)

- Decorative main entrances
- Concrete wing wall and gate opening with stepped pediment and wrought-iron gate

MATERIALS AND DETAILS

1. Historic-age wood double-hung windows
2. Decorative terra cotta medallions and cornice band with Mayan Art Deco detailing (currently painted)
3. Painted stucco on concrete exterior walls
4. Decorative concrete grills
5. Original decorative wood doors and transoms; stepped concrete arches at door surround
6. Molded concrete sidewalls at entrance stoops

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Maintain decorative main entrance features
- Preserve original wood doors following guidelines in Appendix E
- Preserve historic-age wood windows following guidelines in Appendix E or replace with historically compatible windows
- Replace exterior wall-mounted light fixtures with historically compatible light fixtures
- Address persistent bird roosting
- Trim vegetation away from building to prevent water infiltration and insect infestation

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

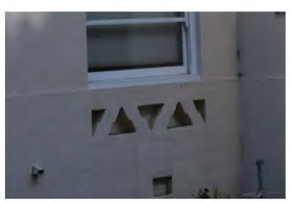
CHARACTER-DEFINING FEATURES

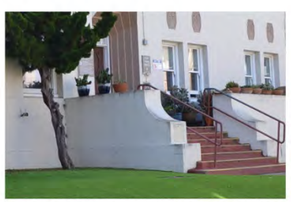

1 Historic-age wood double-hung windows


3 Painted stucco on concrete exterior walls


5 Decorative wood doors, transom, stepped concrete arches at door surround


2 Decorative terra cotta (currently painted)


4 Decorative concrete grills


6 Molded concrete sidewalls at entrance stoops

HISTORIC PHOTO


View of Building 9 looking east, c. 1934. Note the original steel windows and the unpainted terra cotta spandrels. (Courtesy of SFVAMC)

Figure 63. Character-defining features of Building 9. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 9
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with parapet
- Rectangular building footprint with lower side bays
- Symmetrical stepped horizontal composition: lower side bays, higher center block
- Landscaped lawn surrounding building with sloping berm

LARGE SCALE FEATURES (LABELED BOXES)

- Decorative main entrances
- Concrete wing wall and gate opening with stepped pediment and wrought-iron gate

MATERIALS AND DETAILS

1. Historic-age wood double-hung windows
2. Decorative terra cotta medallions and cornice band with Mayan Art Deco detailing (currently painted)
3. Painted stucco on concrete exterior walls
4. Decorative concrete grills
5. Original decorative wood doors and transoms; stepped concrete arches at door surround
6. Molded concrete sidewalls at entrance stoops

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Maintain decorative main entrance features
- Preserve original wood doors following guidelines in Appendix E
- Preserve historic-age wood windows following guidelines in Appendix E or replace with historically compatible windows
- Replace exterior wall-mounted light fixtures with historically compatible light fixtures
- Remove non-historic awnings
- Address persistent bird roosting
- Trim vegetation away from building to prevent water infiltration and insect infestation

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES


1 Historic-age wood double-hung windows


3 Painted stucco on concrete exterior walls


5 Decorative wood doors, transom, stepped concrete arches at door surround


2 Decorative terra cotta (currently painted)


4 Decorative concrete grills


6 Molded concrete sidewalls at entrance stoops

HISTORIC PHOTO


View of Building 9 looking east, c. 1934. Note the original steel windows and the unpainted terra cotta spandrels. (Courtesy of SFVAMC)

Figure 64. Character-defining features of Building 10. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 11
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

- Flat roof with parapet
- Rectangular building footprint with protruding side bays
- Symmetrical stepped horizontal composition: lower side bays, higher center block
- Landscaped lawn surrounding building

LARGE SCALE FEATURES (LABELED BOXES)

- Decorative main entrance
- Concrete wing wall and gate opening with stepped pediment and wrought-iron gate

MATERIALS AND DETAILS

1. Historic-age wood double-hung windows
2. Decorative terra cotta medallions and cornice band with Mayan Art Deco detailing (currently painted with the exception of one unpainted medallion within the enclosed side porch)
3. Painted stucco on concrete exterior walls
4. Original decorative wood doors and transoms; stepped concrete arches at door surround

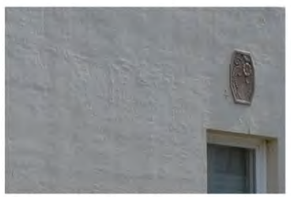
OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

- Restore finish on terra cotta, remove painting using gentlest means possible
- Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color
- Maintain decorative main entrance features
- Preserve original wood doors following guidelines in Appendix E
- Preserve historic-age wood windows following guidelines in Appendix E or replace with historically compatible windows
- Remove incompatible awning
- Replace exterior wall-mounted light fixtures with historically compatible light fixtures
- Address persistent bird roosting
- Relocate portable buildings to allow view of historic building

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES


1 Historic-age wood double-hung windows


3 Painted stucco on concrete exterior walls


2 Decorative terra cotta (currently painted)


3 Decorative wood doors

HISTORIC PHOTO


View of Building 11 looking north, c. 1934 . Note the original steel windows and the unpainted terra cotta features. (Courtesy of SFVAMC)

Figure 65. Character-defining features of Building 11. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 18
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

Flat roof with parapet

Rectangular building footprint with protruding center bays

Landscaped lawn surrounding building with sloped berm

LARGE SCALE FEATURES (LABELED BOXES)

Symmetrical bay composition

Decorative main entrance

MATERIALS AND DETAILS

1 Original decorative wood doors and transoms; stepped concrete arches at door surround

2 Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Maintain original decorative main entrance features

Maintain original wood door

Replace exterior wall-mounted light fixtures with historically compatible light fixtures

Replace aluminum frame windows with historically compatible windows

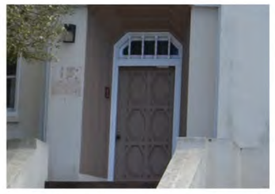
Address persistent bird roosting

Trim vegetation away from building to prevent water infiltration and insect infestation

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1



Original decorative wood doors and transoms; stepped concrete arches at door surround

2

Painted stucco on concrete exterior walls

HISTORIC PHOTO

View of Building 18 looking south, c. 1934 . (Courtesy of SFVAMC)

Figure 66. Character-defining features of Building 18. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

BUILDING 20
CHARACTER-DEFINING FEATURES

OVERALL FEATURES
Flat roof with parapet

Long rectangular building footprint

LARGE SCALE FEATURES (LABELED BOXES)
Garage door openings

MATERIALS AND DETAILS
1 Decorative wood brackets supporting wood awning

2 Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION
Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Maintain original wood brackets

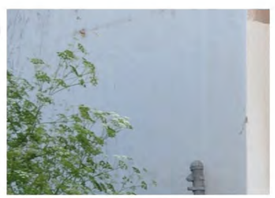
All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1

Decorative wood brackets

2



Painted stucco on concrete exterior walls

Figure 67. Character-defining features of Building 20. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

FLAGPOLE
CHARACTER-DEFINING FEATURES

OVERALL FEATURES

Located on axis with entrance to Building 1

Stepped concrete base with plaque

MATERIALS AND DETAILS

1 Bronze plaque

2 Painted stucco on concrete exterior walls

OPPORTUNITIES FOR IMPROVEMENT AND RESTORATION

Conduct paint analysis to determine original exterior colors, and restore original exterior stucco color

Restore landscaped forecourt (see Feature 6 and 7 in "Historic Landscape Features")

Maintain bronze plaque

All work done should comply with the Secretary of the Interior's Standards for the Treatment of Historic Buildings (http://www.nps.gov/tps/standards/four-treatments/standguide) and relevant Preservation Briefs (http://www.nps.gov/tps/how-to-preserve/briefs.htm). See the appendix for copies of these documents.

CHARACTER-DEFINING FEATURES

1

Bronze plaque

2

Painted stucco on concrete exterior walls

HISTORIC PHOTO

View of flagpole and landscaped forecourt looking north, c. 1950 . (Courtesy of SFVAMC)

Figure 68. Character-defining features of the Flagpole. (Current photos by HHM, 2014; historic photos courtesy of SFVAMC..)

Enhancing Non-Contributing and Non-Historic Buildings

The appearance of both non-contributing buildings within the historic district and non-historic buildings outside of the historic district boundaries affects the visual character of the historic district as a whole. While few of these buildings are taller than the major historic buildings, they often are larger in scale than some of their historic counterparts and deflect attention away from the historic buildings that should be the focal point of the campus. In a number of cases, existing non-contributing buildings have been constructed in the middle of historic viewsheds, so that they block the public's views of the historic buildings altogether. The guidelines below provide solutions for enhancing the overall aesthetics of the SFVAMC campus by minimizing the visual interruption of non- contributing and non-historic buildings.

Maintaining a Consistent Color Palette

Today, the buildings on the SFVAMC campus feature a variety of finishes, with an inconsistent color palette (see *Figures 69* and *70*). Determining the correct color scheme to use to unify the campus is complicated by the fact that the original buildings have been painted using a color scheme that is not historically accurate. Once paint analysis has indicated the original color palette (as recommended under the *General Guidelines* for Exterior Walls), it may be possible to unify the campus by painting non-contributing and non-historic buildings with compatible colors. This does not necessarily mean painting the buildings to match. Instead, use one consistent neutral shade as the base for the paint rather than a variety of whites, off-whites, and creams.

Figure 69. Series of photographs showing the inconsistent color palette across the Historic District. From left: the off white and brown of Building 2 opposed to the yellow and orange of Building 203; Building 13 contrasting the unfinished gray concrete of the parking garage Building 209; and the bright white of Building 210 juxtaposed to the off white and brown of Building 2 (photos by HHM, 2014).

Figure 70. Photograph of Stanford University, illustrating how the consistent color scheme visually unifies the campus, despite the varying architectural styles of the different buildings. Source: Stanford Knight Management Center, Cupertino Electric, Inc., http://www.cei.com/our-work/stanford-knight-management-center (accessed January 20, 2015).

Treatment of Building 203

Building 203 presents special challenges. Constructed in 1976, apparently without attention to NHPA requirements, it contributed substantially to the cumulative adverse effect of new construction on the original campus. However, it was designed by the renowned architect William Pereira, who was known for his use of monumental building forms and textured concrete façades. Iconic buildings designed by Pereira include the Transamerica Pyramid in San Francisco and the Geisel Library and the University of California, San Diego. A number of buildings designed by Pereira have been listed in the NRHP; these include the 1955 Superior Oil Company in Los Angeles and the 1967 Forum in Los Angeles, which was nominated for exceptional significance in the area of architecture despite the fact that it is not yet 50 years old. Numerous additional buildings designed by Pereira have been determined eligible for listing in the NRHP. Building 203 may therefore be a significant building in its own right, which some may argue is eligible for the NRHP, if not now, in 2026 when it crosses the 50-year age threshold implied by 36 CFR 60.4(g). It is advisable to be prepared for this possibility.

However, Building 203's architectural integrity has been compromised over the years. When completed in 1976, it was a thoroughly contemporary textured concrete building with deeply recessed windows arranged in a staggered fenestration pattern with a staccato rhythm. Historic black-and-white photographs taken at the time of construction suggest that the color of the original concrete was compatible with the color palette of the adjacent historic buildings (see *Figure 71*). The subsequent application of a ceramic tile veneer conceals the original textured concrete, regarded as a character-defining feature of Pereira's work. In addition, the colors, mottled pattern, and shiny texture of the veneer are incompatible not only with Building 203, but also with the contributing buildings of the SFVAMC Historic District and distract attention away from them (see *Figure 72*). Building 203 thus has an ongoing adverse effect on the SFVAMC Historic District, but on the other hand, its architectural qualities and association with Pereira make it possible that it might be considered eligible for the NRHP in its own right once it approaches 50 years of age.

Options for treatment of Building 203 include demolishing it, restoring it to its original appearance, or taking no action. Each option would undoubtedly provoke criticism. In the event the VA opts to pursue restoration, the veneer should be removed using the gentlest means possible to prevent damage to the concrete underneath, and the work should reflect the *Secretary's Standards for Restoration*.

Figure 71. Aerial photograph dated 1976, showing Building 203 as originally constructed in the left foreground (courtesy of the VA).

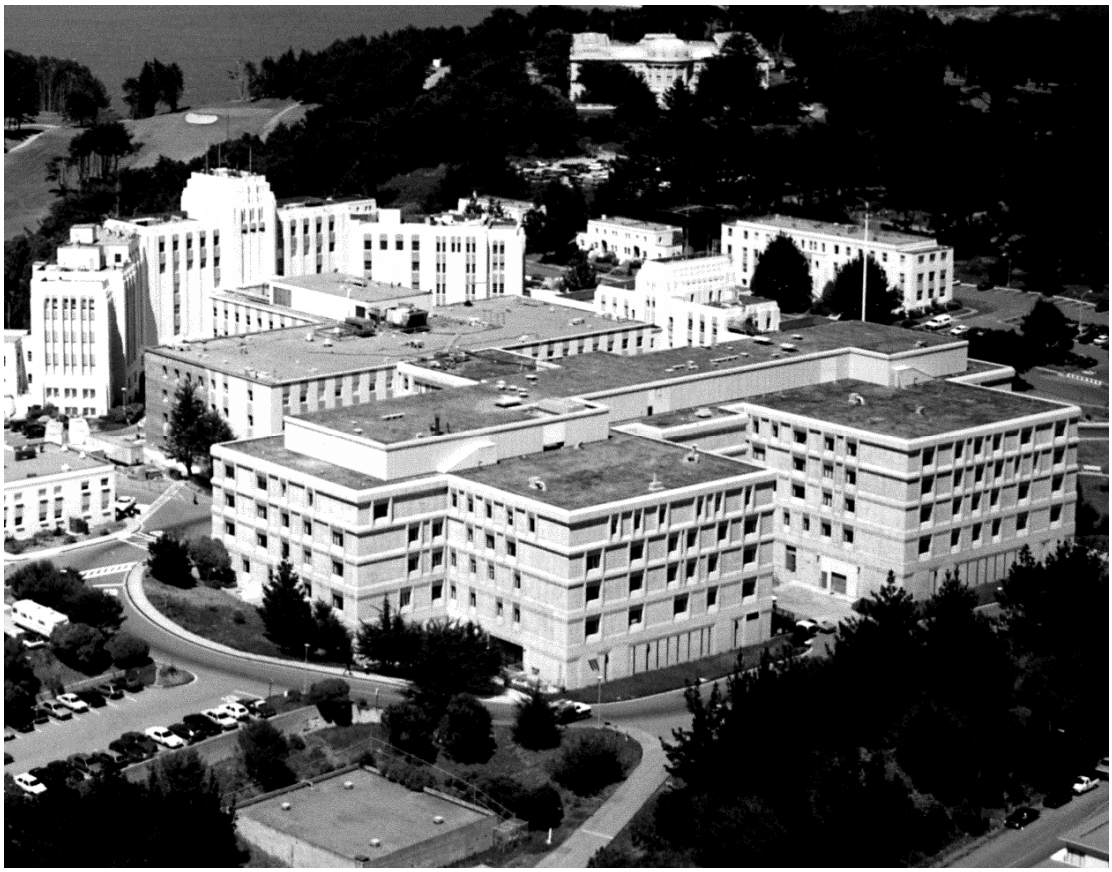


Figure 72. View of Building 203, facing northeast, ca. 1989 (courtesy of SFVAMC).

Vegetating Parking Garages

Outside the boundaries of the SFVAMC Historic District, the parking garages on the west side of the campus interrupt the natural character of the views from West Fort Miley.

Adding vegetation to the exterior walls of the parking garages, as shown in *Figure 73*, may diminish their visibility and intrusive quality and enhance the natural setting of both the SFVAMC campus and West Fort Miley. Vegetating parking garages is a low-cost option that would make the campus more aesthetically appealing and would minimize impacts on views from the FMMR Historic District.

Figure 73. Examples of vegetated buildings. Source: Sakib Ahmed, "The Biophilic Cities Project," Sustainability at the University of Virginia, September 23, 2014, http://www.virginia.edu/sustainability/the-biophilic-cities-project/ (accessed January 20, 2015).

MANAGING IMPACTS ON SUBSURFACE HISTORIC PROPERTIES

Although no prehistoric or early historic sites have been identified on the SFVAMC campus, it is not impossible that such sites once did exist there, and that remnants of them remain. Specifically, it is known that the entire campus was previously part of the City of San Francisco's Golden Gate Cemetery, which was moved in 1909 with the land given to the Military. Human remains have been found during landscaping and utility work around the Palace of the Legion of Honor.

That said, the chances of disturbing significant archaeological resources, Native American cultural items, or graves on the campus are too slight, and the land surface is too disturbed, to justify the expense of conducting archaeological surveys in advance of construction projects at the SFVAMC. As an alternative, construction, maintenance and grounds-keeping personnel should be alerted to the possibility that they might encounter such resources in the course of their work, and a standard procedure should be put in place to ensure that any such discovery is appropriately and respectfully handled. Stipulation II(d) of the PA on the VAMC's LDRP provides one model for such a procedure, but the SFVAMC may be well advised to develop a more efficient one through further consultation.

IMPLEMENTING THE GUIDELINES

These design guidelines fulfill stipulations set forth in the PA among the US Department of Veterans Affairs, Veterans Health Administration, San Francisco Veterans Affairs Medical Center; the ACHP; and the California SHPO regarding the Long Range Development Plan for the

San Francisco Veterans Affairs Medical Center (LRDP-PA). The design guidelines have been developed with the assistance and input of all consulting parties to the PA. Adoption of the design guidelines is subject to the approval of all consulting parties. The final, approved design guidelines will become an addendum to the LRDP-PA.

The design guidelines should be integrated into the VA's master planning activities and used at the earliest stages of any proposed project in order for the plan to be effective and to fulfill one of its primary strategic goals. Too often, many of the issues identified and discussed in the design guidelines are undertaken near the conclusion, rather than the beginning, of a proposed project and typically leads to unnecessary delays and cost overruns that easily could be avoided.

Stipulation III of the LRDP-PA establishes procedures for reviewing projects carried out under each "sub-phase" of the LRDP to ensure that impacts on historic properties are appropriately considered. These procedures differ from one another slightly based on the "review category" to which they are assigned. The review categories are:

- A: LRDP Sub-phases Located Within the SFVAMC Historic District
- B: LRDP Sub-phases Located Adjacent to the SFVAMC Historic District
- C: LRDP Sub-phases Located Adjacent to the Fort Miley Military Reservation Historic District
- D: LRDP Sub-phases Located Outside and/or Out of Visual Range of Historic Districts

For categories A, B, and C, the PA stipulates that additional consultation is required under Section 106. The PA also stipulates that projects in these categories must demonstrate that they meet the *Secretary's Standards* and these design guidelines.

These design guidelines should be used by the LRDP-PA consulting parties and others in evaluating the adequacy of proposed approaches to addressing the impacts of each proposal for modifying the SFVAMC campus, regardless of the PA review category to which it is assigned. Obviously, however, some guidelines will be more applicable to projects falling into some review categories than they are to others.

Besides implementation of the PA, these design guidelines should be employed by VA in planning Major, Minor, Non-Recurrent Maintenance, and Recurrent Maintenance projects at the SFVAMC (see *Figure 74*).

Does the Proposed Project Comply with these Design Guidelines?

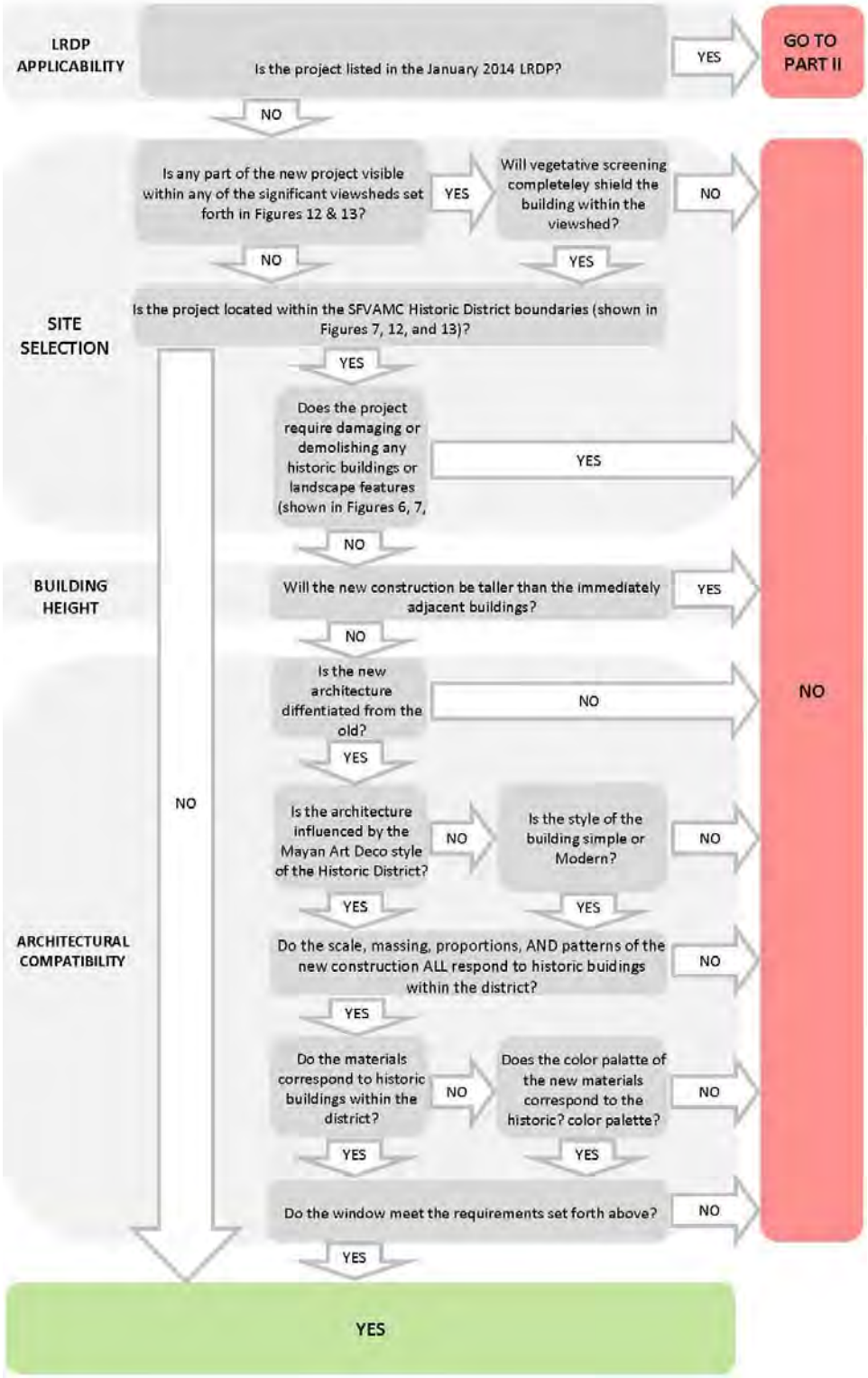


Figure 74. Decision tree for determining whether a proposed project complies with these design guidelines, to be applied in consultation with relevant stakeholders.

PROFESSIONAL QUALIFICATION STANDARDS

Although these design guidelines are intended to be used by non-professionals and by professionals in fields other than Historic Architecture, the design of projects in accordance with the guidelines will be facilitated by the use of qualified and experienced professionals. VA should ensure that all design work on SFVAMC construction and renovation projects is informed by licensed architects who meet the *Secretary of the Interior's Professional Qualification Standards for Historic Architecture* (see *Appendix H*).

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