Appendices

Appendix A

Draft Planning and Design Guidelines

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Public Health Service Hospital District

February 2004

Draft Planning and Design Guidelines
Public Health Service Hospital District

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(cover photo: PHSH, c. 1953, Park Archive and Record Center Photo Collection, Golden Gate National Recreation Area)

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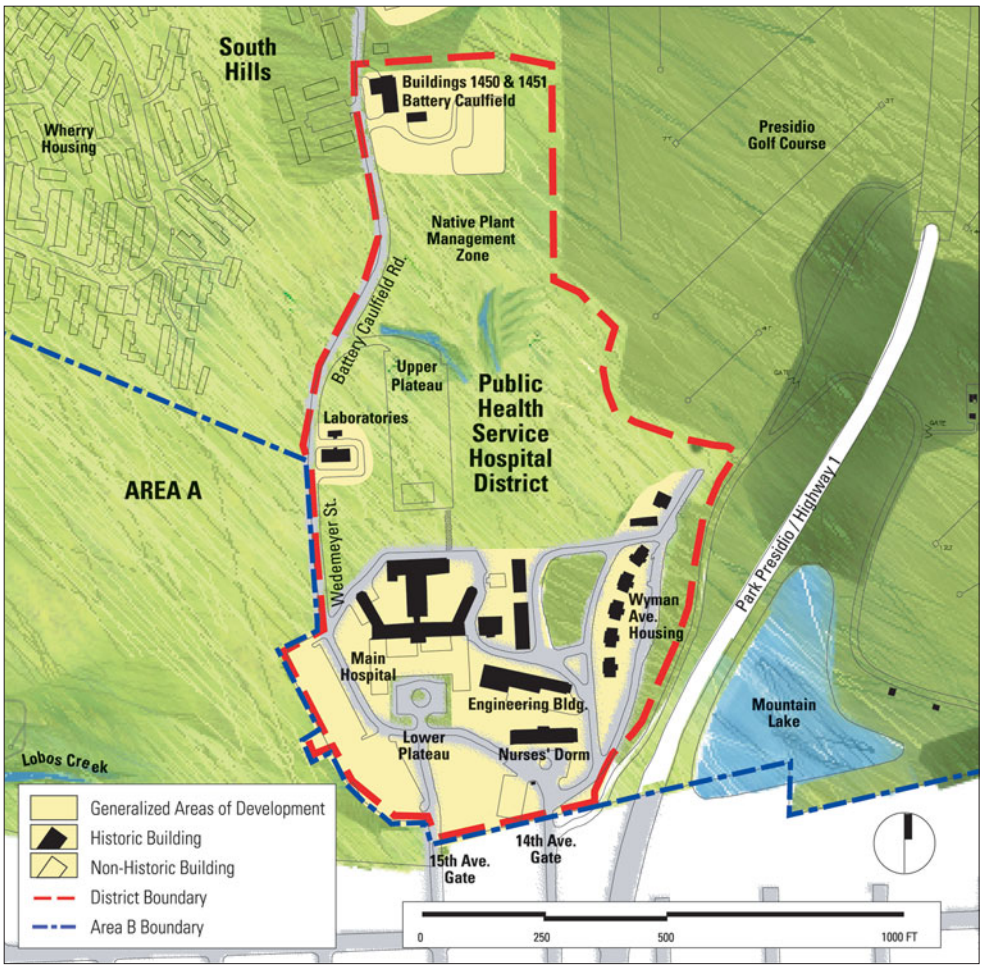
I. Introduction and Purpose

Surrounded by important natural resources and adjacent to a vibrant city, the Public Health Service Hospital district offers great opportunities for working, living, sightseeing, hiking, biking, recreation, and education. It also presents the challenge of integrating new uses into a sensitive and historic surrounding.

The district encompasses approximately 42 acres and 400,000 square feet of building space in the south-west corner of the Presidio. It consists of two distinct areas. The lower area contains the former Public Health Service Hospital complex, a group of 17 buildings and landscapes all related to the hospital function. The upper area is Battery Caulfield, a former Nike Missile site that includes below-ground structures and several acres of asphalt. The largest building in the district, the Public Health Service Hospital (Building 1801) consists of a 1932 historic structure of 174,000 sf and 1952 non-historic additions to the front and rear which total 125,000 sf. There are seven historic residences within the hospital complex, four of which are duplexes totaling 24,000 sf. Nine other buildings, including dormitories and offices, complete the campus and total an additional 74,000 square feet.



PHSH DISTRICT PROJECT BOUNDARY
source: PTMP

The PHSH complex sits on a raised plateau, known as the lower plateau, overlooking San Francisco neighborhoods and hills to the south, Mountain Lake to the east, and Lobos Creek Valley and the ocean to the west. Rising steeply behind the main hospital building is another plateau, known as the upper plateau, which consists primarily of native vegetation including the endangered plant species, San Francisco Lessingia.

North of the upper plateau sits Battery Caulfield, formerly a Nike Missile facility, constructed by the Army in 1953. Battery Caulfield has the visual character of an industrial site and consists of two flat terraces formed out of a natural plateau, with paving covering most of its approximately 3-acre site. All that is visible of this facility are paved areas with steel doors set in the concrete pavement. Below these doors are underground storage magazines, measuring 40 by 60 feet.

Adjacent to Battery Caulfield is the historic radio transmitter building (Building 1450) and the historic generator building (Building 1451). Both were constructed during World War II to serve the coastal defense batteries. During the deployment of the Nike missile site, from 1953 until 1974, these two buildings were used to provide office space, quarters, maintenance and storage functions to support the missile operation. They are now used for office and storage space. Building 1451 will be used by the Trust in the future to house telecommunications equipment and is not included in this offering.

A. PURPOSE OF THE DOCUMENT

The draft Planning and Design Guidelines provide a framework for new use of the Public Health Service Hospital district.

The purpose of the Guidelines is to reiterate and explain the planning principles and district guidelines presented in the Presidio Trust Management Plan (PTMP), and to develop them to provide more specific guidance to the design and development team selected for the reuse of the site. The Guidelines will also be used by Trust staff to review project submittals, and when final, to review proposed work. The general public may use the draft, and later the final Guidelines, as an indicator of planning and design intent for the area.

The Guidelines cover a wide array of physical planning opportunities and issues present in the PHSH district, from scenic views to transportation, from building design to habitat preservation.

These Guidelines are presented here as a draft, and will be finalized as part of the development agreement after considering public comment and consultation with the historic preservation agencies.

II. Setting

A. NATIONAL PARK SITE IN AN URBAN SETTING

The Presidio of San Francisco is a unit of the Golden Gate National Recreation Area. As such, the Presidio attracts local, national, and international visitors who take advantage of interpretive programs and exhibits and visit the historic military sites, as well as visitors who enjoy the natural resources and scenery. The Presidio also contains almost six milllion square feet of building space, much of it vacant. The Presidio Trust Management Plan, adopted in August 2002, describes how building space will be used and states that the Presidio will remain an open space haven with its natural, historic, scenic, cultural, and recreational resources preserved for public use and enjoyment.

B. NATURAL LANDSCAPE

The Presidio is one of the few places on the San Francisco peninsula where significant traces of the area's original ecology persist. Geological, hydrologic, climatic, and ecological forces created the physical conditions that the Presidio's first inhabitants found, and they continue to shape the Presidio. Understanding and acknowledging these factors in the on going use and transformation of the landscape is critical.

Part of the Presidio Trust's mandate is to preserve, protect, and enhance the park's natural and cultural resources for the benefit of the public. The Public Health Services Hospital district includes important natural features that contribute to the Presidio's uniqueness and that must be protected.

The Presidio Trust and National Park Service have jointly developed a guiding document, called the Vegetation Management Plan (VMP) for the Presidio. It provides a management framework for protecting, enhancing, restoring and rehabilitating the native and planted vegetation of the Presidio. This includes rehabilitation of the historic forest and landscape management zones, and outlines objectives and actions for native plant and ecological restoration sites. Most of the vegetation types identified in the VMP are present within or adjacent to the Public Health Service Hospital district, and their future treatment will be guided by the VMP.

Character-defining Features of the Natural Landscape

Topography and Soils

The site occupies a promontory ridge that separates Mountain Lake and Lobos Creek. Much of the site slopes toward Lake Street; the grade change across the site from north to south is approximately one hundred feet. Before it was developed, the area consisted of dunes; soils are sandy and prone to erosion.

Drainage

The PHSH complex is located at an extremely sensitive point in the Lobos Creek Watershed. Its west side drains into Lobos Creek, the source of the Presidio's drinking water, and its east side drains into Mountain Lake, one of only two natural lakes in San Francisco. Protecting the quality of water draining into the lake and the creek is essential. Below the slope upon which Battery Caulfield sits, there is a seep which drains into seasonal wetlands known as the Nike Swale.

Vegetation

The upper plateau supports significant native plant communities and wildlife habitat that include coast live oaks, grasses, and perennial and woody dune scrub vegetation. Within this area, places where the ground surface has been disturbed support the San Francisco Lessingia (Lessingia germanorum), an endangered species.

Non-native plant species on the site include iceplant, mixed dune slack vegetation, non-native grasses, a strip of Monterey Pine immediately north of the hospital, and a strip of Blue Gum Eucalyptus to the east of the Lessingia area.

Seasonal wetland plants are found at the Nike Swale.

Wildlife

The availability of water, together with woodland, riparian scrub, and wetland plants provide habitat for a diversity of wildlife. Quail Commons, a 1.5 acre site north of Battery Caulfield, is a nesting and winter covey feeding area. Battery Caulfield serves as a corridor for nesting and foraging quail, and the area south of it, known as the upper plateau, is one of the most valuable bird habitats in the Presidio.

C. NATIONAL HISTORIC LANDMARK DISTRICT

A National Historical Landmark is a property of national historical significance as designated by the Secretary of the Interior under the authority of the Historic Sites Act of 1935. The Presidio of San Francisco was designated as a National Historic Landmark in 1962, with an updated designation in 1993.

The updated designation defines the Presidio's "period of significance" as 1776 to 1945. When considering the built environment, buildings and features are considered to be historic if they were constructed during the period of significance and they have retained their historic integrity. Of the Presidio's approximately 850 buildings, 470 are historic and are classified as "contributing features" to the Landmark district. The PHSH complex is part of the district and contains 16 contributing historic structures. Its period of significance is from 1875, when the original Marine Hospital was established, to 1945. However, an historic district such as the Presidio consists of more than just individual historic buildings. It also includes contributing archeological resources, road corridors, and site structures. Within the PHSH district, there is one known archeological resource, the former Marine Cemetery, on the plateau north of the hospital buildings. There are also three predicted resources: a remnant of the Lobos Creek water control system,

known as the the Hottaling Tunnel, which once connected Mountain Lake to Lobos Creek; remnants from the 19th-century era hospital and possible farm sites which occupied the site prior to the hospital; and the area surrounding Mountain Lake, which has high potential for prehistoric archaeology sites.

The Public Health Service Hospital itself was not included in the 1962 landmark district. It was added in the 1993 National Register of Historic Places Registration Form update. The 1993 update states the foundation for its inclusion in the landmark district:

> "The definable areas of the Presidio's Historic landscape and the range and diversity of resources within it are not limited to developments associated with the early Spanish-Mexican occupation and with the myriad of military activities of the United States Army: other federal and civilian entities have shared portions of the reservation. " [Section 8, page 8-4, paragraph 2]

It goes on to identify the Public Health Service Hospital, the Coast Guard station on Crissy Field, the golf course, and the Panama-Pacific International Exposition as some of the non-military places or buildings that exist or have existed within the Presidio throughout its history.

The update then explains the PHSH's association with the Presidio and the reason for being part of the historic district:

> "The history of the Marine Hospital and Presidio are intertwined both in the development of reservation lands and in the provision of services to the community. As a civilian facility, the Marine Hospital provided free medical care, both short-term and convalescent, to merchant marines. The longstanding presence of the hospital on the reservation enriches the function and role of the Presidio in the historic development of San Francisco and the Bay Area." [Section 8, pg 8-32, par. 2.]

The PHSH district contains many historic buildings which contribute to the Presidio's landmark status. Of the 17 PHSH complex buildings all but one structure (Building 1803) and two additions (to Buildings 1801 & 1802) are listed on the National Register. Battery Caulfield, developed during the Cold War, has been determined to have no historical signficance. This determination is due to the extensive changes that have been made to the Nike Missiles structures in the years since their deployment. Adjacent to Battery Caulfield is the historic radio transmitter building (Building 1450) and the historic generator building (Building 1451). Both buildings were constructed during World War II to serve the coastal defense batteries, and both utiliarian concrete buildings are listed as contributing to the National Landmark District.

Evolution of the Hospital Complex

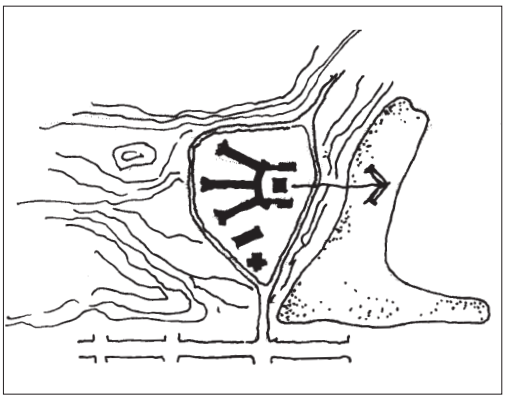
The Marine Hospital Service, operating under the Department of the Treasury, was established in 1798 to provide free care for the world's merchant seamen coming ashore at America's growing and busy ports. The first Marine Hospital in San Francisco was built in 1850 and was located at Harrison and Spear Streets on what was then Rincon Hill. It was damaged in an earthquake in 1868, and a location for a new hospital complex was

ORIGINAL US MARINE HOSPITAL IN SAN FRANCISCO AT SPEAR AND HARRISON STREETS, CONSTRUCTED IN 1850
source: National Library of Medicine

selected within the boundaries of the Presidio military reservation adjacent to Mountain Lake. The Army leased 85 acres along its southern edge on the east and west sides of Mountain Lake to the U.S. Treasury for the new marine hospital site.

By 1875, the Marine Hospital complex was completed. It consisted of one- and two-story wood frame buildings creating a small complex on the west bank of Mountain Lake, facing east toward San Francisco. Initially, its three long hospital wards were laid out in a radial pattern behind a small group of administrative buildings. New buildings were continually added. In 1912, the Service was reorganized and renamed the U.S. Public Health Service (USPHS), to reflect its emerging role as the Federal guardian of public health. The Public Health Service presence in San Francisco is of national significance as the birthplace of epidemiology and the first use of a laboratory and scientific method to determine the existence and prevention of disease (during the period 1900 to 1907).

A Hygiene Laboratory was established during this period at the hospital complex to aid researchers and public health officials in combatting serious health risks. By the late 1920's, it was determined that the hospital complex was inadequate to serve the needs of a modern hospital, and planning began for the construction of a new, bigger hospital on the site. Before the USPHS was willing to allocate money to new construction, however, it wanted a more permanent title to the land. Terms were renegotiated with the Army in 1927 to assign the land to the USPHS in a formal transfer, which included a reverter



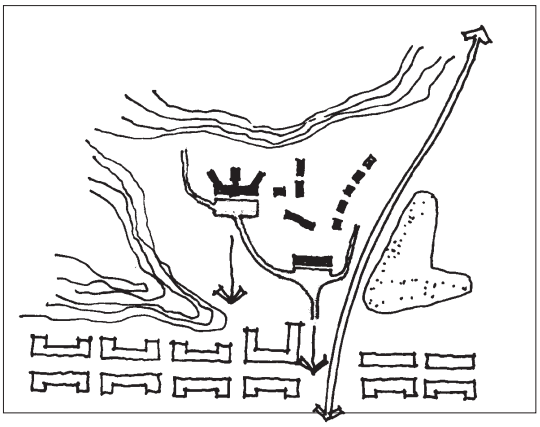
US MARINE HOSPITAL SITE PLAN, CIRCA 1875, ORIENTED EAST, FACING MOUNTAIN LAKE
source: Presidio Trust

AERIAL PHOTO OF US MARINE HOSPITAL TAKEN IN THE LATE 1920S
source: Park Archive and Record Center Photo Collection
Golden Gate National Recreation Area

clause giving the Army the right to reclaim the land whenever it ceased to be used for the Marine Hospital. This land assignment reduced the size of the parcel from 85 to 35 acres.

In 1928, plans were completed for the new 472-bed hospital. The old wooden structures had to be kept in use until the new structures were complete, therefore the main hospital building was located on open land west of the original hospital structure. After the new buildings were completed most of the older structures were demolished.

The new hospital building faced south, towards the city. The change in orientation away from Mountain Lake can be explained by the fact that San Francisco had grown considerably since the 1875 hospital was planned, so that now a new urban residential neighborhood adjoined the site's southern boundary. The 1932 main hospital constrasted greatly with the modest frame structures that it had replaced. The new buildings reflected the expanded role of the federal agency whose mission it was to guard public health, and also conformed to contemporary trends, when government buildings reflected public and civic aspirations. The period from 1922 to 1936 is considered by the Public Health Service to be its most significant historical period is the development of health issues in the United States.



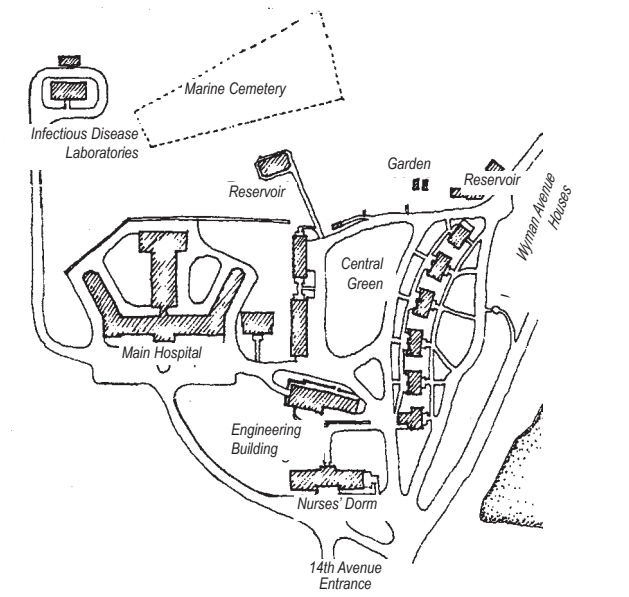
THE 1932 SITE LAYOUT ORIENTED THE COMPLEX TOWARDS THE CITY NEIGHBORHOODS TO ITS SOUTH
source: Presidio Trust

Little is known about the architecture firm that designed the complex. The work was undertaken by the Treasury Department under the direction of its Acting Supervising Architect, James Wetmore, who oversaw the construction of Federal buildings during one of the Department's most prolific periods of building. The Public Building Act of 1926 authorized construction of large, new Public Health Service hospitals in San Francisco, Seattle, Baltimore, and New Orleans. All these hospital complexes are strikingly similar in appearance with narrow wings, brick exteriors, and similar Colonial Revival architectural details.

Certain buildings and elements from the original San Francisco Marine Hospital were retained and integrated into a new site layout. Three buildings were kept: Building 1807, used for staff quarters, constructed circa 1920; Building 1809, constructed in 1920, and Building 1810, built in 1915, both of which were officer's residences.

The complex was divided between the hospital and a housing area. Building 1801, the main hospital, formed the centerpiece of the PHSH complex. It visually dominates the surrounding buildings with its seven-story height and 174,000 square feet. The nurses' dorm, Building 1808, the second largest building in the complex, would have been the first thing a visitor saw upon entering from the 14th Avenue gate, which was originally the site's only entrance.

The two parts were integrated around an open green whose shape was a remnant of the 1875 radiating hospital ward buildings which formerly stood there. The five almost identical officers' residences along Wyman Avenue were arranged in a curving row which



PHSH SITE PLAN CIRCA 1932
source: Presidio Trust

aligned with two existing residential structures. Today, this residential group maintains the original hospital's eastward orientation toward Mountain Lake. An ancillary facility which contained a group of laboratory buildings (Buildings 1818 and 1819) was located north of the main hospital and connected to it by Wedemeyer Road.

The Marine Cemetery, located north of the present-day hospital, was created in the late 1880s to bury those who died while at the hospital. The list of burials, which is estimated to include as many as 585 graves, includes sailors from around the world, ranging from Scandinavia to the Hawaiian Islands. The cemetery was used until approximately 1915, when interments stopped. Photos taken in the 1930s make it clear that the cemetery was maintained with neat rows of white grave markers. Photos from the 1950s indicate that the grave markers were no longer present, although the cemetery site can be clearly distinguished. In 1969, in order to construct a large parking lot north of the hospital that could be connected to the hospital by a pedestrian bridge, fill was added on top of the western portion of the cemetery to provide a level grade for the parking lot. Excavations performed in 1994 in the area of the former cemetery identified human remains under approximately 10 feet of fill, confirming that the grave sites remain to this day.

In the early 1950s, plans were drawn up to expand the size of the hospital. By this time, the USPHS had moved from the Treasury Department to the Federal Security Administration, forerunner to the Department of Health, Education and Welfare [known today as Health and Human Services]. Design and construction was handled by the Public Building Administration, who hired the San Francisco firm of Douglas Dacre Stone and Lou B. Mulloy to design two large seven-story wings attached to the front of the existing hospital. In the twenty years since the original hospital was designed, Modernism gained currency and the addition to the hospital was designed in the Modern vocabulary. The architects of the addition used the same buff brick and massing as in the existing structure but dramatically increased the amount of glazing by grouping double hung windows in strongly expressed horizontal bands. The two wings are connected by a one-story structure at the ground level and offer two entrances into the building instead of a single, central entrance. Large glazed areas on the ground floor at the southern corners of each wing face the reconfigured entrance area. Blue glazed ceramic panels were used on the front face of each wing. Roof terraces covered with cantilevered roofs provided an excellent viewing opportunity for hospital patients. During this same remodeling of the hospital, a new road segment was added to create another entrance to

TWO WINGS AND A CENTRAL OFFICE SECTION WERE ADDED IN 1952 TO THE MAIN HOSPITAL BUILDING
source: Presidio Trust

the PHSH from 15th Avenue, and a large parking lot was added to the southwest of the main hospital by filling what was formerly a sandy slope. The brick and steel gates and the large parking lot to the west of this road segment were added at the same time. An addition was made to the Engineering Building on its west side, and two two-story additions were made to the rear, middle wing of the original hospital.

Development of the Battery Caulfield

At the same time the original PHSH complex was being extensively remodeled, the Army was beginning construction of the Nike Missile site on a site north of the PHSH complex. Given the name Battery Caulfield, it was constructed in 1953 as part of a national anti-aircraft defense system. A response to the Cold War threat, it is one of 300 sites constructed by the Army to protect the 40 most populous U.S. urban areas. These Nike Missile sites were virtually identical in design. At Battery Caulfield, there are three underground storage magazines where the Nike Missiles were stored. There is a pair of steel trap doors which connect the magazines to the paved surface above. Missiles were transferred, via elevators, from the underground magazines to the surface, where steel racks and launching assemblies were built on either side of the trap doors. Today, only the paving and the underground magazines remain.

By 1974, this surface-to-air missile system was made obsolete by the widespread deployment of intercontinental ballistic missiles. Within the Golden Gate Recreation Area, besides Battery Caulfield, there are Nike Missile sites remaining at Fort Funston and Fort Barry, in the Marin Headlands. The Fort Barry installation is the only Nike Missile site in the U.S. that has been restored and is open to the public.

Adjacent to Battery Caulfield are two concrete buildings which were constructed as part of the World War II building campaign at the Presidio. Building 1450, constructed in 1942, was a radio transmitting station built to serve the coastal defense batteries. It is a

BUILDING 1450 VIEW FROM THE SOUTHWEST
source: Presidio Trust

two-story utilitarian structure with a small third floor penthouse. Building 1451, which sits next to it, was constructed in 1943 as a generator building to support the radio transmitting activities operating next door. Once the three Nike Missile silos were constructed on adjacent land, these two buildings were adapted to serve this new function. Building 1450 was used for missile launch control, sleeping quarters, and for missile maintenance. Building 1451 was also used to support missile operations. The buildings and missile launch areas were surrounded by a chain-link fence to create a secure compound.

Although Building 1450 is a utilitarian concrete structure, it nevertheless has some exterior stylistic elements, most notably a series of decorative, recessed beltcourses which span between the windows to accent the horizontality of the building. The building's entry door, framed by a heavy cast-in-place molding, provides an additional decorative feature. Architecturally, it is one of the most "modern" early 1940s buildings constructed at the Presidio. Building 1451 is utilitarian without any notable stylistic features.

D. THE LANDSCAPE OF THE PHSH COMPLEX

Defining Cultural Landscape

The Presidio has been inhabited continuously for hundreds of years; it is likely that Native Americans created encampments near Mountain Lake before European settlement, and the De Anza party camped on the shore of the lake before moving farther into the Presidio. The Presidio has been affected by human activity, as revealed by infrastructure, roadways, paths, buildings, and designed open spaces that transformed the site, vegetation, drainage, and topography.

The 1996 publication, The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes, designates places like the Presidio as cultural landscapes: "geographical area[s] (including both cultural and natural resources and wildlife or domestic animals therein) associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values." Parts of the Presidio can be described more specifically as historic designed landscapes, which are "consciously designed or laid out by a landscape architect, master gardener, architect, engineer, or horticulturist according to design principles" and may display aesthetic values or be associated with significant practitioners, events, or trends in landscape architecture. Historic landscapes are dynamic and change over time and attain a range of cultural values.

The Secretary's Standards outline procedures for the rehabilitation of cultural landscapes like the Presidio based on the understanding that such sites evolve over time. Rehabilitation is defined as "the act or process of making possible a compatible use for a

property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."

The principle of cultural landscape rehabilitation is that new development should respect the historical character of the site without simply replicating it. Interventions should be informed and inspired by extant (existing) features and important non-extant features (features that no longer remain) in the cultural landscape, and significant existing features should be preserved and enhanced. However, new designs should not attempt to reconstruct or imitate what existed previously in ways that are falsely historical or inappropriate for current uses.

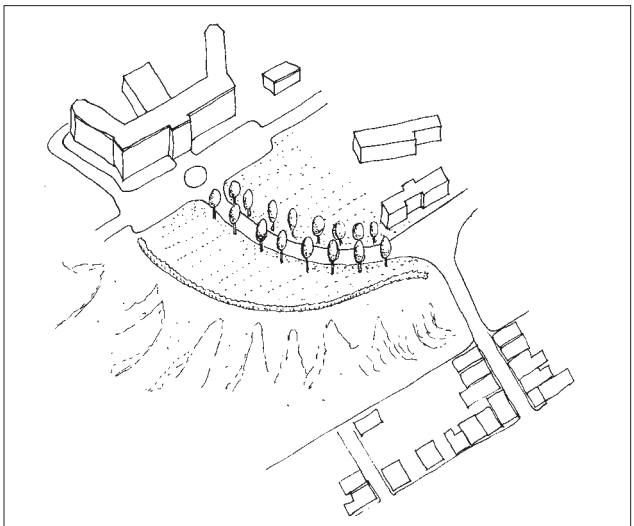
Cultural Landscape Features

Spatial Organization

The PHSH complex has two types of open space: primary, formal open spaces that served as public faces, and enclosed, internal semi-public spaces. The hospital and nurses' dorm presented a formal, monumental front to the city that included a parking terrace, an entry drive, and a lawn. However, both the entry drive and the great lawn were significantly changed in the 1950s and these features are no longer extant. Another formal open space is created by the sloping lawn which sets off the Wyman Avenues houses (Buildings 1811 -1815) when seen from Mountain Lake. This open space remains essentially unchanged.

In addition to these large, formal public spaces, the site included a series of enclosed semi-public spaces that were internal to the complex. There were two courtyards between the wings of the 1930s hospital building, and the hospital complex was separated from the officers' housing by a central green bordered by trees.

The physical organization of the PHSH complex is based on having one dominant building surrounded by support buildings whose proximity is determined by functional and programmatic considerations. The hospital occupied the most prominent position on the site; associated buildings were located adjacent to it; and the infectious disease laboratories were isolated at the back of the site. The officers' housing comprised a distinct precinct within the complex that was smaller in scale and oriented differently from the institutional buildings.



THE FORMAL LAWN IN FRONT OF MAIN HOSPITAL, CIRCA 1932
source: Presidio Trust

Topography and Drainage

The configuration of the PHSH complex was strongly informed by the site's topography, which played an

important role in the siting of the complex. The core development was on a relatively level natural bench in the south-facing slope of the ridge. The area directly above the building complex was reserved for the cemetery and cistern, and the area below it was left open, allowing views of the landscape that each complex faced.

To protect water quality in Mountain Lake and Lobos Creek, drainage from the PHSH complex was directed to the city of San Francisco combined sewer system.

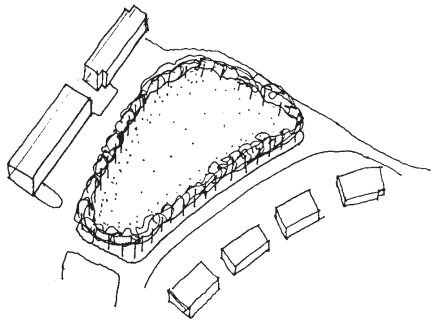
Circulation

During its period of significance, (from 1875 to 1945) the complex was an enclave without a roadway connection to the rest of the Presidio. The hospital was the visual endpoint of a curving, tree-lined drive that entered the Presidio at 14th Avenue and expanded into a parking terrace in front of the building. This curving road way was replaced as a result of the 1952 building renovation, which reconfigured the road and parking in front of the hospital, and added a direct roadway connection to 15th Avenue. The nurses' dorm served as a kind of gatehouse for the main building when 14th Avenue was the only entry into the site. The present-day connection between Battery Caulfield Road and Wedermeyer Road was constructed in the early 1980's after the Army took over the complex.

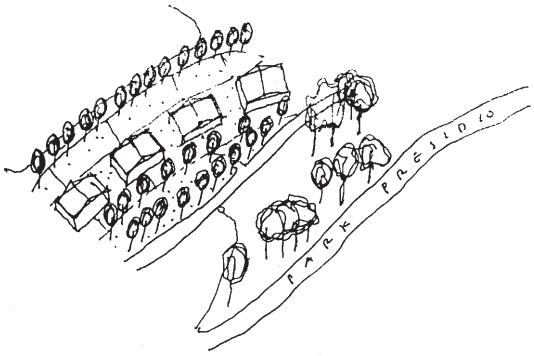
The Wyman Avenue houses included walks parallel to the road along the front and back of the row and walks that connected each building to the road and to the central green.

Vegetation

Vegetation was used to articulate different kinds of spaces at the PHSH complex. Acting as a foreground to the hospital building, a formal open space was created, consisting of a sloping lawn bisected by the curving entry drive.The drive was lined with evenly spaced, clipped trees. The lawn's curving southwestern edge was defined by a trimmed hedge. At the center of the complex, the central green was articulated by tree planting at its edges and lawn in the middle. The Wyman Avenue houses were defined by lines of trees at their back and its front as well as by a forested area between Wyman and Park Presidio Boulevard. The north and west sides of the cemetery were bordered by a cypress windrow. The former tennis court across the street from Building 1808 was defined by a



THE CENTRAL GREEN, CIRCA 1932
source: Presidio Trust



WYMAN AVENUE DOMESTIC LANDSCAPING
source: Presidio Trust

group of eucalyptus trees which still remain. Many of the buildings in the complex were partly surrounded by foundation planting.

The site includes a large stand of Monterey Pine trees just north of the hospital. Today these trees buffer views of the hospital service areas from the upper plateau and provide a visual backdrop for the hospital building from the city.

Site Structures and Objects

The site includes a number of small-scale features that are significant remnants of historical domestic life at the PHSH complex. The front yards of the two most northern houses on Wyman Avenue were defined by low battered walls. Directly to the west of these houses was a terraced garden, separated from the central green by a concrete retaining wall. Within the garden, the foundations of a pair of small greenhouses still remain along with planting beds defined by wood.

Character-Defining Landscape Features

- Open space which defines a foreground to Building 1801 and 1808
- Open space which defines a foreground to the Wyman Avenue houses when viewed from Mountain Lake
- Central green serving as a semi-public open space, consisting of a flat lawn area defined by trees
- Buildings sited to respond to topography and views
- Historic road alignments associated with Wyman Avenue houses and central green
- Residential landscape associated with Wyman Avenue houses

THE MAIN HOSPITAL BUILDING, AS IT APPEARED IN 1932, DOMINATES THE COMPLEX BECAUSE OF ITS SIZE AND PROMINENT POSITION.
source: Park Archive and Record Center Photo Collection, Golden Gate National Recreation Area

- Remants of the historic garden, including retaining walls, stairs and greenhouse foundations
- Tree stands surrounding former tennis courts
- Tree stands on slope behind Building 1801

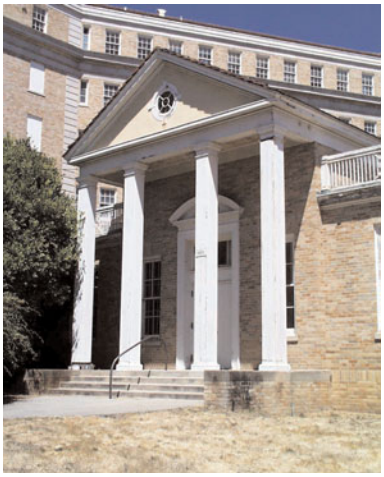
E. THE ARCHITECTURE OF THE PHSH COMPLEX

The building complex which exists today retains much of the original design intent of the 1932 plan despite the 1952 additions to the main hospital and the engineering building. Even the new roadway entrance from 15th Avenue and the gate and the large parking lots added to the site did not substantially alter the character of the complex. When the 1932 hospital complex was designed, its main orientation changed from facing Mountain Lake to facing south, to the city of San Francisco. A new site plan was developed which retained three of the buildings from the previous hospital complex, and also retained the majority of the former road system. Today, Wyman Avenue, Belles Street, and Park Boulevard remain essentially unchanged from their earlier alignment. The designer of the 1932 hospital was able to create a complex of 16 buildings which are well-organized according to a functional program and are also responsive to the natural topography.

Materials

The main hospital (1801) and the nurses' dorm (1808) are the largest buildings on the site and are finished in buff brick. Smaller institutional components, such as the laboratories

BUFF BRICK AND FLAT CLAY ROOFING TILES ARE USED ON ALL TYPES OF BUILDINGS WITHIN THE PHSH COMPLEX
source: Presidio Trust



(1818 and 1819) and the recreation building (1805) are also buff brick buildings. Residential and service buildings are finished in painted stucco. The Wyman Avenue houses have white painted stucco walls but use buff brick for their foundations. Flat clay roofing tiles are used on most of the buildings. They are a unifying element which create a cohesive building complex.

NURSES' DORM, BUILDING 1808
source: Presidio Trust

Stylistic and Architectural Elements

A strong Colonial Revival architectural vocabulary is used throughout the complex in both institutional and residential structures. For the main hospital (1932 portion), the basic division of the elevation into a base, middle, and top represents a classical organization pattern. The hospital facade, as well as all PHSH buildings, are strongly symmetrical. The building entrance is located in a central projecting bay with three arched openings forming the entry. Limestone facing laid to look like cut blocks is used on the first floor to create a base story and is used for window sills and heads. Terra cotta which imitates the appearance of limestone creates classical banding at the cornice between sixth and seventh story. Stone quoining articulates the corners and adds to the classical effect. The nurses' dorm also has a prominent central entrance emphasized by a partially recessed porch with square wood columns. The railing over the porch and the octagonal cupola are strong Colonial Revival details which further emphasize the center of the building. The recreation building also emphasized the same central entry with a pedimented porch with large columns. The classical door surround demonstrates the stylistic rigor applied to these buildings. On the other hand, the buildings that do not have public or instititional functions are much plainer and less detailed. The laboratories (1818 and 1819) and the dormitory buildings (1806 and 1807) have some classical detailing, but it is used very sparingly.

WOOD, DIVIDED LIGHT WINDOWS ARE USED THROUGHOUT THE MAIN HOSPITAL BUILDING
source: Presidio Trust

Divided-light, wood double-hung window are used consistently on all buildings except for the engineering building (1802), used singly or combined in pairs or threes. Applied to both the large-scale, seven-story hospital and to the one-story laboratory buildings, this window type is a significant character-defining feature.

The Wyman Avenue houses are designed in the Colonial Revival style on a residential scale. These buildings have defined bases, expressed frequently by differentiating the foundation from the main floors of the house. Although Buildings 1812 through 1815 are duplexes, each duplex shares a single entry porch and is designed to look like a single

ONE OF THE WYMAN AVENUE DUPLEX HOUSES
source: Presidio Trust

house. The two front doors are detailed in such a way as to appear to be part of a single, central door.

Character-Defining Building Features

Materials

- Buff Brick, with limestone and terra cotta trim
- Red clay tile roofs
- Stucco wall finishes
- Double hung (six-over-six) wood windows

Stylistic Elements

- Centralized entry, often with a porch
- Classical architectural details: porches and columns, railings, moldings, classical elements used at roofs (cupolas, pediments, eave details)

Building Form

- Symmetrical building massing and facade organization
- Wide range of building scale and typology from small residences to the imposing main hospital
- One dominant building with secondary and support buildings organized around it
- Long narrow buildings and wings that facilitate excellent daylight access
- Articulation of the building base emphasize the building's full contact with the ground, giving a solid weighty appearance

III. Planning and Design Guidelines

A. INTRODUCTION

The following section presents Draft Planning and Design Guidelines for the PHSH complex that address issues of site planning, protection of natural resources, public access, landscape, transportation, building location, massing and scale, and architectural design. These Guidelines will be finalized only after public input and consultation with historic preservation agencies. Their purpose is to reiterate and explain and develop the planning principles and planning district guidelines stated in the Presidio Trust Management Plan, in order to provide specific direction to a third party proposing to develop the district. The ultimate goal of the Planning and Design Guidelines is the protection of the historic buildings and landscapes at the PHSH as well as the facilitation of design excellence in all new building and development on the site. The guidelines are divided into eight categories:

Spatial Organization, Open Space and Views

Historic Preservation Considerations

New Construction

Landscape Design

Natural Resource Protection

Circulation and Parking

Public Access

Environmental Sustainability

Page references throughout the text which follows refer to the Presidio Trust Management Plan (Adopted August 2002.)

B. SPATIAL ORGANIZATION, OPEN SPACE, AND VIEWS

Topography has influenced the development of the PHSH district, with the majority of the development on the lower plateau closest to the city and Mountain Lake. Development of the lower plateau has resulted in a dense concentration of buildings within a compact designed landscape. Buildings are sited according to function and hierarchy in a campus-like setting. Development of the Nike Missile site at the upper plateau was for industrial uses, and included almost 3 acres of paved surfaces and underground missile storage facilities. It evolved for purely functional reasons and does not relate strongly to its immediate context. Unlike the PHSH complex, which has a strong visual and physical links to the adjacent city, the Nike Missile site is ringed by tall trees to the north and east and to the south, overlooks an open space with distant city views. It stands apart from the rest of the district and does not relate to the PHSH complex.

- Respect the natural and historic terrace landform and avoid major regrading and construction on slopes (p.98)
- Maintain the historic patterns of development on the lower plateau (p. 96). The formal placement of buildings around open spaces and the definition of open space and streets though planting should be retained, as shown in Figure 1
- Substantially maintain the "foreground" in front of Buildings 1801 and 1808, and the open space foreground in front of the Wyman residences
- Maintain in part or whole the “central green” west of the Wyman Avenue houses and north of the engineering building as a remnant of the 19th century road network and a defined open space
- Protect the open space between Battery Caulfield and the PHSH complex as a sensitive natural area that contains wetlands and rare plant habitat (p.98)
- Preserve and enhance view corridors and panoramic viewsheds, as shown in Figure 1

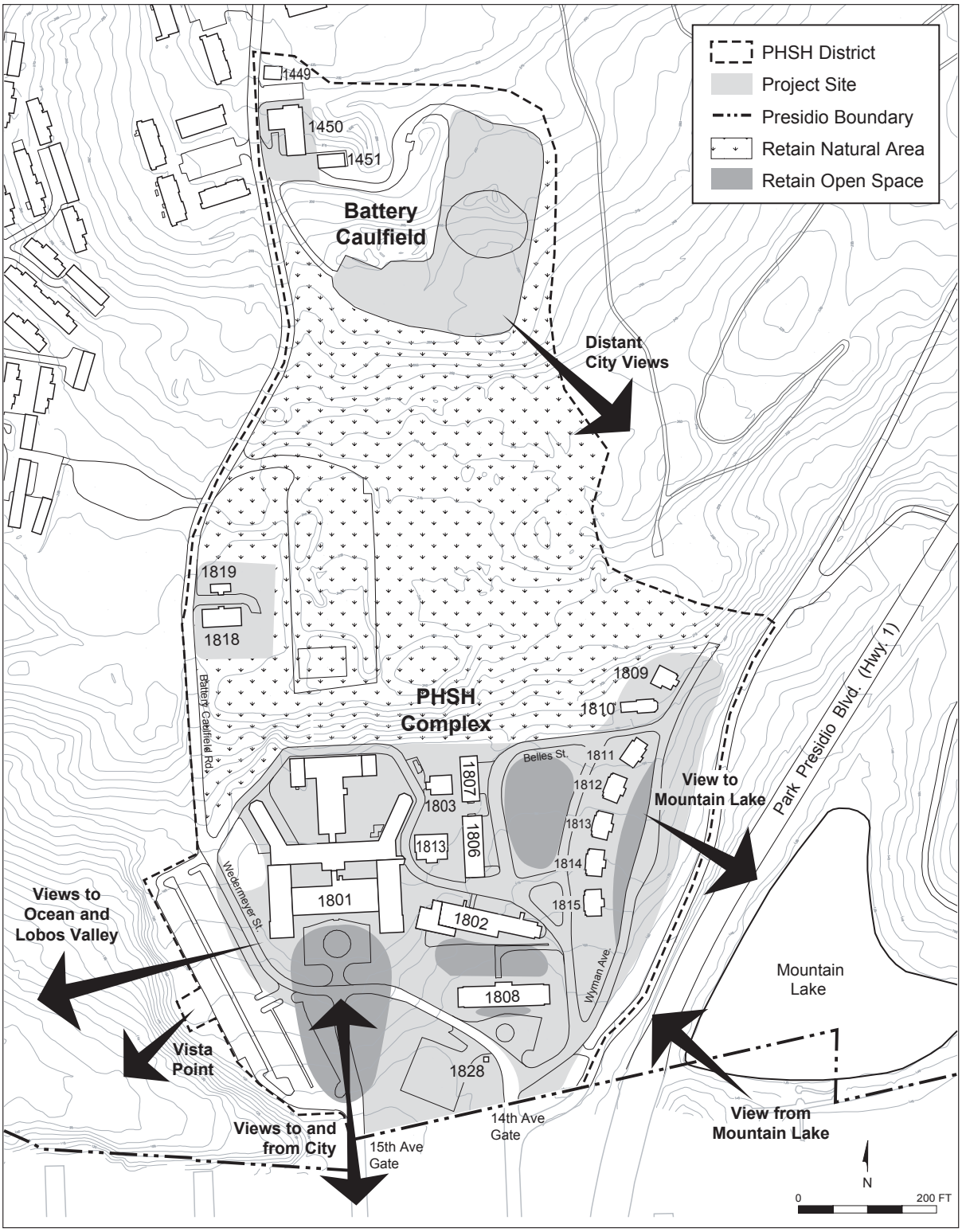


FIGURE 1: OPEN SPACES AND VIEWS *Source: Presidio Trust, 2003*

C. HISTORIC PRESERVATION CONSIDERATIONS

The Public Health Service Hospital complex is included in the Presidio's 1993 National Register listing as contributing to the National Historic Landmark District. Of the 17 buildings in the PHSH complex, only Building 1803 is listed as non-contributing, although the main hospital and the engineering building include non-historic additions. The Nike Missile site is not a contributing feature. Figure 2 indicates the historic buildings in the district.

The integrity and character of the historic PHSH buildings and its associated historic landscape must be protected. Planning new uses for the PHSH site may involve demolition of non-historic buildings and building additions, which is permitted. Replacement construction less than or equal to the square footage of the demolished sections, is also permitted, but all proposals for replacement construction must be compatible with the character of the historic district.

- Maintain the historic patterns of development, primarily at the PHSH complex (p. 96)
- Rehabilitate historic buildings compatibly for feasible new uses, in accordance with The Secretary of the Interior's Standards for the Rehabilitation of Historic Properties and the Guidelines for Rehabilitating Buildings at the Presidio of San Francisco (p.5)
- Consider taking advantage of the federal Historic Preservation Tax Incentives program by performing a certified rehabilitation of historic structures. The proposed rehabilitation must follow the Secretary of the Interior's Standards
- Make every effort to adapt the historic structures to compatible new uses that require minimal alteration of the character-defining materials, features, spaces and spatial relationships of the buildings and their settings (p.5)
- Identify significant character-defining features in historic builings, both interior and exterior to determine what is original and therefore sensitive to change
- Removal of non-historic additions, and restoration of lost features (when adequate historic documentation exists) is encouraged but not required. Removal of the 1950s-era central one-story section which connects the two wings would contribute greatly to enhancement of the historic building facade
- Undertake cultural landscape rehabilitation in accordance with The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines the Treatment of Cultural Landscapes (p.5)
- Design new landscape features and elements to be compatible with the historic setting to enhance remnants of the cultural landscape
- Protect archeological resources and preserve them in place. If such resources must be disturbed, mitigation measures will be undertaken in accordance with the Secretary of the Interior's Standards for the Treatment of Archeological Resources (p.11)

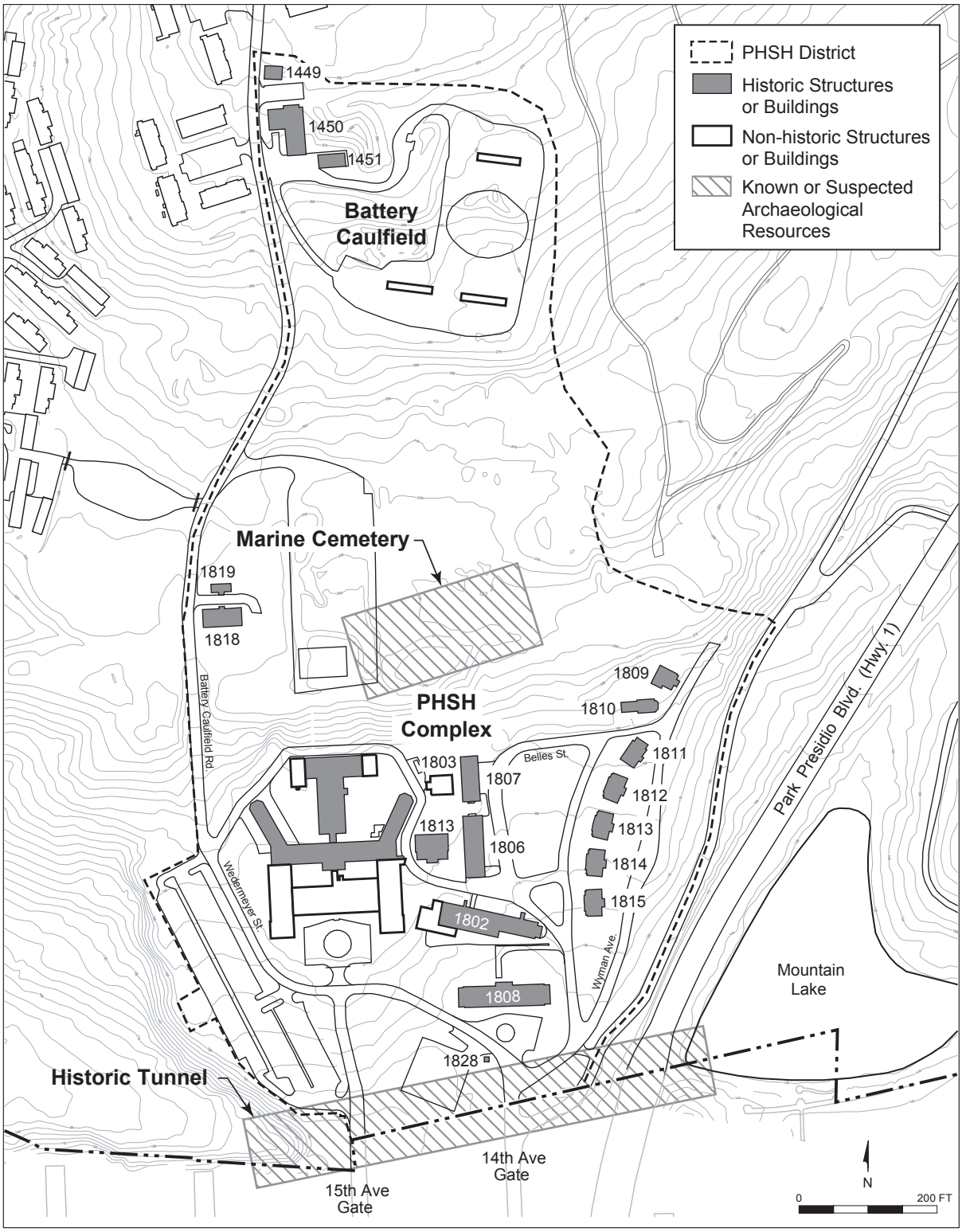


FIGURE 2: HISTORIC STRUCTURES AND RESOURCES *Source: Presidio Trust, 2003*

D. REPLACEMENT CONSTRUCTION

Replacement construction may be considered at the PHSH site if non-historic buildings or building additions are removed. Consistent with the PTMP, one square foot of new construction is permitted for every square foot of existing building space that is removed, up to 130,000 square feet of new construction. (p.94)

Replacement construction offers an opportunity to create architectural and landscape design that complements the historic PHSH complex. Developing an appropriate design vocabulary, and employing high quality materials and well-crafted details will ensure that new buildings and landscape elements are compatible.

- Maintain the historic character of the PHSH site by locating replacement construction and additions close to existing buildings, to reinforce the compact, campus-like setting (p. 97)
- Respect historic spatial relationships, scale, and orientation of buildings when locating replacement construction within the PHSH complex (p.96)
- Relate building heights for replacement construction to the height of adjacent existing structures. (p.97) Figure 3shows how maximum building height should be allocated and where replacement construction may occur
- Keep replacement construction within the PHSH complex compatible with the historic architecture, taking cues from the character-defining features of the existing buildings
- Ensure that any replacement construction does not supercede the former hospital as the predominant building in the complex (p.97)
- Make replacement construction within the PHSH complex complement the existing scale, massing, color and material palette (p.97)
- Ensure that new additions, exterior alteration, or related construction does not destroy historic materials that characterizes 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 (p.7)
- Locate new and replacement construction to protect and preserve views and vistas. Provision of unobstructed and expansive vistas into public areas of the site is critical (p.98)
- Locate replacement construction within Battery Caulfield in such a way as to minimize its visual impact on adjacent areas. Limit new construction to existing paved areas, and develop a visual character distinct from the PHSH complex that responds to Battery Caulfield's specific natural surroundings

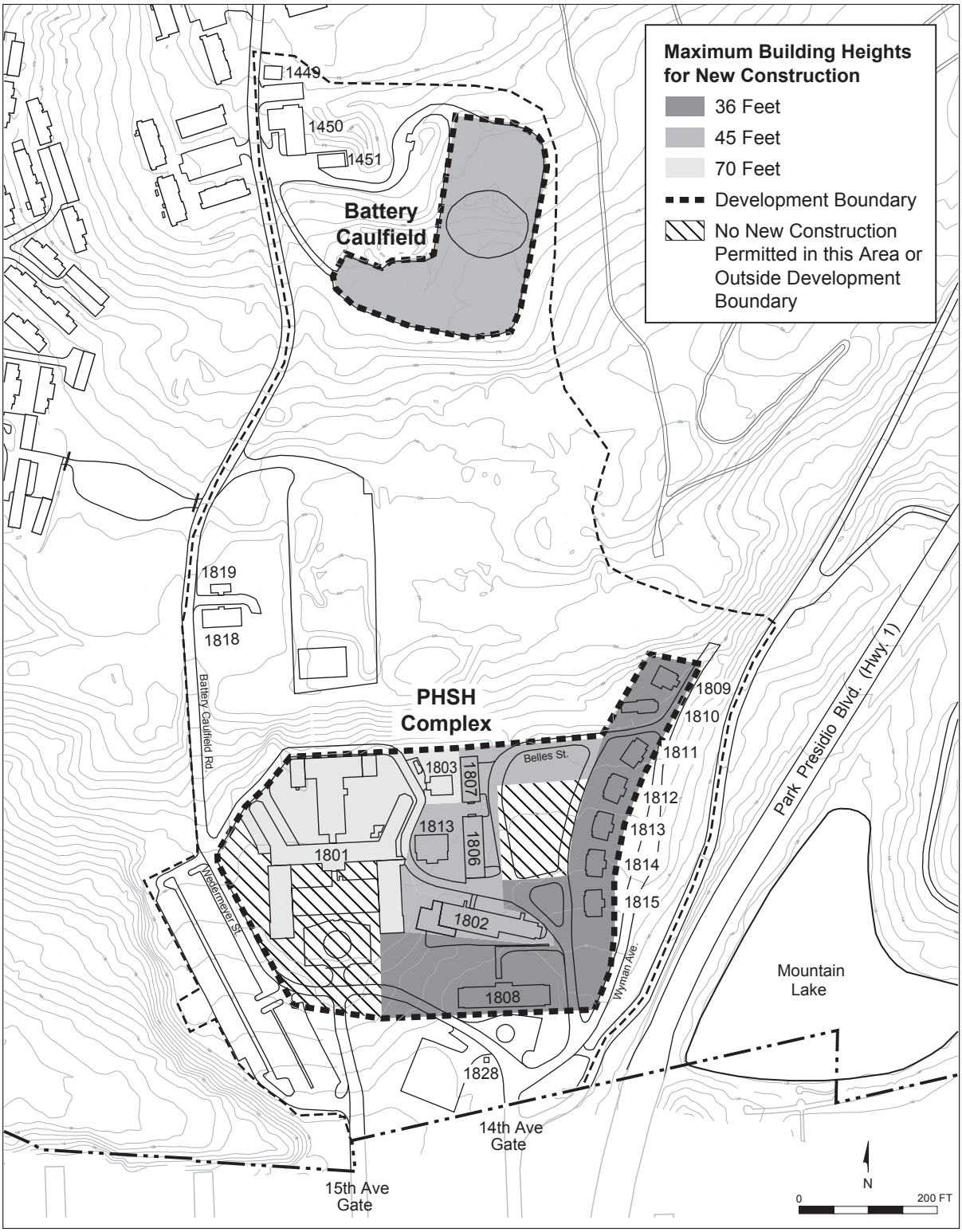


FIGURE 3: HEIGHT LIMITS AND DEVELOPMENT BOUNDARIES *Source: Presidio Trust, 2003*

E. LANDSCAPE DESIGN

The PHSH complex's designed landscape consists of a compact site plan in which planting articulates open space, and defines public and private zones. The original designers used uninterrupted, sloping lawns to create formal, public faces to the city. For example, an open foreground in front of the hospital and nurses' dorm was used to set off these important buildings. Another important open space in front of the Wyman Avenue house gave this building group a foreground when seen from Mountain Lake. Tree stands were planted to create screening, and small scale elements were used to create residential settings. Figure 4 indicates the location of major remnant cultural landscape features. The PHSH landscape is a mix of institutional and residential scales, including public, semi-public and private spaces, tied together by a roadway and sidewalk system which creates a campus-like setting.

- Consider planting as part of the overall design of the site to articulate and define historic open spaces and entry sequences (p. 98)
- Make new landscape design compatible with the historic landscape of the PHSH complex, and with the Vegetation Management Plan designations, as amended by PTMP
- Design new landscape and rehabilitate existing historic landscape features within the PHSH complex in accordance with The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (p.5)
- Design new landscape for Battery Caulfield that uses a native plant palette compatible with the surrounding natural vegetation
- Select site furnishings that conform with historic precedent at the district. The design and placement of all signs and site furnishings should be coordinated with the Presidio Trust to ensure compatibilty with Presidio-wide standards
- Use only plants listed on the Presidio Trust's approved plant list for designed landscaped areas. Prior to design work, coordinate with the Presidio Trust to conduct a plant inventory

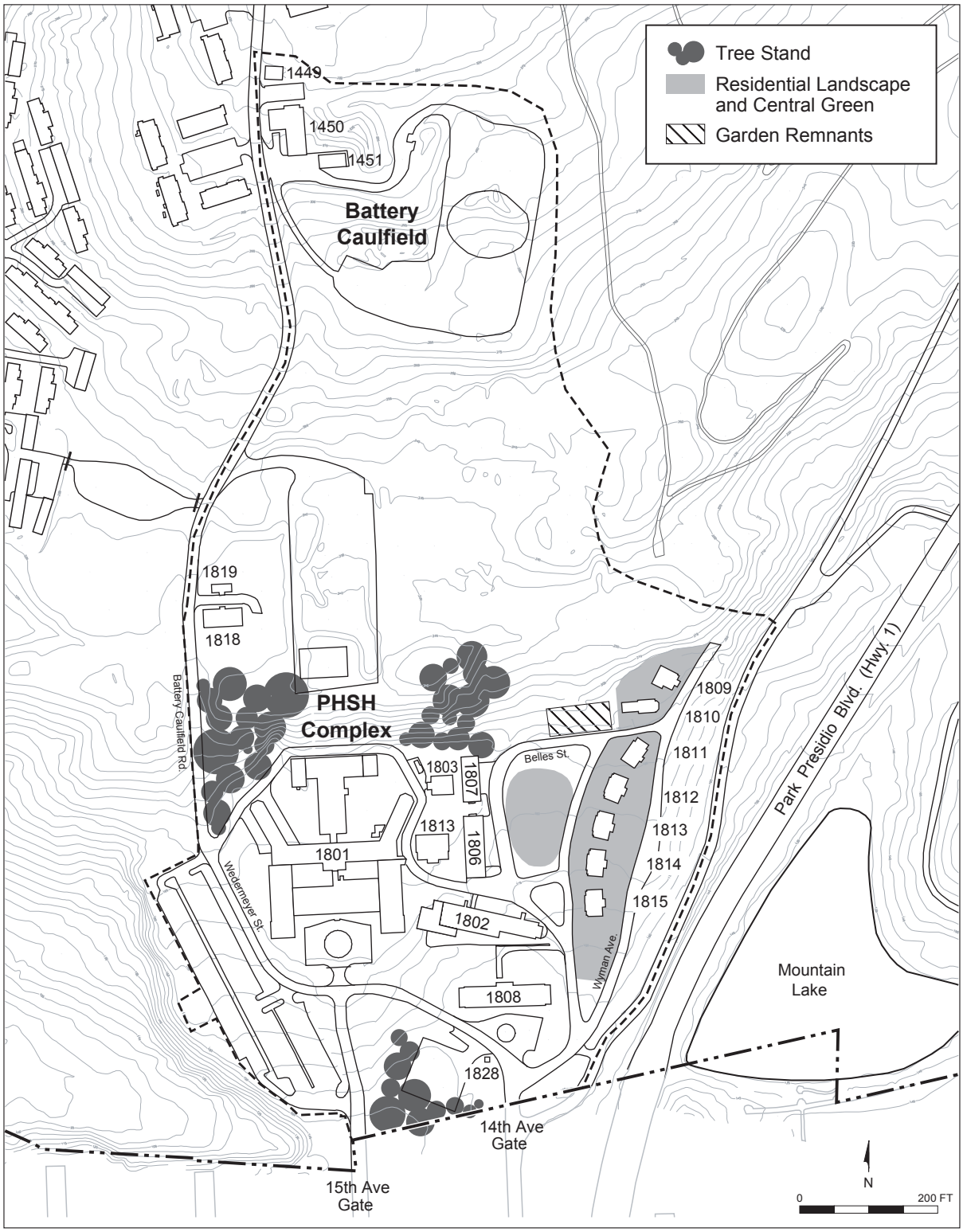


FIGURE 4: CULTURAL LANDSCAPE FEATURES IN THE PHSH COMPLEX *Source: Presidio Trust, 2003*

F. NATURAL RESOURCE PROTECTION

The PHSH complex and Battery Caulfield are surrounded by sensitive natural and wildlife habitat, as indicated in Figure 5, that will be protected and restored. Natural areas support a variety of native plant species, including the San Francisco Lessingia, a federally-listed endangered species. The area directly north and south of Battery Caulfield is some of the Presidio's most valuable bird habitat. As a quail habitat restoration site, it will play a major role in reestablishing the Presidio's quail population. At the base of Battery Caulfield's southern slope lies the Nike Swale, a seasonal wetland which supports native vegetation and wildlife. To the east and west of the site, sections of the Presidio's historic forest remain and will be enhanced by the Presidio Trust. In the coming years, the Presidio Trust will continue to restore the native plant areas adjacent to the two sites, allowing for the recovery of the Lessingia and propogation of other native plants and wildlife populations (p.15 -17). The Trust will continue to maintain these areas within the district. In addition, the Trust will commemorate the Marine Cemetery as an important cultural resource.

The PHSH district is sited on a ridge that drains west to Lobos Creek (the source of the Presidio's drinking water) and east to Mountain Lake. Protection of these watersheds is key to the continued health of the lake and quality of the drinking water supply. All of these issues must be factored into rehabilitation of existing and design of any new facilities.

- Protect adjacent native and sensitive habitat communities (p.15). No development is permitted within native plant management zones, as identified in Figure 5
- Provide fencing or vegetative buffers where development borders native plant communities
- Protect the Lobos Creek watershed from direct stormwater runoff. Utilize the existing stormwater system or expand it to accommodate new uses or site configurations. Limit stormwater flows through the reduction of impervious surfaces and addition of porous surfaces, where appropriate
- Design new uses at Battery Caulfield to minimize changes to the local hydrology and to protect native vegetation surrounding it

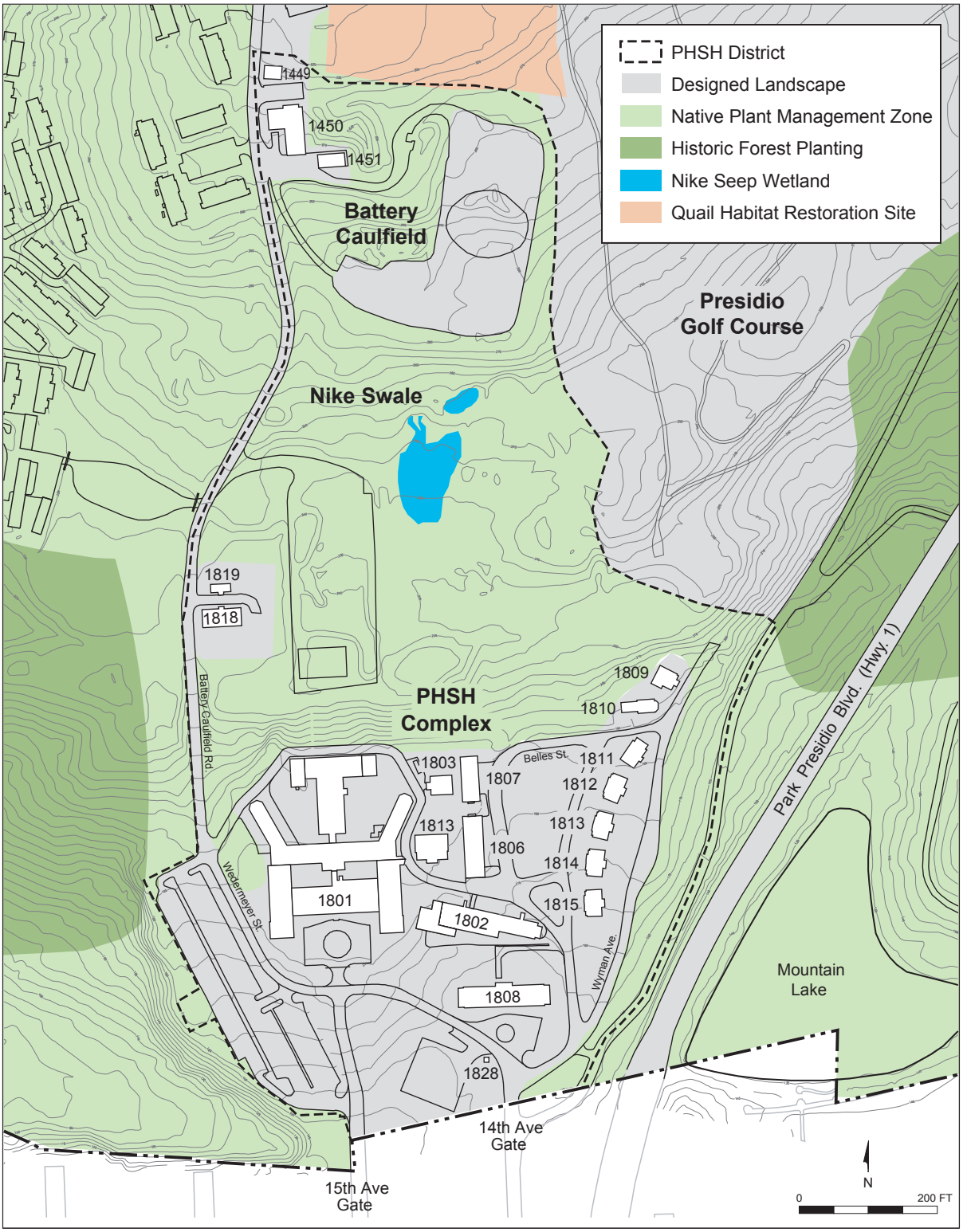


FIGURE 5: VEGETATION AND NATURAL RESOURCES *Source: Presidio Trust, 2003*

G. CIRCULATION AND PARKING

The PHSH complex has historically been a separate enclave. When it was an active hospital, it was reached directly from 14th and 15th Avenues. Not until the hospital closed was Battery Caulfield Road extended to provide direct access to the Presidio. As a result of its history, the primary orientation of the site is towards the city with primary access from 14th and 15th Avenues.

Currently, the 14th Avenue gate is closed, but the Presidio Trust, in accordance with PTMP, proposes to institute a one-way couplet using both 14th and 15th Avenues as the entrance and exit to PHSH district. However, roads within the PHSH district will be designed to discourage cut-through traffic (p. 99) with Battery Caulfield Road retained for secondary, Presidio traffic. Figure 6 illustrates this proposal.

The Presidio Trust seeks to balance parking demand and supply in order to discourage auto use while at the same time avoiding spill-over impacts in adjacent neighborhoods and natural areas. Surface parking within the PHSH complex currently provides 324 parking spaces, although some reduction is likely due to remediation activity, introduction of trails, and other public access improvements (p.51).

- Discourage vehicular traffic not destined for the PHSH district from passing through the area. Consider instituting traffic-calming techniques to slow traffic as it passes through the site
- Develop comprehensive Transportation Demand Management strategies that encourage tenants, residents, and visitors to use public transit and other alternative modes of transportation. MInimize traffic impacts from new uses and enhance public access through improved mass transit options (p. 99)
- Locate parking and loading areas to complement and to minimize conflicts with adjacent areas. Use landscape treatments to provide appropriate screening, shade, and visual buffers from surrounding areas where surface parking is provided
- Provide sufficient parking spaces to serve proposed uses, up to a maximum of five percent above average demand at peak periods
- Create strong pedestrian and bicycle connections through the PHSH complex to link with surrounding destinations and nearby local and regional trails (p.99). Enhance pedestrian and bicycle travel safety in the area
- Direct storm-water drainage from surface parking lots into the city's combined system to avoid runoff into the Nike Swale, Lobos Creek, and Mountain Lake watersheds
- Develop traffic-calming techniques at the Battery Caulfield site that help protect adjacent quail populations

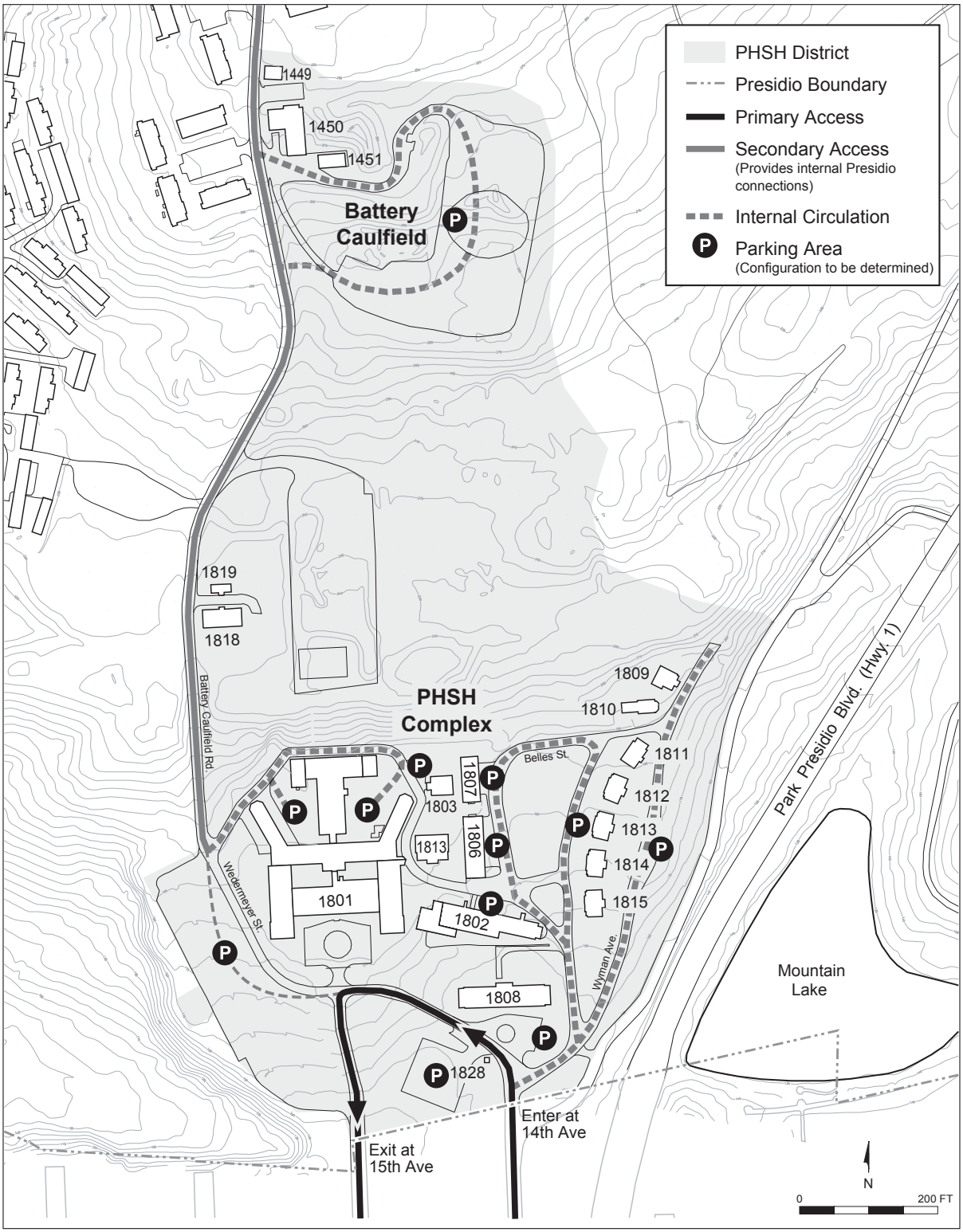


FIGURE 6: CIRCULATION AND PARKING *Source: Presidio Trust, 2003*

H. PUBLIC ACCESS

Located at the border between the city and the Presidio, the PHSH district offers opportunities for recreation, and enjoyment, and should be open and inviting to all visitors. Hikers and bicylists will be a presence within the site, and will expect access and connection to surrounding destinations such as Lobos Creek, Mountain Lake, existing and new hiking trails, and other Presidio destinations. In the coming years, the Presidio Trust plans to develop new trails and trailheads and make improvements to existing trails (p.25) that will affect activities in and around the PHSH district, as shown in Figure 7. In addition, a vista point is planned offering views of Lobos Creek and the ocean. These improvements will bring visitors into the area and expand recreational opportunities.

- Develop points of interest for visitors and consider providing interpretive opportunities which may include wayside displays, walking tours, and exhibits related to the ecology and history of the site. These may be located in building lobbies and other public spaces, and throughout the landscape
- Provide site development that encourages pedestrian and bicycle access and activity
- Accommodate compatible recreational uses such as trails, consistent with protection of natural and cultural resources. (p. 98)

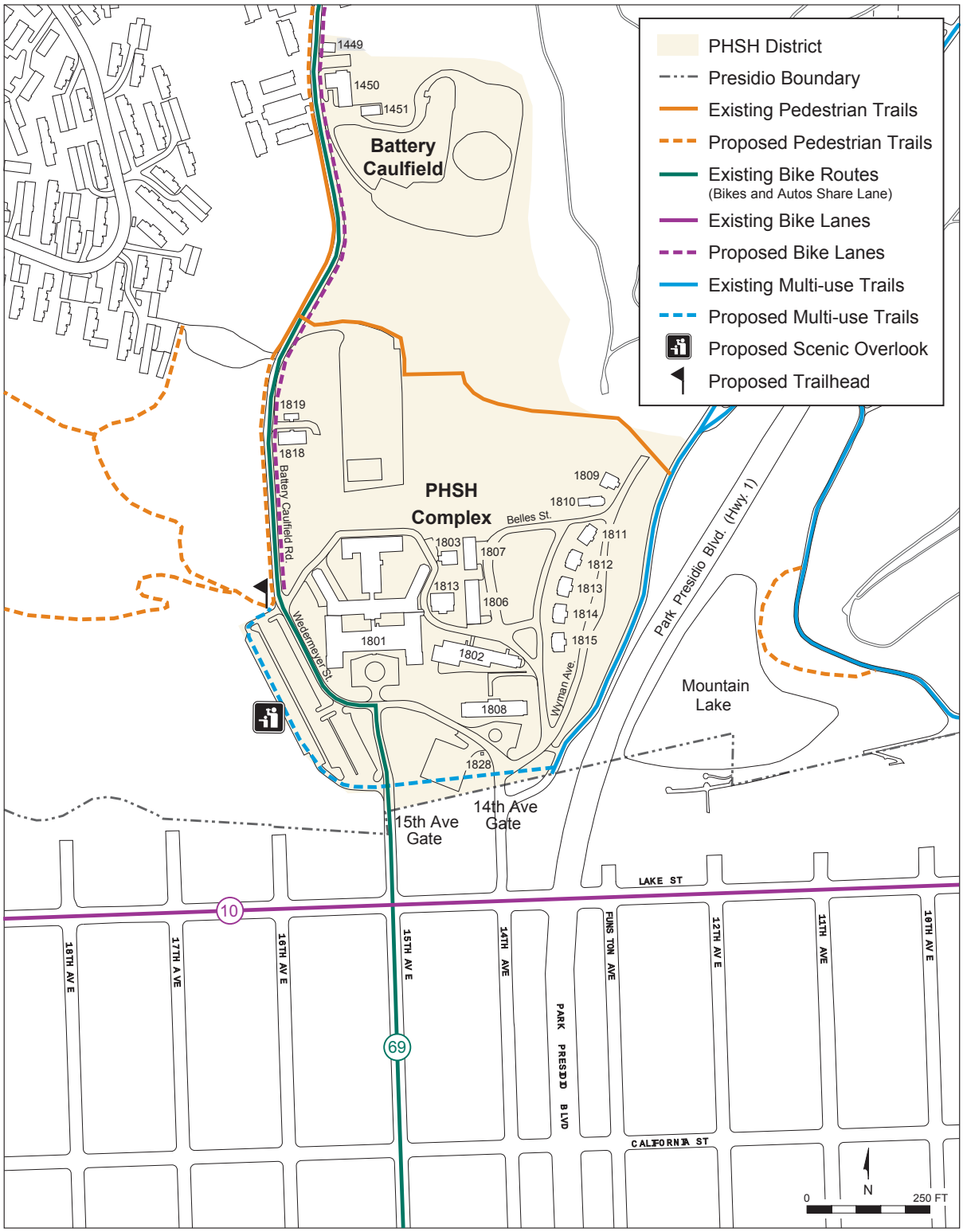


FIGURE 7: PUBLIC ACCESS *Source: Presidio Trust, 2003*

I. ENVIRONMENTAL SUSTAINABILITY

Sustainability is an approach to design that recognizes that every design choice affects the natural and cultural resources of the local, the regional, and the global environment. For the PHSH district, the Trust anticipates that rehabilitation of historic structures, removal of existing buildings, replacement construction, and changes to the landscape will be proposed. Sustainable practices should be considered and proposed for each of these undertakings and should begin at the inception of the project's planning phase, and extend through the life of the building and site.

- Follow practices outlined in the Presidio Trust's Draft Green Building Guidelines for the Rehabilitation of Historic and Non-Historic Buildings, to the extent feasible
- Conserve energy by minimizing energy expended during construction and by using systems that minimize energy over the operational future of the buildings. Recognize that reuse of existing buildings is itself a sustainable practice
- Use environmentally responsible building materials
- Conserve water by reducing consumption. The use of reclaimed water is not permitted for irrigation in the PHSH district. Designed landscapes that are drought tolerant and incorporate water conservation measures are encouraged
- Design energy efficient building systems. Take advantages of natural site features and solar orientation to reduce heating and cooling loads
- Reduce or eliminate waste by reducing consumption, reusing materials, and recycling. Recycle building waste produced during selective demolition
- Decrease the use of the private automobile, and increase the use of public transportation, bicycle, and pedestrian circulation. Explore alternative means of transportation that have fewer negative environmental impacts than automobile use
- Provide a healthy environment by reducing or eliminating the use of toxins and pollutants and by properly managing their disposal

IV. Issues for Further Consideration

A. ENVIRONMENTAL REMEDIATION

There are several areas within the PHSH district, or adjacent to it, which have been identified for future environmental remediation. Most notable is Landfill 10, which encompasses the entire large parking lot in the southwest portion of the PHSH complex. In order to create a large parking area, fill was added to level the area's natural slope in the early 1950s when the main hospital underwent a major expansion. Landfill 10 has been carefully monitored for the past five years and a remedial action plan is being developed that will be carried out by the Presidio Trust and its contractors. Work is scheduled to begin in Fall 2004. Actions may require reconfiguring the parking lots and access roads and may reduce the size of the parking lot.

Landfill 8 sits on the plateau above the PHSH complex, on the site of the former Marine Cemetery. A remedial action plan for this area has not yet been developed, but it is unlikely the fill will be removed or the cemetery will be disturbed. At Battery Caulfield, there is evidence of contaminated material in underground drains associated with the former Nike Missile underground bunkers. Removing sediment from these drains will be the likely remedy.

In addition to landfills and underground contaminants, it is expected that the buildings throughout the district contain lead-based paint and possibly asbestos-containing materials. While some asbestos abatement was completed by the Army, it should be assumed that additional lead-based paint, asbestos, and other hazardous materials are present and require removal.

B. ADDITIONAL ASSESSMENT OF HISTORIC BUILDING AND CULTURAL LANDSCAPES

Detailed information on the condition and signficance of individual historic buildings and their interior features has not been provided within these Guidelines. The absence of this information should not suggest that such information is not needed. Prospective project development teams are advised to perform their own assessments to develop a comprehensive understanding of the historic buildings within the PHSH district, and determine how the scope of their proposed modifications that will conform to the Secretary of the Interior's Standards for the Rehabilation of Historic Buildings.

In addition, a complete cultural landscape assessment has not been done for the district, nor is the information presented in these Guidelines intended to act as such. Prospective project development teams are advised to perform their own cultural landscape assessments of the PHSH district, and determine how the scope of their proposed modifications that will conform to the Secretary of the Interior's Standards for the Treatment of Cultural Landscapes.

C. PEDESTRIAN AND BICYCLE TRAILS

Prospective project development teams should become familiar with the planning effort underway regarding trails and bikeways within the Presidio A final Trails and Bikeways Master Plan will be finalized in early summer of 2003 and will indicate several existing and proposed hiking and bicycle trails, along with a trailhead and scenic overlook, within the PHSH district. These trails will provide public access to the district for recreational purposes.

V. Resources

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Appendix B

Scoping Information Packet