

City of Vallejo
Architectural Heritage and Landmarks Commission

Christopher Naughton, Chair
Steve Swanson, Vice-Chair
Matthew Kennedy
Gabriel Laraque
Jeffrey Mandap
Wendell Quigley
Pearl Jones Tranter

THURSDAY, June 19, 2008
CITY COUNCIL CHAMBERS, CITY HALL, 7:00 P.M.

Agenda Items. Those wishing to address the Architectural Heritage and Landmarks Commission on a scheduled agenda item should fill out a speaker card and give it to the Secretary. Speaker time limits for scheduled agenda items are five minutes for designated spokespersons for a group and three minutes for individuals.

Community Forum. Those wishing to address the Commission on any matter not listed on the agenda but within the jurisdiction of the Architectural Heritage and Landmarks Commission may approach the podium at this time. The total time allowed for Community Forum is fifteen minutes with each speaker limited to three minutes.

Disclosure Requirements. Government Code Section 84308(d) sets forth disclosure requirements that apply to persons who actively support or oppose projects in which they have a "financial interest," as that term is defined by the Political Reform Act of 1974. If you fall within that category, and if you (or your agent) have made a contribution of \$250 or more to any commissioner within the last twelve months to be used in a federal, state, or local election, you must disclose the fact of that contribution in a statement to the Commission.

Appeal Rights. The applicant or any party adversely affected by the decision of the Architectural Heritage and Landmarks Commission may, within ten days after the rendition of the decision of the Architectural Heritage and Landmarks Commission, appeal in writing to the City Council by filing a written appeal with the City Clerk. Such written appeal shall state the reason or reasons for the appeal and why the applicant believes he or she is adversely affected by the decision of the Architectural Heritage and Landmarks Commission. Such appeal shall not be timely filed unless it is actually received by the City Clerk or designee no later than the close of business on the tenth calendar day after the rendition of the decision of the Architectural Heritage and Landmarks Commission. If such date falls on a weekend or City holiday, then the deadline shall be extended until the next regular business day.

Notice of the appeal, including the date and time of the City Council's consideration of the appeal, shall be sent by the City Clerk to all property owners within two hundred or five hundred feet of the project boundary, whichever was the original notification boundary.

The Council may affirm, reverse or modify any decision of the Architectural Heritage and Landmarks Commission which is appealed. The Council may summarily reject any appeal upon determination that the appellant is not adversely affected by a decision under appeal.

If any party challenges the Architectural Heritage and Landmarks Commission's actions on any of the following items, they may be limited to raising only those issues they or someone else raised at the hearing described in this agenda or in written correspondence delivered to the Secretary of the Commission.

If you have questions regarding any of the following agenda items, please call the AHLC Secretary, Bill Tuikka at 707-648-5391 or the Mare Island project planner Michelle Hightower at 707-648-4506

Architectural Heritage and Landmarks Commission Agenda
June 19, 2008

1. **CALL TO ORDER**
2. **PLEDGE OF ALLEGIANCE TO THE FLAG**
3. **ROLL CALL**
4. **APPROVAL OF MINUTES – (May 15, 2008)**
5. **WRITTEN COMMUNICATIONS**

No written communication from the public this month

6. **SECRETARY'S REPORT**
7. **REPORT OF THE PRESIDING OFFICER AND MEMBERS OF THE COMMISSION**
8. **REPORT OF THE CITY COUNCIL LIAISON**
9. **COMMITTEE REPORTS**
 - a) Design Assistance Committee (*Naughton, Swanson, Kennedy*)
 - b) Certified Local Government Committee (*Naughton, Mandap*)
 - c) Preservation Outreach (*Naughton, Quigley*)
 - d) Landmarks and Inventory Committee (*Naughton, Jones, Laraque*)

10. **MARE ISLAND UPDATE**

11. **COMMUNITY FORUM**

Those wishing to address the Commission on any matter not listed on the agenda but within the jurisdiction of the Architectural Heritage and Landmarks Commission may approach the podium at this time. The Commission may not discuss or take action on items but may request that they be placed on a future agenda. The total time allowed for Community Forum is fifteen minutes with each speaker limited to three minutes.

12. **CONSENT CALENDAR AND APPROVAL OF THE AGENDA**

Approval of the Agenda. The Commission may adopt the agenda as presented or may rearrange the order of items. Pursuant to the Brown Act, the Commission may not add items to the agenda and the Commission may only discuss items on the agenda.

13. PUBLIC HEARINGS

- a) **Certificate of Appropriateness #08-0006**, (continued from May 15, 2008) Railroad Avenue Improvements, Mare Island. Request to construct street improvements along Railroad Avenue between G Street and 8th Street including street widening, installation of sidewalks, curbs and gutters, and removal of inactive rail lines.

Environmental Determination: Exempt from the California Environmental Quality Act (CEQA) per Section 15331 (Class 31), as it consists of rehabilitation of historic property in a manner that is consistent with the Secretary of the Interior's Standards.

Recommendation – Approve Certificate of Appropriateness #08-0006 based on the findings and conditions provided in the staff report dated May 15, 2008.

- b) **1195 Azuar Drive, Mills Act #08-0001**, Request by the property owner to enter into an Historic Property Preservation Agreement (Mills Act Contract).

Recommendation – Approve a recommendation that the City Council enter into an Historic Property Preservation Agreement with the property owner. (Mills Act #08-0001)

14. OTHER ITEMS

- a) **None.**

15. ADJOURNMENT

MINUTES

1. The meeting was called to order at 7:00 p.m.

2. PLEDGE OF ALLEGIANCE TO THE FLAG.

3. ROLL CALL:

Present: Naughton, Swanson, Kennedy, Mandap, Quigley, Laraque, Jones-Tranter.

Absent: None.

4. APPROVAL OF MINUTES

On page six, paragraph 3 and 5, it says Commissioner Quigley and it was actually Commissioner Swanson. Chairperson Naughton moved that the minutes of March 20, 2008 be approved with the stated changes.

AYES: Naughton, Swanson, Kennedy, Mandap, Quigley, Laraque, Jones-Tranter.

NOS: None.

ABSENT: None.

It is unanimous. Motion passes.

5. WRITTEN COMMUNICATIONS

None.

6. SECRETARY'S REPORT

Bill Tuikka: Secretary Tuikka reported on the 2008 California Preservation Conference and noted that there were many valuable workshops. He felt that the Window Workshop was especially well-done and provided a lot of important and pertinent information for the types of issues we deal with in Vallejo..

7. REPORT OF THE PRESIDING OFFICER AND COMMISSION MEMBERS

Chairperson Naughton: Commissioner Naughton stated that he also attended part of the conference and attended several good workshops. He also noted that that the tour of Mare Island was one of the half-day tours offered. He noted that several of the Commissioners, myself and Michelle Hightower were there helping out, and thought that everyone did a great job. He thanked the organizers of the event.

Commissioner Swanson: Commissioner Swanson reported that he also attended the window workshop, and got a few valuable tips, and verified some of the information that he already knew. He stated that he had lunch with the one of the developers of the property that is being developed at the Napa River, and also got to speak with some members of the Napa Heritage Commission. He stated that in his opinion Napa is doing a good job with preservation, and encouraged the

other commissioners to visit some of the new attractions such as the Oxbow Market that have recently been opened in Napa.

8. REPORT OF THE CITY COUNCIL LIAISON

None.

9. COMMITTEE REPORTS

a) Design Assistance Committee (Naughton)

None.

b) Certified Local Government Committee (Naughton,)

None.

c) Preservation Outreach (Naughton, Quigley)

None.

d) Landmarks and Inventory Committee (Naughton, Jones, Laraque)

None.

10. MARE ISLAND UPDATE

David Garland: Mr. Garland gave an update on two items that came before the Commission in the past months. . In November, he stated that the Commission approved the demo of buildings 729, 749 and 761. Two of these were historical components to be demolished. He stated that Lennar completed demolition of these buildings just about the beginning of the new year. *He showed a current photo of today with the site all cleaned up.* He also stated that the Commission approved the path through Alden Park that consisted of repaving as well as building a wall. *He showed some photos of the new wall and the new path.* Any questions?

Commissioner Quigley: Commissioner Quigley asked as to when Lennar expects to have the park finished?

David Garland: Mr. Garland stated that he wasn't sure of the completion date, and ill have to check on the timing of improvements.

Chairperson Naughton: Asked whether the bicycle path was approved by the Planning Commission?

David Garland: Yes.

Chairperson Naughton: Commissioner Naughton stated that the other thing that came up a couple months ago was some damage due to a windstorm. Some trees in Alden Park were determined to be in bad shape. He asked as to the status of those trees.

David Garland: Garland stated that an arborist did come through and identified any trees that were in danger of falling. Those trees were removed and we cleaned up a bunch of other ones.

Commissioner Quigley: asked about the big cypress that was going to be checked on?

David Garland: Stated that Brian was going to look into that and that he has not heard, he stated he will find out from him tomorrow and get back to the Commission.

11. COMMUNITY FORUM

Those wishing to address the Commission on any matter not listed on the agenda but within the jurisdiction of the Architectural Heritage and Landmarks Commission may approach the podium at this time. The Commission may not discuss or take action but they may request that this item be placed on a future agenda. The total time allowed is fifteen minutes, with each speaker limited to three minutes. Is there anybody in the audience that would like to address the Commission on any item outside of what is on the hearings?

Elizabeth Pidgeon: There is a couple things that I wanted to address the Commission on. First I want to thank Chris Naughton for helping with the Mare Island Tour session. We have gotten very positive feedback on that. I wanted to comment that I keep seeing repetitive reuse as an overused term. It does not mean removal but one. That is token preservation. A few sections of railroad tracks would be token preservation. That is not acceptable. The AHLC has to decide on each repetitive resource based on its value as its functional relationship to adjacent resources and its interpretative value historically speaking. It is not as simple as: gee there are more of these we do not have to worry about it. I just want to caution you on that. The Plan calls for an interpretative program and to date there is none. I am concerned, the Heritage Foundation is concerned. The projects are progressing at such a pace and nothing has been done regarding this important mitigation. The project is a whole and there are mitigations in the Specific Plan in order to be tradeoffs for things that are considered to be diminishing factors. It is an important paring of those things. As we move forward, I never hear anything reported about that. That Plan should be being done, if not already been done. This Commission should be involved and the community should be involved. I would ask you to place that on your agenda as an ongoing, tickler item. We have three national historic landmark buildings still sitting up on blocks. There were historic streetlights in front of St. Peter's that were supposed to be retained as a condition of approval that were not. I think it would be very useful if the Commission would entertain keeping a tickler list of conditions of approval and things that were supposed to have been done and monitor them and ask that it be part of the regular Mare Island report. Just so these things don't fall off because there is so much going on. I am not saying anyone is doing this on purpose but there is a lot going on. Over time I think some things have gotten lost. The other thing is that I would urge the Commission to reconsider the mapping as being not a public hearing item. There are parcel lines being drawn that will affect things such as taking down trees and public landmarks district resources, etc. It is up to you to decide, what, if any mitigations are appropriate. I think that is an important issue here. I really would ask for some review. I suppose we could go to the Planning Commission to do that but they are not the ones tasked as a regulatory agency to overview the historic resources of Mare Island; this body is.

Chairperson Naughton: Concerning the Specific Plan, as one of the stakeholders, VAHF, are you in ongoing discussions with them to mitigate some of the on-going issues as part of your negotiations?

Elizabeth Pidgeon: I would not say officially so. Sometimes we occasionally meet with them, in fact Tom just asked me to meet with him tomorrow to go over something.

Chairperson Naughton: I thought if a dialogue were opened up it could contribute to an understanding of what is happening and what is not.

Elizabeth Pidgeon: I could, but this is a public hearing process. It is not really our job. Certainly we would be happy to be part of it but we are not getting paid to oversee this. It is all volunteer.

Chairperson Naughton: On the second, very important one, that would involve the Planning Manager, is the tracking of approvals that are made in the Historic District on Mare Island. I would be interested in knowing what the timeline is on the conditions of approval for the projects. The tracking of when they expire and what is happening with them is a very good point and I would like Lennar to keep an on-going list and help City staff to track these things. It could be part of the Mare Island update to us.

12. CONSENT CALENDAR AND APPROVAL OF THE AGENDA

The Commission may adopt the agenda as presented or may rearrange the order of items pursuant to the Brown Act, the Commission may not add items to the agenda and the Commission may only discuss items on the agenda.

Chairperson Naughton moved to approve the agenda as written here.

All in favor:

AYES: Naughton, Swanson, Kennedy, Quigley, Laraque, Mandap, Jones-Tranter.

NOS: None.

ABSENT: None.

It is unanimous. Motion carries.

13. PUBLIC HEARINGS

- a. Certificate of Appropriateness 08-0006 Railroad Avenue improvements. Street improvements along Railroad Avenue and G Street and H Street including street widening, sidewalks, curbs and gutters, and removal of inactive rail lines.

Staff recommends **approval** subject to the findings and conditions.

Michelle Hightower: This particular project is to construct improvements along Railroad Avenue. A COA is required for all new construction within the Mare Island Historic District. Lennar does propose to widen and improve Railroad Avenue from G Street to 8th Street near Building 47 and also on some of the side streets. As a reminder, this body did approve a COA to install cobra head lighting and teardrop lighting along Railroad Avenue from G Street to Bagley Street. This particular project is completely within the boundary of the Historic District on Mare Island. As you can see there are several historic resources within the area. *Michelle showed a PowerPoint presentation that showed the different resources each type indicated with a different color.* Within this particular project area, Railroad Avenue is a 2 to 3 lane roadway. It is void of sidewalks, curbs and gutters, and there is very little landscaping. Some of the street lights are attached to buildings. Otherwise there is very little lighting in the area. Also throughout the area are freight railroad tracks. Lennar has terminated rail service along Railroad

Avenue or on the Island in general due to the reduction in demand for rail activity. Lennar has provided for you a blue book which contains the improvements for Railroad Avenue. The first area covers E Street to Connolly. Within that area Lennar proposes to widen the street to 3 to 4 lanes, two lanes in each direction. There would be a 5.5' monolithic sidewalk with curbs and gutters on both sides of the roadway. There is no on-street parking. They would also remove the railroad tracks. To allow some type of railroad service in the future, a 24' easement would be provided along the west side. The next area is Connolly to Kansas Street. That is to the Veteran's building. In this area Lennar is proposing to retain 1 lane in each direction, have a 5.5 Monolithic sidewalk with curbs and gutters on both sides, on-street parking on the west side only, the railroad tracks would be removed, and a 17' Railroad easement on the west side. You may note the difference in the railroad easements from the previous section and that is due to the existing buildings. The next area is from Kansas to 8th Street. That is from the Veteran's clinic to the end of the project boundary. In this area Lennar proposed to retain two lanes in each direction, a 5.5' Monolithic sidewalk with curbs and gutters on both sides, on-street parking on the west side only, and the railroad tracks would be removed with a 24' railroad easement on the west side. The side streets include E Street, Pintado, A Street and Connolly Street. In this area all of the streets would retain one lane of travel in each direction and no on-street parking. On E Street, a 5' planter and a 4.5' detached sidewalk would be constructed. On Connolly, 2nd, A and Pintado a 5.5' Monolithic sidewalk would be constructed. Leslie Dill, our contract planner, did prepare an analysis. The analysis included the street widening, sidewalks, curb, and gutter based on the Secretary of the Interior Standards, the Mare Island Historic Project Guidelines, and the Mare Island Historic Design Guidelines. They are consistent with the Secretary of the Interior Standards. However, for the Design Guidelines, it does state that you should visually subdue some of the curbs and sidewalks to blend in with the paved surfaces. As a condition of approval, her suggestion is to allow some sidewalks, to be omitted and use bollards, if allowed by the Public Works Department. She also reviewed the railroad track removal. This was discussed with the DAC and there is some concern with removal of railroad tracks on Mare Island, specifically along Railroad Avenue. However, it was determined that the tracks are listed as non-contributors in the District by the National Parks Services in the National Register. Therefore, removal of the tracks is consistent with the Secretary of Interior Standards. As a condition of approval she is recommending that Lennar work with the City identifying areas where tracks will be retained for historic preservation. One suggested area is in the Historic Core Area. Staff recommends approval subject to the findings and conditions in the staff report. The applicant is here if they would like to speak or to answer any questions.

Chairperson Naughton: My understanding is that Railroad Avenue, save for the tracks, is one of the better roadways on the Island that goes North and South. Why do we even have to do this? That is to make the suggested improvements and taking out the railroad tracks.

Michelle Hightower: My understanding is it would bring the street up to current City standards to make sure the drainage is adequate. In addition to that we have to install underground utilities. Once the utilities are installed the street can be improved.

Chairperson Naughton: Just to clarify, if we did not have to do the utilities, which it sounds like we have to do for the infrastructure, you would not necessarily have to tear up the street. However, because you are doing utilities you are going to improve the

street. I have not seen any of the utility plans so I am not sure exactly where they are. It would seem that preserving the street would be a good idea.

Michelle Hightower: I would also like to add that the street needs to be widened to accommodate the projected traffic that is expected on the Island to carry traffic North and Southbound.

Chairperson Naughton: This would be mostly truck traffic or commercial traffic.

Michelle Hightower: That is correct.

Commissioner Kennedy: At the DAC meeting, Commissioners, Don Hazen, Michelle Hightower, and a couple of folks from Lennar were present. There were issues that were raised. In favor of removing the tracks were public liability issues if the tracks remained. Initially it was understood that the tracks would have to be brought up to CPUC's standards which would require removal and replacement of the track. The proposal was that the tracks would have to be removed to be in compliance with CPUC. It was determined that that was not correct. The requirement to meet CPUC standards would only come into play if the tracks were: a) non-compliant, which I don't believe has been done, and b) were proposed to be in use. If they were left as a feature with no rail traffic they would not have to come into compliance. I have not heard any further discussion on the liability issue. As the proposal stands today I don't know that any consideration has been given to any alternatives. I would almost like to consider continuing this. I have not have the time to put in 20 or 30 hours to really look at the maps and see that there is no alternative. There was additional discussion at DAC that it would be impossible to route the utilities unless the rail tracks were removed and relocated with a continuous easement on one side of Railroad Avenue. The PUE is shown in the pavement sections and I see that it does meander from side to side. The easement issues seem to maybe not be thorough and complete. I can certainly spend some hours and do it myself and find some alternative. The final question I have for Michelle is that the language seems to be a little ambivalent, is it that the tracks are omitted from inclusion as a significant resource or is it the case that they are listed as non-contributing?

Michelle Hightower: The tracks are listed as a non-contributor in the National Register throughout the District.

Commissioner Kennedy: I have one or two final points. This is why I would like the time to study this a little more thoroughly. It appears to me, I am not sure BART would build a train, in a seventeen foot easement. I do not know that 17 feet is adequate. I also note that the section of easement that is 17 feet wide, the use of light rail in that area would wipe out the parking for the clinic. That would probably meet some resistance. I have not had time to study this as thoroughly as I would like to and I do not see any information showing alternates that would allow the preservation of the tracks.

Chairperson Naughton: Were there alternative options considered? How did we come up with this decision compared to other ones that might be out there?

Michelle Hightower: I will defer to David Kleinschmidt on that issue. I would also like to remind you that while preservation of the tracks may be desired, tracks are non-contributors to the District and therefore not required to be retained.

Chairperson Naughton: Maybe the question should be asked more generally about not only the tracks but the overall widening. I understand that widening and narrowing are based on building locations in relation to the roadway.

David Kleinschmidt: I am the City Engineer. I apologize for the cold I acquired on the way home from San Diego this weekend. I do not normally sound like this. I would be happy to answer any specific question you might have. If it could be readdressed I could answer it.

Commissioner Kennedy: One question, is the 17' easement even practical? We could not get a garbage truck down that but I guess we could run a train in it.

David Kleinschmidt: We are confined in a lot of areas with existing facilities and we are attempting to provide the widest easement we can for future potential rail service. In the event that that was successful and we could provide future rail service we would have to look at that specific segment and determine what would need to be changed, if anything, to allow rail passage through there. It is not the standard but it is something that is certainly feasible. Light rail service does not necessarily need to have anything wider than 17 feet, it is preferred but in areas where we have conflicts that are unavoidable, specifically a building on one side we would have to look at engineering alternatives to get any potential rail service through that area.

Commissioner Kennedy: Just out of curiosity, you have done a lot of work on alignment and one side is nice and aligned. There is no option or possibility of picking up a center line easement.

David Kleinschmidt: We looked at the possibility of using a center line easement and what it did was widen the infrastructure that would have to be built to accommodate the center line easement. That widened all of our improvements by 24' or 17' depending on what section you were in. You would have to push everything to the side and then you have to do something with that in the interim while it is not being used. The alternative is either paving it or landscaping it. If you were to go to a landscaping option, at all the intersections that posed a problem with some of the turning movements and the left hand turn lanes. We felt that pushing the easement to one side was more in line with the ultimate goal of keeping the streets at a width that was functional, that provided the capacity that we needed to but did not have an extra 24', if you will, of width that was not necessary in the short term but we still provide the possibility of having the rail easement over to one side in the future.

Commissioner Kennedy: I am not sure that I care about the rail easement in the future. My immediate concern, and Michelle may have answered it, if the tracks are non-contributory, then maybe it is not my concern. So the question of rail easement is secondary I would have thought just in response to that, I drive around San Francisco, and you get out of the way of the trains. The tracks all run in a lane. Everyone is out there and whoever is bigger wins. I don't think you need to do anything. I think you just put the rail easement wherever you want to put it and I am pretty sure, as a Honda driver, I get out of the way of the train. If it is non-contributory, I would like to continue this and get a handle on what I, as a Commissioner, should really focus on. I don't see any problem with the utility crossings going under the rail because we are potentially prepared to sacrifice the use of the rail. I am just asking that you retain the rail structure.

David Kleinschmidt: We had heard that recommendation from the Commission and did some looking into what that would take in detail. In a segment that we analyzed between G Street and Pintado that the amount of crossings that are proposed for utilities, whether they be water meter services that go from one side of the road to the other for the proposed and existing buildings, or the sewers or storm drains, the electrical, and all the other utilities, that we need to space those longitudinally to keep clearance distances and what you ended up with started to be in the 10s and 20s and 30s to where you did not have any rail left.

Commissioner Kennedy: I saved them \$12,000,000 all they have to do is spend \$4,000,000 and put two sets of utilities, one for each side of the street.

David Kleinschmidt: That is potentially possible. We did not detail that out and it might not be \$4,000,000, it might be something other than that.

Commissioner Swanson: I have given this a lot of thought and I know through my experience in construction and dealing with tough things, Railroad Avenue is Railroad Avenue. There are tracks running down the darn street. If it were me I would figure out a way to see to it I could run my utilities and still leave the tracks there. If you need to remove a section of them, saw cut them and then replace them back into their original position. It is a historic area, whether they are listed as a non-historic component of the area, I just see the street sign, Railroad Avenue, all my years of living here there was railroad tracks going down that street. A hundred years from now when people go down that street that says Railroad Avenue they will say "what the heck is this." So it has rails going down the street. You can pave over them and pave around them. Other cities have done this. I can understand your concern in cost savings but Mr. Kennedy here has saved you a ton of money already. As far as I am concerned I do understand your concerns and your issues, and how hard it may be to run your utilities in or around the tracks. Other than that I am against removing the tracks altogether. I even ride a bike and I still love the tracks.

Commissioner Quigley: If these have no significance or historical value why are we then keeping railroad tracks around the dry docks? What is the significance of that? I am not understanding ripping out down Railroad Avenue because they are of no importance but then keeping them around the dry docks or is that just a financial decision? I asked a question at the last meeting about the removal of the railroad ties because of the creosote on the Master Plan, which asks for that. Has that been changed?

David Kleinschmidt: I think there were a couple of questions there. Why is one set of tracks proposed around Nimitz and the dry docks maybe more significant than Railroad Avenue tracks? The second was about the creosote in certain areas.

Michelle Hightower: With regard to retaining any of the tracks, we do understand that tracks have some historic preservation value. Because they are listed as a non-contributor we do believe that retaining them in some areas, where we can, could be helpful to maintaining the integrity of the area and preserving some history for Mare Island. But when it comes to safety and ability, and infrastructure, and improvements, we have to be able to make the decision where the preservation would take place. The decision was that we would remove the tracks along Railroad Avenue, which is a street, and allow some tracks to be retained in an area where there is no traffic. Along Nimitz there would be no traffic, it would be for pedestrians only.

Commissioner Jones-Tranter: Is Railroad Avenue expected to stay an industrial area or are the tourists going to be encouraged to walk down the street on the sidewalks?

Michelle Hightower: Industrial.

Commissioner Jones-Tranter: OK, then I would think the maximum flexibility for the people working there would be more important than having a sidewalk for tourists to walk down. So I am against the curbs and gutters also.

Chairperson Naughton: Let me just understand, Commissioner Jones-Tranter, you are against what?

Commissioner Jones-Tanter: I am against the curb and gutter and also against removing the railroad tracks. If it is to stay an industrial area, I think what it is now is an industrial street.

Chairperson Naughton: I think I understand your point. There is obviously another set of competing interests here in terms of what the Public Works Department is interested in and requiring relative to truck traffic and industrial traffic meeting certain City standards that include a certain road profile and sidewalks. That is not a new topic for us because it smacks right up against an existing infrastructure that sort of tells the story and the story out at Mare Island is that that particular street is one of the adjacent parcels with hardscape coming into is so it is kind of a mishmash of activities and overlapping plans and uses. That is what it is now. What the City wants to do is to put in this new arterial infrastructure that is going to improve overall safety by removing the tracks, improve the road profile for drainage, improve truck traffic. It is going to be easier to navigate on the street. And to install proposed sidewalks where possible for the uses of pedestrians walking up and down. One of the questions that I asked when this was brought up a couple months ago was, what other cities may have done relative to the railroad tracks?

Chairperson Naughton: There are a lot of rail tracks all over Mare Island. One on Railroad Avenue happens to meander anywhere that it wanted to. Were we able to follow up on that to see what other cities or other Navel sites or other sites of this kind might have done with railroad tracks to sort of tell the story yet to make infrastructure improvements?

Michelle Hightower: Yes, I did talk with Wayne Donaldson from the State Office of Historic Preservation, he informed me that there are three other cities that he noted that have retained railroad tracks, historic tracks, within the newly redeveloped areas. These cities include Santa Cruz, San Diego, and Riverside.

Chairperson Naughton: Did they retain all their tracks or some of them? Do you know what percentage or portion might have been retained?

Michelle Hightower: That information I do not have.

Chairperson Naughton: Did Wayne Donaldson weigh in on any of this relative to what we are proposing here? Did he have an opinion about the railroad tracks? Did you describe to him what we were dealing with?

Michelle Hightower: Yes, he said it would not be looked upon favorably to remove the tracks, however, I am not sure if he was aware that the National Register had indicated for the tracks on Mare Island, are non-contributors to the District.

Chairperson Naughton: It was Leslie Dill's opinion as she is helping to write the report and she is a preservationist, that the tracks were not really designated as a historic resource contributor.

Michelle Hightower: She based that on the information that I have from the National Register. Then, the keeping of them would not be required.

David Kleinschmidt: I was in Santa Cruz and I specifically took the opportunity to look at the existing rail that was near the Boardwalk. One of my observations was that in areas where improvements were recently done the tracks and the surrounding area were brought up to current standards. In areas where the tracks currently exist and no improvements were done they remained as is. My conclusion from that is, without having the opportunity to check with the Public Works Department, was that if we did nothing to Railroad Avenue the tracks would remain in place. When we are set with the option of having to put improvements in place we have to conform to a guideline that when doing utility improvements, drainage improvements, roadway improvements, ADA access improvements, lighting, any improvements that we touch within that corridor now we are mandated to bring them up to current standards. We are caught in that dilemma of having to have the Commission weigh in on concerns from a historical standpoint and the potential conflicts that we have of having to do those improvements to the current engineering standards. As we go through the remainder of the meeting I want you to know that we are very sensitive to your concerns and will attempt to do whatever we can to mitigate them. But when we do touch the roadway we are kind of in that Catch 22 of now having to do it the right way, which is using the current standards.

Chairperson Naughton: I appreciate that. I think we might hear tonight about the State Historic Building Code and adjustments and mitigations relative to looking at that Code rather than upgrading it to current standards. The one thing I wanted to comment on is, and that I agree with you from an engineering or architectural standpoint, when doing underground utilities you want it to be a simple, clean, clear a route as possible. You do not want it to meander back and forth across the street for lots of reasons. The functionality and cost of that are two. It is not only the surface we are looking at here but the underneath that I understand needs to be performed. That sort of sets the context about what is happening to the street above.

Commissioner Quigley: Could the existing track be used for a light rail at a future date? I was at a meeting for Touro University and they are showing some interest in a light rail for when they put in the village at the north end of the Island, maybe a light rail between there and the south end. I am wanting to find out if the existing rails could be used for light rails or would they have to be all replaced?

David Kleinschmidt: The gauge of the roadway, the width of the track itself, would work for a light rail depending on the type of light rail service, whether it is powered by a locomotive or by electric third rail would require some modifications but if a locomotive was used to move the cars, the track works from a functionality standpoint. But you get back to the necessity to do close to \$11,000,000+ of upgrades to meet the CPUC requirements for active rails on Railroad Avenue. If it was to be placed back in service or

if Touro was interested in making a light rail service to go from north to south someone would have to invest \$11,000,000+ to bring that up to current standards. That is only in the section that currently exists, that does not get you to North Island. From an economic standpoint you could pay for a lot of busses or some other alternative to get people back and forth before you made some money on an \$11,000,000 investment in just upgrades.

Commissioner Quigley: OK. My second question is, on that creosote, in the Master Plan, it talks about removing the railroad tracks because of the creosote. Is that actual fact that these railroad ties do need removal because of the contamination of the creosote or is that not true?

David Kleinschmidt: If we were to modify the track and remove it or work on it we would have to address the creosote ties. If they remain in place with no work done around them then they remain in place and no necessity to take them out.

Commissioner Quigley: I am missing something. According to the Master Plan and the Navy for the environmental clean-up, do these ties have to be removed or not? If you are going to remove some of them because of environmental clean-up because you have to then how could we possibly keep those around the Nimitz? Would they not all have to come out in order to comply with the environmental clean-up?

David Kleinschmidt: I would have to do a little more research on that. It is my understanding that physically in an area like Railroad Avenue the ties themselves are paved over and are not exposed. The necessity to remove those from an environmental standpoint is minimized. The areas where the ties are exposed to the atmosphere could pose a different question. Where I am focusing and discussing is when its entirety those tracks are paved over and the only thing you see is the rail itself. The ties are underneath the asphalt. They are in essence encapsulated. In my opinion they are in a different category than ties that are sitting above the ground. To be specific and answer your question I would have to do a little more research.

Commissioner Kennedy: The retention of those historic core tracks are not part of the proposal are they? That track is not on the table this evening but it is certainly something to follow-up on. I want to clarify a final time, if the rail is not active the rail does not need to be brought up to current standards. If no one wants to spend the \$11,000,000 they don't have to.

David Kleinschmidt: The City is then put in a position to accept improvements that are substandard, acknowledging the potential liability from both the existing conditions and existing and future problems and move forward in time with that knowledge. In discussions with our attorney's office at some point in time our City Attorney is going to weigh in on this decision and advise the policy makers of his opinion. From what I understand it is the advice of counsel that if we were to approve a project that we knowingly knew did not meet standards and allowed it to remain in place with the potential liability currently exists and would exist in the future that if anything were to happen we would have no chance in defending ourselves. I want to make sure that, although I am not an attorney and am not trying to present a legal opinion, this is the information that I have been told in informal discussions. We want to try to come to a compromise that meets the needs of all the parties but at some point if the attorney's office feels that we are getting into a situation where we are opening ourselves up to

additional liability he is going to need to advise the Council of that fact and have a decision made going forward.

Commissioner Kennedy: I don't have a lot of depth on this but it seems that the primary area of not conformance with CPUC has to do with signalization, crossings, and if there is no active rail then there is no liability. I thought it would only occur when there was an active rail and an active crossing. If there is no active crossing signalization is moot.

David Kleinschmidt: If you recall some of the pictures that Michelle showed you we have track that crosses at very slight angles to the traveled way. Bicycles, motorcycles, and vehicular traffic are vulnerable to problems when they cross tracks in that configuration. In addition we are probably all familiar with the problems that we have had on Mare Island Causeway with tracks that are parallel with the traveled way and the unfortunate fatalities that have occurred and the serious personal injuries that have occurred on the Causeway. All these things weigh in on the decisions that our Council is going to have to get advice from our City Attorney's office. The CPUC does specifically address crossings and signalization but they also address separation. One of their recommendations for improvements if we were to keep the rail down the center of the street and it was active is that there be a 6" curb on either side of the rail at their specific clearance to prevent vehicular traffic or pedestrian traffic from entering into the active corridor. As it approached the intersection it would then become a flat surface with the appropriate crossing pads and signalization. An active rail going down the center of Railroad Avenue would look a lot different than it does today if it were to meet CPUC standards. Those are all the considerations that we would have to weigh in on as we made our final decision as to which way to proceed.

Chairperson Naughton: The railroad on the Causeway having caused personal injury, etc, what do you do about that situation? Having demonstrated it as a problem do you remove them or do you live with it?

David Kleinschmidt: If I can deviate from our subject matter tonight, I will give you a brief update. We will be striping the Causeway to limit vehicular traffic to each side of the tracks. Our proposal is to pave over the two areas on each side of the Causeway to completely make a level surface as vehicular traffic crosses on each end. We will try to minimize and mitigate that potential problem. It is a concrete deck on the Causeway and is very hard to remove. We are doing what we can to mitigate that to get the vehicular traffic off of the area where the rails are.

Commissioner Swanson: I have your answer for creosote and ties. When track ties are removed if they are no longer usable for landscaping purposes, etc, they are ground up and sent to an appropriate landfill site. All ties that are in good shape are generally sold to the general public. That is under the Wisconsin Railroad Law. It complies with Federal law.

Chairperson Naughton: Obscure fact, only heard here. Thank you.

Chairperson Naughton: We have received a two-page letter, just handed to me, that the Commission must read before going on too much further.

Dave Garland: I am with Lennar Mare Island. I wanted to respond to Commissioner Quigley's question about the railroad ties. Our environmental manager said that the

Navy had never identified railroad ties as a contamination on the Island. I think they just did not address it one way or the other. It was never looked at.

Chairperson Naughton: It seem like, and I have not been through every section of Railroad Avenue where the tracks are, I think they were mostly encapsulated, they were paved over. Is this the original location of the tracks? Do you know if they have ever moved? I know that there have been street improvements over the history of Railroad Avenue. Can you tell us a little bit about that?

Michelle Hightower: I do not know that answer. I do know that in the National Register there is a remark that they could have been relocated or removed. It is not specific. They could have been relocated at some point during their history.

Commissioner Jones-Tranter: I was wondering if there could be an improvement of traffic signs that might indicate that there are areas that would be dangerous or to be careful of, similar to "Slippery when wet" signs. I do not know who takes care of the signage on the Island but I do not see much when I go over there. Some of the traffic goes pretty fast.

Chairperson Naughton: Just as a tie in to that, when we talked about the Class 3 bike route, there was a lot of discussion about the competition or liability, if you will, of bikes and vehicles moving together on the same street and the mitigations on that for public safety reasons was to provide signage. You can see that the Commission is interested in the rails. I think it is a combined issue of, not only the rails and what they mean and kind of holding on to them but, the kind of infrastructure requirements that are needed, the tearing up of the road to do that work. Let me ask you a question about that, is this, how is the road going to be left intact, what is the phasing of the roadwork relative to the utilities? How is that proposed or being planned?

David Kleinschmidt: We try to provide a phasing for construction that minimizes impacts to the residents and businesses. There are times when we close sections of the entire roadway, block to block and provide a detour around. There are times when we can do the improvements on one side and then swap traffic. Until we got to that point in time of actual construction drawings in those phasing diagrams I could not answer that but we always try to minimize the impact by using a variety of methods. If we can get it done in ½ the time by completely shutting a road down we will weigh that. It may be a shorter inconvenience to the public than a less drastic method but for a longer period.

Commissioner Mandap: The members of the AHLC are in a difficult situation right now because we are trying to please both sides. I think this might be a missed opportunity just like the Sunset House. Last night I actually did ride my bike on Railroad and I did notice that there are some problems there. I think looking at the overall framework and looking at Railroad, I am actually in favor of approving this. Our job is to be there and to be the voice of the citizens of Vallejo. I did talk to a couple of people and they were for changing the site. It does make sense. It is a tough situation but we need to look at what is best for the people. I think this would be a missed opportunity if we were to pass this up. Reading the notes here it says it was recommended by staff that some sections of track be preserved. I am for that.

The Commission took a 5 minute recess to read the afore mentioned letter that they had just been given.

Michelle Hightower: The premise of the letter that was written is clearly that the project staff report did not address the analysis correctly with respect to the National Landmarks. This project is not within the National Historic Landmark area which was the whole premise of the letter. I just want to make that clear before we hear from her.

Chairperson Naughton opened the Public Hearing.

Elizabeth Pideon: The problem is that we are segmenting the project. Railways are typically a problem. Obviously, this project, if it included the removal of rails has an impact on the historic core. While I realize that the current scope of work, for the actual work of the project, is to do the section that is being shown it really should take into account the entire area. Obviously it will affect the NHL. It has not this time but different standards apply in the NHL, therefore the project would be done differently. I did not have the map when I was writing this so I was not aware that we had managed to just stop short. However, I will point out to staff that in section 10 of the Design Guidelines, the rail lines are listed repeatedly as key features of the historic industrial district. I am concerned about that. I think that it is unfortunate that we are here where we are right now because I think this project can happen, probably everything that needs to be done can be done but a more comprehensive plan needs to be looked at for what happens with these railroad tracks. Does alternate service on another street preclude their need entirely and then they can be solely interpreted? These questions need to be looked at by the Commission. This is a regulatory agency. You act as Certified Local Government in lieu of the Office of Historic Preservation. The thing is about the historic status the 1970 survey which was done to place this on the NHL and National Register is outdated. This project is a perfect example of why that matters. Basically staff and anyone reviewing it does not have a current set of tools to work with. Any survey over 20 years old is considered to be out of date. All the laws that apply are based on eligibility for the Register, not that it is listed. Eligibility is actually one of the criteria. That should be looked at. The State Historic Building Code was mentioned but not gone into. It would be helpful if there was discussion on how that applies or whether it does apply. Does it afford any tradeoffs? If not, why not? The right-of-way on the street, I will say that if it is placed to the east or the west of the street is going to have a greater impact on the buildings that front right on the street and will have an impact on their foundations. There is a lot of things to consider here. I don't think you can consider this project without going all the way and looking at things like: can the railroad tracks be kept to the center; can they be completely abandoned; does that become a landscaped area in some areas; are some areas designed to allow the industrial uses. These things have not been looked at here in a way that is evident to a member of the public anyway. I would suggest that you look at Monterey. They had to abandon their tracks and came up with a very good program. I have not seen how it was actually implemented but I read about what was going on. Again without looking at all railroad tracks, the system and how it works, many of these do become irrelevant. Maybe they only need to be kept in certain ways and areas but that is a larger plan that needs to be looked at. It is part of the interpretive program on the Island and I think if that could be looked at schematically as part of this so the Commission could move forward with confidence about the trade offs and maybe you decide to ask if the tracks go away something can be done somewhere that records their lines and their importance, etc. Those are things that are done in this process. I think you do not have the material here to make those decisions. That is really what I was trying to say about the staff report. I so disagree with the stance that because they are non-contributors they are not historic. Again the survey is out of date. I am

pretty sure if we said we were going to rip up all the grass in the residential areas and replace it with grass because it was not listed specifically as a character defining feature you would probably have a problem with that. It is not always that simple but I think you do not have enough information right now to make this decision because part of this decision should include what is the trade off? What are we doing to preserve them? That needs to be looked at.

Tom Sheaff: I am with Lennar Mare Island. I thought I would take a couple of minutes and clarify some of the statements that were made and possibly provide some additional information. First of all I acknowledge how difficult some of these areas are. I agree with the statements that these are some very difficult issues. While they require compromise they also do present opportunity. Most of all they require balance. Just like other areas on Mare Island, Railroad Avenue is probably one of the most complex areas out there. I recall walking down Railroad Avenue in 2000 or 2001 with David Kleinschmidt trying to get a handle on all of the constraints that were impacting the width, for example. I appreciate anyone that has ridden their bike or walked down Railroad Avenue because you know exactly what I am talking about. First of all in terms of the number of alternatives that were studied, we should probably have done a better job of putting those out there. In my time there were four alternatives that were studied. We did look at the light rail in 1999 and 2000. We did in fact do some studies then. We did it from the perspective of the on-Island parking standards. Mare Island is severely under parked. It inhibits the ability to attract business. We were looking at remote parking and being able to take people up and down Railroad Avenue on some sort of passenger mechanism in order to get people to where they worked. It is not unlike how the Navy operated historically. What ended up coming out of that was a system that required a lot of capital improvements and required a substantial subsidy for a long period of time. Then, like most transit services that are still requiring long term subsidy, it became a financial equation. Unfortunately that was very close to the railroad that was on Mare Island. Concerning Touro, we have reviewed their unit plan for the north Island and there is no light rail or light rail easement, or easement of any kind actually. The second alternative was to keep the rail in the street. That actually was what was in place for a very, very long time. The third alternative was to not have it at all. The fourth alternative is what you see presented to you this evening. I just wanted to give you the perspective that other alternatives had been looked at and had been studied. This is really one of those compromises. Changing subjects, a quick comment on the liability issue, we really understand both sides of these issues. I will tell you that the liability issue is a real one. As part of the early transfer agreements we were required by the City of Vallejo to accept of the street and roads on Mare Island. As a result, at this time, if there is an insurance claim or a personal injury claim we get named in addition to the City. I can tell you, and I don't have an exact number for you, but many of the trip and falls and particularly bicycle accidents have to do with rail on Mare Island. I also certainly acknowledge the San Francisco example, the Jack London Square example and other places where you are absolutely right the rail does operate and they do co-exist. In the right circumstance it can co-exist. That is part of the balance and difficulty with this. I do want to address one issue. There were several comments about a financial decision that had been made. I will tell you that in terms of, most of you are aware that we have an obligation under our acquisition agreement, to the City of Vallejo to improve infrastructure on Mare Island as directed by the Public Works Department. We have in this situation very little say as to what happens going forward except to comply as best as we can with City standards and City requirements. While you can argue that it would be more cost effective to leave the tracks in place, you have to also understand the counter

argument that the street needs to be improved to certain standards. Throughout this entire process City Staff, I think would concur with this comment that there was very, very little discussion with regard to cost, except when it came to the City's own maintenance cost. That is one of the reasons the City is requiring what it is requiring so that it will avoid more maintenance cost that they would otherwise incur. Lastly I would ask you to make a decision pursuant to the recommendation this evening. One of the reasons I say that is there are a lot of different wheels in motion on Mare Island and as we study things, as we go back and forth on these things, we end up delaying a lot of other things that come along with it, for example, there are three more tentative maps that abut Railroad Avenue. The rail easement discussed this evening effects two of them. Another thing that it effects is the parking. Someone brought that up. You are absolutely right whoever that was. There is a severe parking impact on Mare Island and a rail easement through that starts to effect, not only the ability to park long term, but frankly effects property values. Ultimately the usability of those derives to the benefit or detriment to the City of Vallejo.

Commissioner Kennedy: What happened to option two?

Tom Sheaff: In the original Specific Plan Amendment the expectation was that those cross sections, if you look at the cross sections in the SPA it shows the rail being reused in the street. What has changed since that time is that long-term usability of the rail, and the financial feasibility, and this is a financial question, which is separate from what I just said, just did not make sense. Once that was determined and once the rail was not going to be used we sat down with Public Works and came up with what, I think everyone acknowledges is not the perfect solution, but is a better solution.

Chairperson Naughton: If you determined that the rail was still going to be in use what would you have done with this road?

Tom Sheaff: We would have complied with the Public Works requirement to fully improve it. That would mean wet and dry utilities underground. We would have reworked the road, especially for drainage purposes. We would have improved the rail which would not only include the crossing and above grade improvements mentioned by David, plus the curb plus a lot of concrete at the crossings to smooth out the street intersections. Just as importantly and one of the things that prevents it from being kept in place today is that you essentially have to put all the utilities in a concrete box underneath it so that those utilities do not get crushed. The problem with leaving it alone today and then allowing passenger traffic to come over it later is that the City is stuck in a situation it can't operate that until those concrete boxes, and I am oversimplifying this in a big way. We are leaving the City with a huge liability. Yet, until we are sure it should be used it does not make sense to put those improvements in.

Chairperson Naughton: One of the motivations to improve the roadways is to lessen the maintenance costs of those systems, those roads in the future: positive drainage, etc. That is always a consideration, isn't it, of basically improving the roads to minimize the work that needs to be done in the future. Is that true?

Tom Sheaff: Absolutely, and I will even go one step further that one issue is probably the most significant negotiation, if you will, that we conduct with Public Works. Mare Island is a reuse plan by name and we would like to reuse more of the infrastructure than they would. David is nodding because we spend a lot of time talking about these issues. The City needs to put itself in a position where I think it is reasonable and balanced but it does

not put an undue burden on the citizens of Vallejo. That is the difficult situation that we are in now and frankly I do not want anyone to leave this room with the expectation that this is the last time that we are going to be talking about this, because it will come us again.

Chairperson Naughton: I had a question about the road itself relative to curbed and uncurbed sections. It is a mixed bag of interfacing plots that come right up against the road and you can hardly tell where the road starts and ends and where the adjacent layout space begins. That is kind of the character and the feel of Railroad Avenue. It is industrial and just kind of bleeds out all over the place. I think you stated in the report that that was going to be determined at a later date as to what section would be curbed, what would basically bleed out to the adjacent parcels, and the introduction of bollards as a way to define the roadways. Did you have a schematic line about that? I think if I was to evaluate it you might take one tac and see how much area is going to be curbed, and what is going to be open and what is going to be bollard.

Tom Sheaff: That is a detail that is yet to be worked out. The recommendation that Michelle presented is a viable option in some areas. Some areas are clearly defined and curb and gutter would be appropriate and trying to make it blend with what is there would not be necessary. One of the things that we have to consider in the picture that she showed of the bollards, those cannot be right up against the traveled way. That produces an obstruction and if someone were to hit it we would be liable all the way to the City. We could create that sort of environment with them placed back a sufficient distance so it does not become a traffic issue. You would have to slope the pavement so that in essence you did not have a curb but you had a valley gutter to take care of the water at the flow line of where it occurred. From an appearance standpoint it looks smooth. We would not be opposed to those types of details in the appropriate areas as long as they did not conflict with other uses. Those are details and we are open to them and would consider them if they met the needs.

Chairperson Naughton: Can you tell us a little bit about the timeline on this? Critical path, where are we in the process, the next steps relative to this and your work flow about getting this project going.

Tom Sheaff: I would defer to Michelle for a timeline on any future approvals. I know that this goes to the Planning Commission next. Once we finalize the disposition of the railroad we will be able to finalize our engineering plan. There is some work that has already occurred, for instance, the sewer line has already been repaired. That was a reuse project but most other improvements will need to take place under sort of a new construction idea. The finalized engineering plans need to go in to the City and then be approved. At that time we will know exactly what all of the sides look like and some of the details that David was just talking about will be finalized. Then at that point the side streets and the parcelization of all those areas will take place. We have a calendar right now that puts most of this on an agenda track either before the AHLC or the Planning Commission, I am not sure how much will go to the City Council, over the next three to four months. It is a pretty endeavor at this point. Realistic I don't think it would be 2008 by the time this is finalized. This is a big complicated job that would have to be bid. It would probably go to rebid. Running into the weather, I would hate to say winter of 08. It is probably an 09 project.

Chairperson Naughton: I had one more question and then we will close the Public Hearing and take it back before the Commission. What is the continuation plan for Railroad Avenue going down?

Tom Sheaff: Great question. We have not finalized that internally for many of the same reasons we are talking about this evening. Depending on what happens to the rail it will impact where the utilities go in that section, which will also impact the bunkers, the bunkers act as a retaining wall in the park. There is a lot of complicated issues that revolve around this issue.

Chairperson Naughton: This is a complicated issue. We appreciate all of you coming before us. I think we are getting it. The challenge here is looking at the master plan and figuring out a strategy and then coming back and thinking about improvements in certain sections based on a phasing plan. This seems to me, at least in regards to the easement of the rails and the utilities, there must be a master plan that takes a look at the continuation of utility services. That is a piece of the puzzle. We don't need to know the details of that but it would be useful if there was an idea presented to the Commission, if not at an open hearing then at another group, so we could understand more of what the plan is or the schematic is for utilities on the Island.

Commissioner Quigley: Several things. One, I don't think there is anyone more eager than myself to get these plans underway on Mare Island. Being a resident on Mare Island I would like everything done two months ago. But I still have many unanswered questions and I do wish I could see the master plan for Railroad Avenue. I am confused. I hate to see things go away as far as historical preservation. Those tracks have been there forever. I have gotten a lot of communication from the mainland and the Island from people who really do not want to see the tracks go if they do not have to go. I am in a position here that when I get home tomorrow I will have a lot of phone calls about what happened tonight. When I go back to Monterey/Pacific Grove I love seeing the tracks and remembering pleasant times. I know we need to progress. I am confused about what is going on with this railroad. I am seeing both sides and I don't want to stop the plans from going forth, and that should be done and we should approve this, but I have reservations about saying, "do what you have to do" and then later wishing I had not given the OK. That is exactly where I am. I am not sure of these plans because I am not sure if you are sure of these plans. If you can stimulate me in one direction or the other I would love to get that. I am not focusing in on this.

Chairperson Naughton closed the Public Hearing.

Commissioner Kennedy: I have some questions that have been touched on by a number of people in a number of ways: the master plan; what will happen with the continuum of Railroad Avenue; in depth planning. In the letter there is possible inclusion of VHF in the process as well as OHP. OHP would look unfavorable on the removal of the track. We are concerned with the preservation as a whole and not just with individual pieces. It seems to me that the entry to the yard is a part of the character of the entire yard. To substantially reconfigure it without consideration would bother me. I do not know that I would want to vote against this. I certainly think this is doable, I just do not know if I am ready to be decisive this evening.

Chairperson Naughton: I will offer up my opinion here. I think that this is a complex issue. There is the issue of the track. It has been said that they are a non-contributor but it has continuity with the other parcels out there. What is presented to us tonight is

another conundrum of the need to improve utilities, the requirement by Public Works to improve roadways to minimize future costs, liability, meandering tracks and relations to cross streets. A couple of things that I thought might help tonight as an outcome of the DAC, which I was not at. They made a couple of recommendations about the location of the utility easement, the location of the tracks and kind of a simple analysis of what that might have entailed. We are not doing a deep dive and analysis of this. We are not looking so much at practicality but at architectural features that make up the Island. Because I did not hear a critical path here, my recommendation would be to have a special meeting with us in the next two weeks, before the next regular Commission meeting and kind of lay out what the alternatives might be. Other stakeholders should be included in this meeting. The Commission would like to come to a resolution on this as soon as possible but what I am hearing is that there are other options that have not come before us to sort of fully vet this so that we don't end up making a mistake that we will regret down the line. I am making a motion that we continue this item and be referred to a special meeting that can be set up with the Commission and staff. I will leave it up to staff and perhaps myself to figure out who needs to be in that meeting.

Michelle Hightower: I would just like to get clarification. If we need a special meeting and you want staff to do follow up work prior to that you need to spell out what you believe we need to do and what alternatives you want us to present to you.

Chairperson Naughton: These are the things that I wrote down that we would like an evaluation of: options that you would have looked at before coming up with this conclusion, that might have included the moving of the utility easement, an analysis or a master plan presented to us that looks at the continuation of Railroad Avenue visa vie the railroad easement and future placement of the easement because I think it does effect potentially what we are doing here. We would also request that there be some evaluation of the State Historic Building Code relative to any mitigations or adjustments that would be made from Public Works on curb and gutters or treatment of roadways. Given its complexity and given the spaghetti strings that are connecting all parts of the Island, I think if you could come before us with that level of information. If we have a special meeting for an hour to an hour and a half, in as short a period of time as you can develop this we would like to understand better what the trade offs are and come to a compromised solution if that is what is required or is the best thing to do so we can move the project forward.

David Kleinschmidt: I think we understand your questions. A PUE allows us to place boxes or underground conduits along the edges so that the adjacent property owners can connect into them. The major utilities run down the right-of-way not in these PUEs. They physically and from a design standpoint cannot be located in there. The other point I can make is that going south on Railroad Avenue the design is entirely dependent on the decision that we come to in this section. If we eliminate the railroad tracks and the easement the utilities go in one location, if the tracks have to remain they go in another location. Before we can present to you where those utilities will go we almost need a decision on what we are asking for tonight. Maybe what you are asking is to see the alternatives before you make your decision but from our standpoint we cannot tell you where they will go without a decision being made.

Chairperson Naughton: In clarifying the utilities I think what would be useful is if we sat around at a table and if you would explain that, most of us are not architects, most of us have a very good understanding of what is going on here at least from a visual standpoint,

but these are interrelated, complicated issues and one being dependent on the other. I am not sure our decision making should impact decisions that are made down the road on the continuation of Railroad Avenue and Alden Park without us knowing what the implications are.

AYES: 6 (Commissioners not specified on the tape)

NOS: 1 (Commissioner not specified on the tape)

ABSENT: None.

Motion carries.

14. OTHER ITEMS

- a) **Tentative Map #06- 0004**, Azuar Commons Development Areas 4B/4C, Mare Island. Application to subdivide area to accommodate 72 lots for existing and new residential development.

Michelle Hightower: Lennar Mare Island, LLC (Lennar) has filed a Vesting Tentative Map to subdivide approximately 27 acres of land within Mare Island Reuse Areas 4 and 6. The subdivision would accommodate existing residential buildings and accessory structures, and allow new development in the area. Per Section 4.3.1 of the Mare Island Historic Project Guidelines (Project Guidelines), the Architectural Heritage and Landmarks Commission (AHLC) shall review and comment on the establishment of project sites or parcels within the Mare Island Historic District. Such comments will be considered by staff in preparation of the vesting tentative map staff report provided to the Vallejo Planning Commission for consideration.

The proposed map involves the creation of 70 residential parcels within the area bounded by Azuar Drive, Kansas Street, Walnut Avenue and 10th Street, and two residential parcels north of Kansas Street at Walnut Avenue. The entire area is within the Mare Island Historic District and portions are within the National Historic Landmark District, Area A. As part of the Vesting Tentative Map application, Lennar has also proposed infrastructure improvements to support the subdivision, including street widening, installation of curb, gutter and sidewalks, streetlights, and underground utilities.

Michelle did a PowerPoint that showed the project boundaries and surrounding buildings and streets. There were slides of Q Quarters also.

Included in this project is the parcelization of the Q Quarters. These duplexes are two-story with detached two-car garages. In the rear of Q Quarters are garages with a studio apartment above them. The project involves the creation of 72 lots for Q Quarters, allowing individual ownership; 20 of the lots would be for new cottages; 3 lots for existing single-family homes on Azuar; 15 lots for the existing mansions; 14 for mansion cottages; the last lot would be for a mansion townhome. The infrastructure would be improved as part of the project: underground utilities and streets. Sidewalks would be installed on Oak Lane, 8th and 7th Streets, and Rickover. This is the Tentative Map proposal.

The existing studio apartments and garages for Q Quarters would be demolished and in their place the Q Cottages would be constructed. This particular lot only shows a potential lot

footprint. It is not intended to finalize what would be built here, it is to give you an idea of what could potentially be built. For the Q cottages there would be attached garages and a courtyard would be created. Along Azuar, the retention of 2 single-family homes is planned. The home on the corner would be relocated to this location. In its place a four-plex mansion townhome would be created. All of which have rear entry access through Oak Lane. The mansions would be parcelized. Basically, the parcelization line follows the existing fence line in landscaping area. Most of the mansions would be single-family homes, some with detached garages, some with attached garages and a home relocated from Connelly St and Walnut Avenue. The mansions would also have new detached garages in the rear. Some would retain the existing detached garage. The two mansions next to Kansas Street would have alley access and new detached garages would be built. The preservation consultant provided an analysis based on the project guidelines and the Mare Island Historic Preservation Guidelines.

Because the project site covers a large amount of land area and a range of historic resource types, the discussion is divided into four geographical sections. This includes 1) the area containing the Q-Quarters; 2) the area containing the Officers' Quarters; 3) the area north of 7th Street on Azuar Drive; and 4) the area north of Kansas Street along Walnut Avenue. The general topics of discussion include the project site such as the surrounding landscaping, new construction and demolition, and the proposed infrastructure improvements such as street widening, sidewalks and guest parking areas.

It is recommended that the proposed Q-Cottages be designed small enough to allow open space to surround the rear structures and provide adequate Oak Lane yard landscaping.

It is recommended that more trees be preserved along Oak Lane, and that a Cultural Landscape Evaluation be prepared for the mansions, making the proposal consistent with the Project Guidelines and Design Guidelines.

The relocation of the fourth house and replacement with a multi-family residence is consistent with the general setting of the area fronting Azuar Drive on both sides; however, it is important that the new building not overpower the rhythm of the single-family residences to the south.

In Area 4, North of Kansas Street, two residential parcels and a remainder parcel are proposed to be established at two existing residences facing Walnut Avenue, Buildings P and 17. In this area, the proposed tentative map would appear to be consistent with the Project Guidelines and Design Guidelines.

This design appears consistent with the immediate area. It preserves the landscaping within the Quarters A parcel, and merely widens the alley for a short distance. I or Lennar would be happy to answer any questions. If they would like to speak you should please allow them to do so.

Chairperson Naughton: The PowerPoint presentation was a clear and concise way to present to us. Thank you.

Commissioner Swanson: Is there an environmental impact? We are having 72 new residences around Oak. Was there any kind of report written up or discussed?

Michelle Hightower: The environmental impact report did take into account the additional units. In fact it included more.

Chairperson Naughton: With the DAC those were recommendations not requirements. We did approve the Q Quarters and the back cottages. I am getting confused here.

Michelle Hightower: No, this is the first time this has come before you.

Chairperson Naughton: This is the parcelization not the actual details of the project. Is that correct?

Michelle Hightower: Yes.

Chairperson Naughton: The parcelization is recommending following the existing fence line that is out there. Is that correct?

Michelle Hightower: Yes.

Chairperson Naughton: There will be a sense of size and scale relative to the cottages and the mansions themselves. Is that correct?

Michelle Hightower: Yes.

Chairperson Naughton: Those specific issues will come back before the AHLC at a later date, correct?

Michelle Hightower: Yes. The design, site layout and landscaping will all be approved by the AHLC.

Chairperson Naughton: What action, if any, is the Commission taking on this?

Michelle Hightower: There is no action we are just here to take your comments and answer your questions.

Commissioner Swanson: My comment is that I like the idea except building on the mansions' property. I liked the footprint you presented us at the meeting. My only concern is extra people in a place.

15. ADJOURNMENT

The meeting was adjourned at 9:30 p.m.

Respectfully Submitted,
Bill Tuikka, Secretary

City of Vallejo

Architectural Heritage and Landmarks Commission

June 19, 2008

TO: Architectural Heritage and Landmarks Commission

FROM: Michelle Hightower, Senior Planner
Leslie Dill, Contract Planner

SUBJECT: Agenda Item 13a
Certificate of Appropriateness #08-0006
Railroad Avenue Improvements

SUMMARY

Certificate of Appropriateness #08-0006 to allow the construction of street improvements, including the removal of inactive freight railroad tracks along Railroad Avenue on Mare Island came before the Architectural Heritage and Landmarks Commission (AHLC) at the regular May meeting of the Commission on May 15, 2008. The AHLC and a member of the public raised several concerns regarding the proposal and the AHLC voted in favor of continuing the public hearing to a Special Meeting. Since that time, the applicant and staff have requested that given the number of issues raised during the meeting, the continued public hearing be held at the regularly scheduled meeting in June allowing ample time to respond. During such time, the applicant along with staff also conducted several tours of the area for the Commissioners to provide a clearer understanding of the proposal.

BACKGROUND AND DISCUSSION

The applicant proposes to widen and improve Railroad Avenue from G Street to 8th Street as well as four cross-streets in the area. Six street cross-sections for the length of Railroad Avenue and two for the cross-streets are proposed. This includes approximately four blocks of four-lane, two-way traffic on Railroad Avenue from "E" to Connolly Street; and two lanes of two-way traffic from Connolly to 8th Street. As proposed, some of the area would include one parking lane on the west side, and curb, gutter and sidewalks on both sides of the roadway. The existing railroad tracks generally along the west side of the roadway would be removed and a 17 to 24-foot easement for a future rail alignment would be provided on the same side. The pair of cross-street designs include two travel lanes, curb, gutter and sidewalks. One notable difference is that "E" Street would have a planting strip between the curb and sidewalk.

Many issues were raised during the meeting, including the necessity for the street improvement project overall, the proposed utility location and plans, alternatives considered to allow the preservation of the tracks, use of the State Historical Building Code with respect to public improvements such as streets and sidewalks, signage, consideration of what other cities have done to preserve historic railroad tracks, use of more current documents, and the determination that the tracks are non-contributors to the district, yet called out as "key features" in the Mare Island Historic Project Guidelines. Most of the issues were addressed during the public hearing, however; staff has addressed the major issues of concern below:

Project Purpose: The Blue Book for the project dated May 8, 2008 explains that improvement plans for Railroad Avenue are a requirement of the Vesting Tentative Map for Town Center. The actual widening of Railroad Avenue is needed to accommodate the projected build-out traffic volumes on Mare Island. In particular, the Mare Island Specific Plan (Specific Plan) designates Railroad Avenue and Azuar Drive as the two major north-south travel corridors on the Island. The Specific Plan Street Cross-Sections show Nimitz Avenue south of G Street, which currently carries a large percentage of north-south traffic, closed between G and Connolly Streets; thus traffic will be diverted to Railroad Avenue. In addition, as the master developer of Mare Island, Lennar is responsible for upgrading the infrastructure which includes restoring and replacing underground utilities. New utilities will be placed within the Railroad Avenue right-of-way for existing and new buildings. Thus, the need to widen the street and install underground utilities necessitates the proposed improvement project.

The proposal to remove the existing railroad tracks as part of the project is based on several factors. While the Specific Plan originally envisioned that the tracks would help attract industrial users who found them to be an amenity, the opposite has occurred, and over time, the use of the tracks has been significantly reduced. The tracks are also considered to be a substandard design by the State Public Utilities Commission (PUC) and would require \$11 million in upgrades. In light of this, in March 2008, Lennar as the underlying land owner made a policy decision to terminate rail service on the Island. This decision was supported by the City Council. Given that the existing tracks are inactive and would require upgrades if used in the future, the subject proposal is to remove the tracks as part of the project. To allow the opportunity for future rail service in the area, the 17-24 foot wide rail easement is proposed on the west side of the street on private property. Until such time that rail service is feasible, the property owners may use that easement area for landscaping or parking subject to site approval by the City. At the current time, no regional transportation agency shows Mare Island as being part of a regional rail network.

Overall Plan for Railroad Avenue: The proposed alignment for Railroad Avenue is generally a two to four-lane road with on-street parking in some areas, curb, gutters and sidewalks. During the public hearing, a Commissioner questioned the need to provide formal sidewalks within this industrial area of the Island. After further review, staff has concluded that a rolled curb and monolithic sidewalks could be installed throughout the area. The revised design presents a more informal setting while providing the protection needed for pedestrian safety.

As proposed, the railroad easement would terminate near Building S23-01 north of 8th Street. South of 8th Street, Railroad Avenue would continue as a four-lane road. However, to address the issue of preserving the historic character associated with the rail lines, as expressed by several of the Commissioners, the applicant would study in detail the possibility to leave the tracks in place from 8th Street to Bagley Street, within the National Historic Landmark District (NHL). To accommodate the tracks and travel lanes, and to retain the bunkers along the west side of the road, it may require that sidewalks not be constructed within this two-block section of Railroad Avenue. Alternative pedestrian access would be provided via Alden Park and Walnut Avenue to the west, and Nimitz Avenue through the future pedestrian plaza to the east.

Alternatives to Preserve the Railroad Tracks: An alternative to preserve portions of the railroad tracks within the project areas was discussed during the meeting. Subsequently, the applicant and staff have explored the possibility of removing the tracks, installing the underground water/utility lines and replacing the tracks in their original location. However, it has been determined that maintenance of the utility lines would be very costly to the City since the tracks would need to be removed to access the area. It has further been determined that

the right-of-way width does not provide for the area needed to retain the tracks and install the underground utilities with the required separation.

Use of the State Historical Building Code: Although the California Historical Building Code (CHBC) often provides some design relief when there are building code conflicts within a preservation project; staff is not aware at this time of specific code-compliance issues with the railroad track design that might be addressed in the CHBC. Alternative designs for Railroad Avenue and the tracks could be explored further if warranted, but the concerns may center around the City's ordinances rather than building code issues.

How Other Cities Have Addressed Inactive Railroad Tracks: Staff has been unsuccessful in researching how other cities have addressed removing inactive tracks in historic districts. In Santa Cruz, it was conveyed that because the tracks are active, they remain part of the right-of-way. Also, in Old Sacramento, the tracks are used as part of a trolley system that operates in the area. Staff will continue to research this issue.

Use of More Current Documents: A member of the public expressed an opinion that although the National Register document indicates that the railroad tracks are non-contributors to the Historic District, the survey prepared for the National Register's nomination is out-of-date. In addition, it was noted that the Design Guidelines for the Mare Island Historic District have the railroad tracks listed as a key feature.

In response, staff believes, the review of improvement projects is meant to be undertaken in two steps: the first is the evaluation of the potential resource for historical significance. Only after the significance has been established can project review for the COA be separately undertaken; project review is intended to identify possible adverse impacts to known resources. Thorough review relies on prior documentation that identifies character-defining features and significant associations in order that the proposed work can be shown to preserve these valuable features and associations.

The May 15, 2008 staff report was based on the historic district nomination, the planning document that establishes the significance of the buildings, objects, landscapes, and structures on Mare Island. The National Register Mare Island Historic District nomination specifically lists the tracks as non-contributing (page 80). There is no accompanying analysis that supports that conclusion; the tracks are merely noted on the non-contributing list. Without additional evaluation, the tracks are not currently considered historic resources under the City's policies and ordinances. It also seems likely that the Design Guidelines made assumptions about the significance of the tracks based on a visual observation rather than adherence to the original nomination forms.

The Historic District nomination is now approximately twelve years old. This would not be considered current by today's standards. Survey documents are usually considered adequate if they were completed within five years of the development review. However, the nomination has been the primary planning document for Vallejo and has remained largely relevant because the document and each of its named contributing resources and most of its non-contributing resources have been subjected to extensive scrutiny during the Specific Plan process over the last several years. The concern regarding the removal of the railroad tracks was likely not addressed because the tracks were projected for continued use.

It is also worth noting that the CalTrans historic evaluation guidelines exclude railroad tracks from preservation analysis. Apparently, tracks are considered practical working materials, perhaps similar to road paving. No analysis is required for the replacement of tracks.

CONCLUSION

Staff believes the balance of historic preservation and practicality is to (1) allow the removal of the tracks along Railroad Avenue from G Street to 8th Street; (2) further investigate the option to retain the tracks from 8th to Bagley Streets, as well as other designated locations as determined through coordination with the Design Assistance Committee; and (3) allow the installation of rolled curbs and sidewalks throughout the area. As such, staff recommends the Commission approve Certificate of Appropriateness #08-0006 subject to the findings and conditions provided in the staff report dated May 15, 2008 and the condition provided below.

CONDITION OF APPROVAL

1. The applicant shall revise the plans to include rolled curbs and monolithic sidewalks, as feasible, throughout the project area.

Attachments:

1. Staff Report dated May 15, 2008 and Attachments
2. Site Plan of Railroad Avenue

ARCHITECTURAL HERITAGE & LANDMARKS COMMISSION

STAFF REPORT

Date of Hearing: May 15, 2008

Agenda Item: 13a

Application: Certificate of Appropriateness #8-0006 as governed by Chapter 16.38, Architectural Heritage and Historic Preservation, Vallejo Municipal Code

Recommendation: **Approve** Certificate of Appropriateness #08-0006 subject to the findings and conditions contained in this staff report.

1. **LOCATION:** Railroad Avenue Street Improvements between 8th and "E" Streets
Reuse Area 2A and 3
2. **APPLICANT:** Lennar Mare Island, LLC
690 Walnut Ave, Suite 100
Vallejo, CA 94592
3. **PROPERTY OWNER:** Lennar Mare Island, LLC
690 Walnut Avenue
Vallejo, CA 94592
4. **PROJECT DESCRIPTION:**

As master developer of Mare Island, Lennar Mare Island, LLC (applicant) is required to conduct island-wide infrastructure system upgrades to support the reuse plan for most of Mare Island. To complete the street improvement plans for Railroad Avenue, the design of the street and sidewalk cross sections must be approved by the City. The entire project area is within the Mare Island Historic District (Historic District) and stops short of the National Historic Landmark boundaries at 8th Street. The applicant has provided a "Blue Book" that contains a project description, drawings and photographs associated with the proposed project. (See Attachment B.)

In general, Railroad Avenue and the various cross streets are void of sidewalks, curbs, and gutters at present. The freight railroad lines run most of the length of Railroad Avenue, either within the roadway or immediately adjacent to it. In many areas, the street is paved continuously into parking areas while some areas have

curbs that block narrow planting strips. As part of the street improvement project, the applicant proposes to establish new, consistent street widths, (including widening the streets where widening is feasible), repave the roadways (including removal of railroad tracks), provide on-street parking where possible, install curbs, gutters, sidewalks, streetlights, and underground utilities as well as provide for minimal landscaping on one cross street.

The Public Works Department, Traffic Engineering Division, has classified Railroad Avenue as an arterial street. Within the subject area, there are six profiles proposed; four of these profiles are proposed for the length of Railroad Avenue and two are for the cross streets. The proposal includes approximately four blocks of four-lane, two-way traffic on Railroad Avenue, from "E" to Connolly Streets; one view shows a narrower future railroad easement than the other design. The remainder of that avenue within the subject area would be two lanes or two-way traffic, some with one lane of parking and some without. The pair of cross-street designs are both shown with two lanes; the difference is that "E" Street will have a planting strip between the curb and sidewalk.

5. RELATION TO CEQA

As conditioned, this project has been determined to be exempt from the requirements of the California Environmental Quality Act per Section 15331 (Class 31) because it consists of the rehabilitation of an historic area in a manner consistent with the Secretary of the Interior's Standards.

6. PUBLIC NOTICING

Notice of the proposed project was mailed to property owners within 500 feet of the area and to federal agencies on Mare Island on May 1, 2008.

7. STAFF ANALYSIS:

Architectural Heritage and Landmarks Commission (AHLC) Jurisdiction

The Vallejo Municipal Code (VMC) requires projects within the Historic District to be consistent with the Historic Project Guidelines, Appendix B.1 to the Mare Island Specific Plan. According to Section 8.2.1 of the Historic Project Guidelines, a Certificate of Appropriateness (COA) from the AHLC is required for all new construction projects within the Historic District. This would include the street widening and installation of new sidewalks, curbs, gutters, and streetlights (previously approved).

Related Projects

On March 15, 2007, the AHLC approved COA #07-0009 regarding the lighting design for this area along Railroad Avenue.

Significance Documentation

The subject area consists of existing buildings/structures and open spaces that contribute to the Mare Island Historic District, including clusters of early-twentieth-century industrial storage buildings in the Shipyard North and Lumberyard areas that flank Railroad Avenue. While the proposal involves changes to the streets that provide access to historic resources, the roadway itself is not listed as a Contributing Resource to the Historic District, and in this subject area does not have associated features, such as sidewalks or landscapes, that are listed as contributing to the district. The railroad tracks within the boundaries of the Historic District are specifically listed as non-contributing to the Mare Island Historic District as a part of the district nomination (page 80).

Project Impact on Historic Resources

The street surfaces and adjacent open spaces would be impacted during the installation of the proposed street improvement project, however, the asphalt, curb, and rails are not considered character-defining features of the setting of the Historic District. As proposed, the street sizes and improvements are appropriate for the industrial area. In particular, because this is an industrial area, no street trees or landscape strips are proposed. The current configuration is very disorderly, with open spaces overlapping circulation areas and no protection for pedestrians; the proposed configuration will be proportionately ordered, with a distinct roadway bordered by curbs, gutters, sidewalks, and streetlights. Although this orderliness will be a fairly substantial change to the streetscape, the proposed design preserves the simplicity of the materials, as well as the sizes and locations of circulation patterns, and the design will be of its own era within the larger historic context. The design, therefore, appears to be generally compatible with the Historic District (See Secretary Standard's Review and Design Guidelines Review for more detailed analysis.)

The DAC met with Lennar and City staff on April 8, 2008 to discuss the proposed project. During the meeting, the DAC members expressed concern regarding the removal of the railroad tracks, and stressed that the tracks provide a historic feature that is characteristic of the Island. It was recommended by staff that some short sections of the tracks be preserved in other locations on the Island, specifically within the Historic Core Plaza along Nimitz Avenue near Building 46.

Secretary of the Interior's Standards Review

As required by the Historic Project Guidelines, the proposed project must be reviewed for compliance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards). The treatment that would apply to this project is Rehabilitation, as this is the only treatment that allows alterations to historic properties or areas. "Rehabilitation" is defined as "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use, while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values."

The project meets the Standards as per the following analysis:

1. *A property would be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

The project does not affect the historic use of the property.

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.*

The project does not make changes to site features that characterize the Historic District, nor will the proposed project alter the character of the historic resources within the project area. Roads, railroad tracks, curbs, and sidewalks in this area are not identified as character-defining features.

3. *Each property would 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 elements from other historic properties, would not be undertaken.*

The project does not involve changes that would create a false sense of historical development.

4. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property would be preserved.*

The project does not require the removal of materials, features, and finishes that characterize the historic setting.

9. *New additions, exterior alterations, or related new construction would not destroy historic materials, features, and spatial relationships that characterize the property. The new works shall be differentiated from the old and would be compatible with the historic*

materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

The project does not involve alteration of historic materials or features or spatial relationships that characterize the property. The improvements would be compatible with the historic materials, features, size, scale and proportions of the historic setting of the District, and the project appears to protect the integrity of the adjacent properties and environment.

10. *New additions and adjacent or related new construction would 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.*

The addition and removal of any of the street improvement would not impair the essential form and integrity of the historic properties and surrounding environment.

Mare Island Historic District Design Guidelines Review

As required by Section 8.2.1 of the Historic Project Guidelines, projects within the Historic District must be reviewed for compliance with the Design Guidelines (Design Guidelines) for the Mare Island Historic District, Appendix B.4 to the Mare Island Specific Plan Amended and Restated. Guidelines for rehabilitation projects are found in the Introduction (which lays out the process and identifies the pertinent chapters within the Design Guidelines. According to the chart on page I-6, Chapters 1, 2, 9, 10 and 11 should be applied to this project, as it is the alteration of a noncontributing resource.

Chapter 1 describes the overall history and character of the Historic District. There are no specific guidelines in this chapter, but it provides a framework for the remaining analysis.

Chapter 2 identifies architectural styles and key features for buildings on Mare Island and is therefore not applicable.

Chapter 9 states that new development should respect the overall historical context of the Island as well as its immediate surroundings. The Design Guidelines Summary Table (also provided in Chapter 10 Industrial Character Area) gives recommendations for the three types of areas, namely Industrial, Administrative & Institutional and Residential. The improvements meet the following design principles: 9.1 (facilitate interpretation of the authentic history...), 9.3 (reflect the current period), and 9.5 (...designs should be in keeping with the qualities of the character area). Within the table on page 9-9, the project meets the following design guidelines:

* Guidelines that do not apply to this project are not listed in this analysis.

- The infrastructure is “visually subordinate”
- The curb and gutters are “visually subdued to blend with adjacent paved surfaces”; however, they are not “used sparingly.” It is recommended that the AHLC approve the currently proposed configuration, but provide the applicant with design allowances for removing some curbs and gutters if desired by the applicant and determined feasible by Public Works.
- [No sidewalk guidelines are specifically provided, although the guideline mentions that sidewalks can be delineated by bollards in the Industrial Area] The curbs and gutters proposed along the length of Railroad Avenue do not seem to meet the intent of this guideline.

Chapter 10 provides guidelines for the Industrial Character Area; however, few of the guidelines apply to this project, as they primarily address such issues as building setbacks, parking lots, and encourage pedestrian access in the area in general.

8. STAFF RECOMMENDATION:

Staff recommends that the Commission **APPROVE** Certificate of Appropriateness #08-0008 subject to the following:

Findings

1. The proposed project shall not adversely affect the relationship and congruity between the property and its surroundings, including the existing buildings and other structures in the area per Section 7 of this report.
2. The proposed project would not adversely affect the special character of the Historic District per Section 7 of this report.

9. CONDITIONS OF APPROVAL

1. The applicant shall work with the Design Assistance Committee of the AHLC to preserve some short sections of the railroad tracks.
2. If the applicant chooses, some sidewalks proposed along the length of Railroad Avenue may be omitted if approved by the Public Works Department. At these locations, bollards may be utilized for pedestrian safety as noted in the Mare Island Design Guidelines. Any changes to the proposed plans shall be submitted to the Secretary of the AHLC for review and approval.

10. PROJECT REQUIREMENTS

1. Standard practices for protecting archeological resources shall be applied.
2. Applicant shall submit 3 sets of improvement plans to the Public Works Division for review and approval.
3. All contractors and subcontractors on the project shall obtain City of Vallejo business licenses.
4. Construction-related activities shall be limited to between the hours of 7 a.m. and 6 p.m., Monday through Saturday. No construction is to occur on Sunday or federal holidays. Construction equipment noise levels shall not exceed the City's maximum allowable noise levels.
5. The conditions herein contained shall run with the property and shall be binding on the applicant and all heirs, executors, administrators, and successors in interest to the real property that is the subject of this approval.
6. The applicant shall defend, indemnify, and hold harmless the City of Vallejo and its agents, officers, and employees from any claim, action, or proceeding against the City and its agents, officers, and employees to attack, set aside, void, or annul this approval by the City. The City may elect, at its discretion, to participate in the defense of any action.

11. EXPIRATION

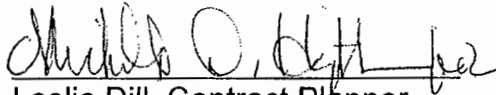
Approval of the Certificate of Appropriateness shall expire automatically eighteen months after the date of approval by the Architectural Heritage and Landmarks Commission unless authorized construction has commenced prior to the expiration date, except that upon written request prior to expiration, the Secretary may extend the approval for an additional twelve months. If the Secretary denies the application for extension, the applicant may appeal to the Commission within ten days after the secretary has denied the extension.

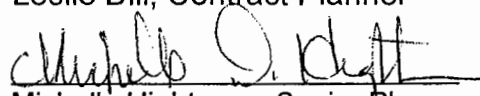
The applicant or any party aggrieved by a determination of the Architectural Heritage and Landmarks Commission may appeal the action to the City Council. Such appeal must be filed in writing with the City Clerk within ten (10) calendar days after the action by the Architectural Heritage and Landmarks Commission. Such appeal shall not be timely filed unless it is actually received in the Office of the City Clerk no later than the close of business on the tenth day. The City Council may affirm, reverse, or modify any decision of the Architectural Heritage and Landmarks Commission that is appealed.

The City Council may summarily reject any appeal upon determination that the appellant is not adversely affected by a decision under appeal.

12. ATTACHMENTS:

- A. Conflict of Interest Map – 500-Foot Radius
- B. “Blue Book” Railroad Avenue Street Improvements and Removal of Freight Railroad Track

Prepared by: 
Leslie Dill, Contract Planner

Reviewed by: 
Michelle Hightower, Senior Planner

ARCHITECTURAL HERITAGE & LANDMARKS COMMISSION

STAFF REPORT

Date of Hearing: May 15, 2008

Agenda Item: 13a

Application: Certificate of Appropriateness #8-0006 as governed by Chapter 16.38, Architectural Heritage and Historic Preservation, Vallejo Municipal Code

Recommendation: **Approve** Certificate of Appropriateness #08-0006 subject to the findings and conditions contained in this staff report.

1. **LOCATION:** Railroad Avenue Street Improvements between 8th and "E" Streets
Reuse Area 2A and 3
2. **APPLICANT:** Lennar Mare Island, LLC
690 Walnut Ave, Suite 100
Vallejo, CA 94592
3. **PROPERTY OWNER:** Lennar Mare Island, LLC
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4. **PROJECT DESCRIPTION:**

As master developer of Mare Island, Lennar Mare Island, LLC (applicant) is required to conduct island-wide infrastructure system upgrades to support the reuse plan for most of Mare Island. To complete the street improvement plans for Railroad Avenue, the design of the street and sidewalk cross sections must be approved by the City. The entire project area is within the Mare Island Historic District (Historic District) and stops short of the National Historic Landmark boundaries at 8th Street. The applicant has provided a "Blue Book" that contains a project description, drawings and photographs associated with the proposed project. (See Attachment B.)

In general, Railroad Avenue and the various cross streets are void of sidewalks, curbs, and gutters at present. The freight railroad lines run most of the length of Railroad Avenue, either within the roadway or immediately adjacent to it. In many areas, the street is paved continuously into parking areas while some areas have

curbs that block narrow planting strips. As part of the street improvement project, the applicant proposes to establish new, consistent street widths, (including widening the streets where widening is feasible), repave the roadways (including removal of railroad tracks), provide on-street parking where possible, install curbs, gutters, sidewalks, streetlights, and underground utilities as well as provide for minimal landscaping on one cross street.

The Public Works Department, Traffic Engineering Division, has classified Railroad Avenue as an arterial street. Within the subject area, there are six profiles proposed; four of these profiles are proposed for the length of Railroad Avenue and two are for the cross streets. The proposal includes approximately four blocks of four-lane, two-way traffic on Railroad Avenue, from "E" to Connolly Streets; one view shows a narrower future railroad easement than the other design. The remainder of that avenue within the subject area would be two lanes or two-way traffic, some with one lane of parking and some without. The pair of cross-street designs are both shown with two lanes; the difference is that "E" Street will have a planting strip between the curb and sidewalk.

5. RELATION TO CEQA

As conditioned, this project has been determined to be exempt from the requirements of the California Environmental Quality Act per Section 15331 (Class 31) because it consists of the rehabilitation of an historic area in a manner consistent with the Secretary of the Interior's Standards.

6. PUBLIC NOTICING

Notice of the proposed project was mailed to property owners within 500 feet of the area and to federal agencies on Mare Island on May 1, 2008.

7. STAFF ANALYSIS:

Architectural Heritage and Landmarks Commission (AHLC) Jurisdiction

The Vallejo Municipal Code (VMC) requires projects within the Historic District to be consistent with the Historic Project Guidelines, Appendix B.1 to the Mare Island Specific Plan. According to Section 8.2.1 of the Historic Project Guidelines, a Certificate of Appropriateness (COA) from the AHLC is required for all new construction projects within the Historic District. This would include the street widening and installation of new sidewalks, curbs, gutters, and streetlights (previously approved).

Related Projects

On March 15, 2007, the AHLC approved COA #07-0009 regarding the lighting design for this area along Railroad Avenue.

Significance Documentation

The subject area consists of existing buildings/structures and open spaces that contribute to the Mare Island Historic District, including clusters of early-twentieth-century industrial storage buildings in the Shipyard North and Lumberyard areas that flank Railroad Avenue. While the proposal involves changes to the streets that provide access to historic resources, the roadway itself is not listed as a Contributing Resource to the Historic District, and in this subject area does not have associated features, such as sidewalks or landscapes, that are listed as contributing to the district. The railroad tracks within the boundaries of the Historic District are specifically listed as non-contributing to the Mare Island Historic District as a part of the district nomination (page 80).

Project Impact on Historic Resources

The street surfaces and adjacent open spaces would be impacted during the installation of the proposed street improvement project, however, the asphalt, curb, and rails are not considered character-defining features of the setting of the Historic District. As proposed, the street sizes and improvements are appropriate for the industrial area. In particular, because this is an industrial area, no street trees or landscape strips are proposed. The current configuration is very disorderly, with open spaces overlapping circulation areas and no protection for pedestrians; the proposed configuration will be proportionately ordered, with a distinct roadway bordered by curbs, gutters, sidewalks, and streetlights. Although this orderliness will be a fairly substantial change to the streetscape, the proposed design preserves the simplicity of the materials, as well as the sizes and locations of circulation patterns, and the design will be of its own era within the larger historic context. The design, therefore, appears to be generally compatible with the Historic District (See Secretary Standard's Review and Design Guidelines Review for more detailed analysis.)

The DAC met with Lennar and City staff on April 8, 2008 to discuss the proposed project. During the meeting, the DAC members expressed concern regarding the removal of the railroad tracks, and stressed that the tracks provide a historic feature that is characteristic of the Island. It was recommended by staff that some short sections of the tracks be preserved in other locations on the Island, specifically within the Historic Core Plaza along Nimitz Avenue near Building 46.

Secretary of the Interior's Standards Review

As required by the Historic Project Guidelines, the proposed project must be reviewed for compliance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards). The treatment that would apply to this project is Rehabilitation, as this is the only treatment that allows alterations to historic properties or areas. "Rehabilitation" is defined as "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use, while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values."

The project meets the Standards as per the following analysis:

1. *A property would be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

The project does not affect the historic use of the property.

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.*

The project does not make changes to site features that characterize the Historic District, nor will the proposed project alter the character of the historic resources within the project area. Roads, railroad tracks, curbs, and sidewalks in this area are not identified as character-defining features.

3. *Each property would 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 elements from other historic properties, would not be undertaken.*

The project does not involve changes that would create a false sense of historical development.

4. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property would be preserved.*

The project does not require the removal of materials, features, and finishes that characterize the historic setting.

9. *New additions, exterior alterations, or related new construction would not destroy historic materials, features, and spatial relationships that characterize the property. The new works shall be differentiated from the old and would be compatible with the historic*

materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

The project does not involve alteration of historic materials or features or spatial relationships that characterize the property. The improvements would be compatible with the historic materials, features, size, scale and proportions of the historic setting of the District, and the project appears to protect the integrity of the adjacent properties and environment.

10. *New additions and adjacent or related new construction would 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.*

The addition and removal of any of the street improvement would not impair the essential form and integrity of the historic properties and surrounding environment.

Mare Island Historic District Design Guidelines Review

As required by Section 8.2.1 of the Historic Project Guidelines, projects within the Historic District must be reviewed for compliance with the Design Guidelines (Design Guidelines) for the Mare Island Historic District, Appendix B.4 to the Mare Island Specific Plan Amended and Restated. Guidelines for rehabilitation projects are found in the Introduction (which lays out the process and identifies the pertinent chapters within the Design Guidelines. According to the chart on page I-6, Chapters 1, 2, 9, 10 and 11 should be applied to this project, as it is the alteration of a noncontributing resource.

Chapter 1 describes the overall history and character of the Historic District. There are no specific guidelines in this chapter, but it provides a framework for the remaining analysis.

Chapter 2 identifies architectural styles and key features for buildings on Mare Island and is therefore not applicable.

Chapter 9 states that new development should respect the overall historical context of the Island as well as its immediate surroundings. The Design Guidelines Summary Table (also provided in Chapter 10 Industrial Character Area) gives recommendations for the three types of areas, namely Industrial, Administrative & Institutional and Residential. The improvements meet the following design principles: 9.1 (facilitate interpretation of the authentic history...), 9.3 (reflect the current period), and 9.5 (...designs should be in keeping with the qualities of the character area). Within the table on page 9-9, the project meets the following design guidelines:

* Guidelines that do not apply to this project are not listed in this analysis.

- The infrastructure is “visually subordinate”
- The curb and gutters are “visually subdued to blend with adjacent paved surfaces”; however, they are not “used sparingly.” It is recommended that the AHLC approve the currently proposed configuration, but provide the applicant with design allowances for removing some curbs and gutters if desired by the applicant and determined feasible by Public Works.
- [No sidewalk guidelines are specifically provided, although the guideline mentions that sidewalks can be delineated by bollards in the Industrial Area] The curbs and gutters proposed along the length of Railroad Avenue do not seem to meet the intent of this guideline.

Chapter 10 provides guidelines for the Industrial Character Area; however, few of the guidelines apply to this project, as they primarily address such issues as building setbacks, parking lots, and encourage pedestrian access in the area in general.

8. STAFF RECOMMENDATION:

Staff recommends that the Commission **APPROVE** Certificate of Appropriateness #08-0008 subject to the following:

Findings

1. The proposed project shall not adversely affect the relationship and congruity between the property and its surroundings, including the existing buildings and other structures in the area per Section 7 of this report.
2. The proposed project would not adversely affect the special character of the Historic District per Section 7 of this report.

9. CONDITIONS OF APPROVAL

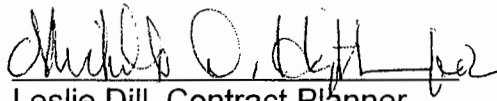
1. The applicant shall work with the Design Assistance Committee of the AHLC to preserve some short sections of the railroad tracks.
2. If the applicant chooses, some sidewalks proposed along the length of Railroad Avenue may be omitted if approved by the Public Works Department. At these locations, bollards may be utilized for pedestrian safety as noted in the Mare Island Design Guidelines. Any changes to the proposed plans shall be submitted to the Secretary of the AHLC for review and approval.

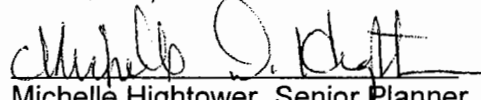
*LINDA ARLE
AT 4 P.M.*

The City Council may summarily reject any appeal upon determination that the appellant is not adversely affected by a decision under appeal.

12. ATTACHMENTS:

- A. Conflict of Interest Map – 500-Foot Radius
- B. “Blue Book” Railroad Avenue Street Improvements and Removal of Freight Railroad Track

Prepared by: 
Leslie Dill, Contract Planner

Reviewed by: 
Michelle Hightower, Senior Planner

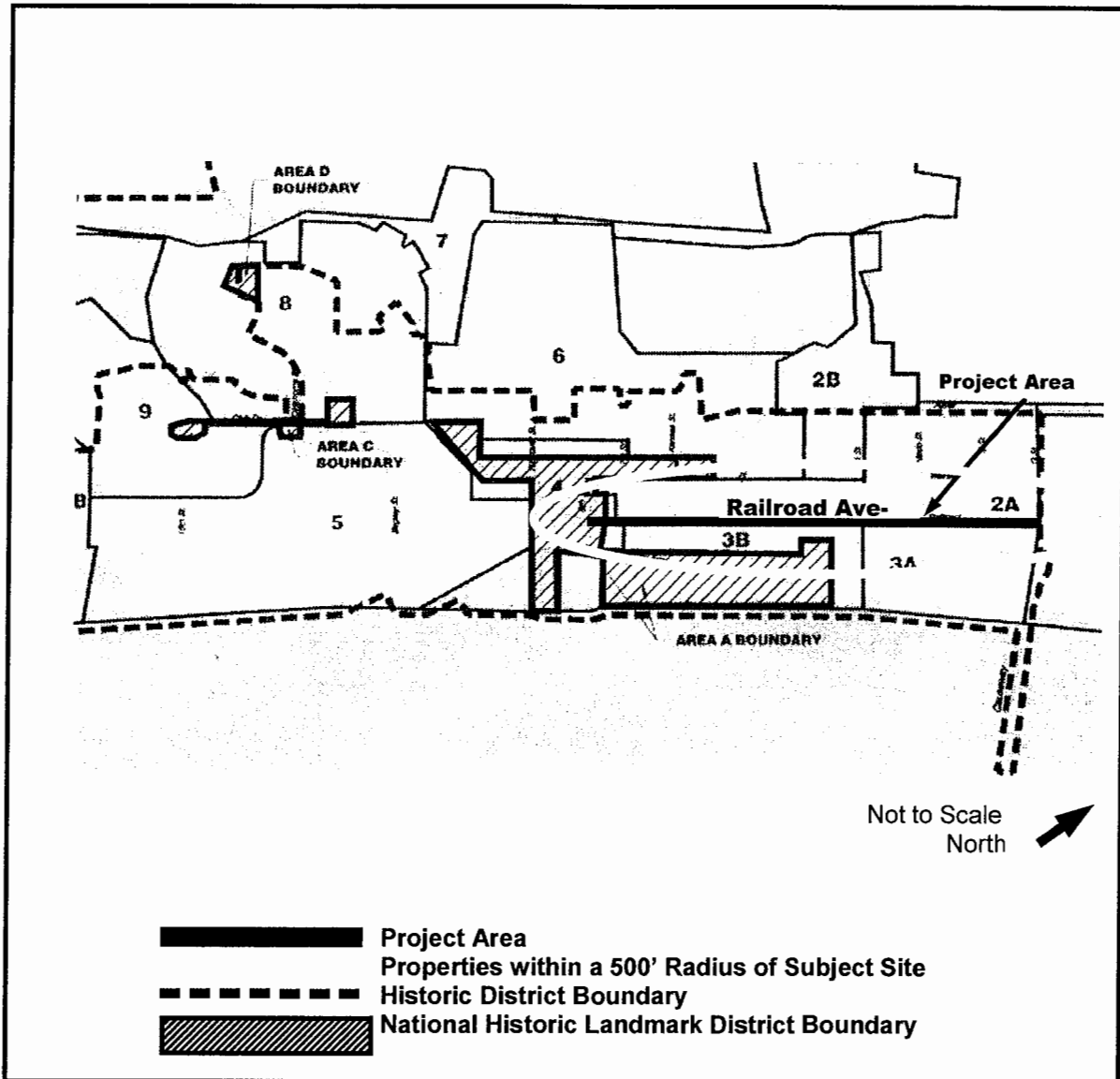
10. PROJECT REQUIREMENTS

1. Standard practices for protecting archeological resources shall be applied.
2. Applicant shall submit 3 sets of improvement plans to the Public Works Division for review and approval.
3. All contractors and subcontractors on the project shall obtain City of Vallejo business licenses.
4. Construction-related activities shall be limited to between the hours of 7 a.m. and 6 p.m., Monday through Saturday. No construction is to occur on Sunday or federal holidays. Construction equipment noise levels shall not exceed the City's maximum allowable noise levels.
5. The conditions herein contained shall run with the property and shall be binding on the applicant and all heirs, executors, administrators, and successors in interest to the real property that is the subject of this approval.
6. The applicant shall defend, indemnify, and hold harmless the City of Vallejo and its agents, officers, and employees from any claim, action, or proceeding against the City and its agents, officers, and employees to attack, set aside, void, or annul this approval by the City. The City may elect, at its discretion, to participate in the defense of any action.

11. EXPIRATION

Approval of the Certificate of Appropriateness shall expire automatically eighteen months after the date of approval by the Architectural Heritage and Landmarks Commission unless authorized construction has commenced prior to the expiration date, except that upon written request prior to expiration, the Secretary may extend the approval for an additional twelve months. If the Secretary denies the application for extension, the applicant may appeal to the Commission within ten days after the secretary has denied the extension.

The applicant or any party aggrieved by a determination of the Architectural Heritage and Landmarks Commission may appeal the action to the City Council. Such appeal must be filed in writing with the City Clerk within ten (10) calendar days after the action by the Architectural Heritage and Landmarks Commission. Such appeal shall not be timely filed unless it is actually received in the Office of the City Clerk no later than the close of business on the tenth day. The City Council may affirm, reverse, or modify any decision of the Architectural Heritage and Landmarks Commission that is appealed.



COA #08-0006
RAILROAD AVENUE IMPROVEMENTS
PROJECT VICINITY/500' RADIUS
CONFLICT OF INTEREST MAP

**Mare Island
INFRASTRUCTURE DEVELOPMENT
Reuse Areas 2A & 3**

**RAILROAD AVENUE
STREET IMPROVEMENTS
AND
REMOVAL OF FREIGHT RAILROAD TRACK**

May 8, 2008

Prepared For:

City of Vallejo
Architectural Heritage and Landmarks Commission

Applicant:



LENNAR MARE ISLAND

Prepared by:



1

Project Description

2

**Railroad Avenue
Project Plan**

3

**Street Cross-Section
Reference Plan**

4

Railroad Avenue at 'E' Street

5

Railroad Avenue at 'A' Street

6

Railroad Avenue at VA Clinic

7

**Railroad Avenue –
Kansas to 8th**

8

Certificate of Appropriateness No. _____

Project Description:

Condition of approval no. 5, for the Town Center Vesting tentative map #07-0004, requires the applicant to submit an application for construction of street improvements for review and approval by the AHLC. This document provides exhibits in support of the removal of the freight railroad tracks from Railroad Avenue and auxiliary trackage associated with this main freight line. An easement will be reserved for future passenger rail service on the westerly side of Railroad Avenue to approximately 7th Street. Upon AHLC approval of the COA, construction documents will be provided to satisfy the approval condition referenced above.

History: The Mare Island Specific Plan, as amended and restated in 2005, anticipated reuse of the railroad assuming a feasible, joint funding mechanism for necessary upgrades and maintenance could be determined as part of ongoing negotiations between the Master Developer, the users of the freight rail service, the City of Vallejo, and the railroad service provider. Lennar Mare Island, the City of Vallejo, and Mare Island businesses, after several years of effort, have been unable to reach a working agreement with the rail freight service provider for the necessary upgrades and maintenance to continue operation of rail service on Mare Island. Two key issues are: 1) the costs associated with upgrading the rail system to meet today's standards required by the California Public Utilities Commission and the City of Vallejo Public Works Department, and 2) liability risks associated with the day to day operations. Demand for freight rail service has declined on Mare Island each year after 2003 when the usage totaled approximately 1,575 cars. In 2007, the demand had decreased to 90 cars. The Mare Island Specific Plan limited the amount of warehouse/distribution space as part of the Reuse Plan. These warehouse/distribution facilities are the most likely sources of additional rail freight users. The limited allocation of square footage for warehouse/distribution was further decreased when the City of Vallejo City Council, endorsed a new plan for the development of the northern area of Mare Island, removing approximately 400,000 square feet of warehouse/distribution space and further diminishing the need for rail freight service. As the Reuse Plan is implemented, there is a reasonable expectation that rail traffic will continue to decrease rendering upgrades to the existing system even less feasible. After notification to all Users and the City and concurrence by the provider, California Northern Railroad, rail service ceased on Mare Island as of March 31,

2008. Consensus between Lennar Mare Island and the City of Vallejo has been reached to remove the existing railroad tracks from future City right-of-way to allow redevelopment of Mare Island to move forward and City standards to be met in reconstructing the roads. LMI is providing an easement, as set forth above, for future passenger rail service on Mare Island.

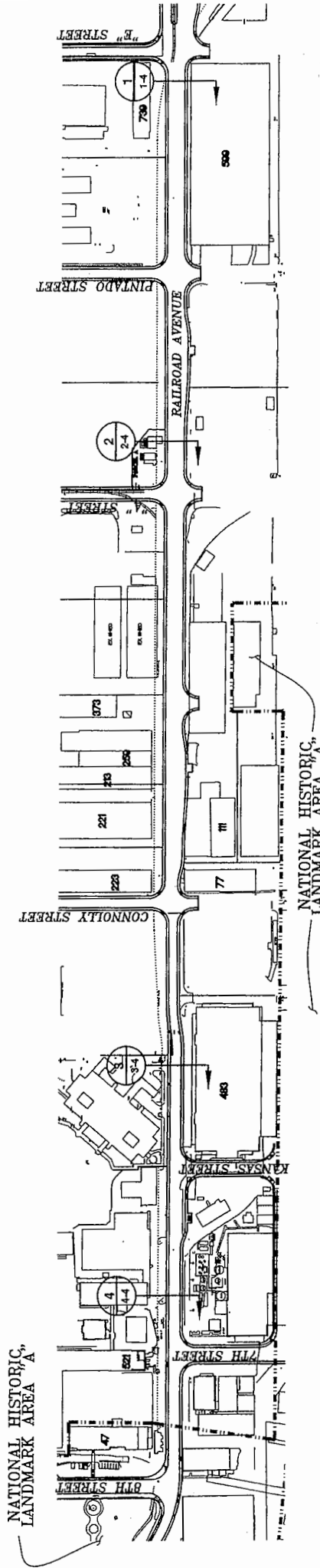
Enclosed is a project plan which shows the new configuration of Railroad Avenue without the freight railroad tracks. The roadway consists of north and south travel lanes, curb, gutter, and monolithic sidewalk, and parallel parking as shown on the plan. An easement for future passenger rail will be reserved on the westerly side of the roadway behind the sidewalk. This easement will vary in width from 24 feet to 17 feet where there are constraints due to existing features or structures.

Auxilliary freight railroad trackage adjacent to or on existing streets will be removed, i.e. along 'A' Street, and crossings at Walnut and Azuar, etc. to allow for infrastructure improvements. Without the main track, this remaining trackage has no connectivity and presents a liability if it were to remain.

For ease in reviewing this booklet, tabs have been created for this project description, the project map, a cross-section index map, and for each of the specific cross-sections.

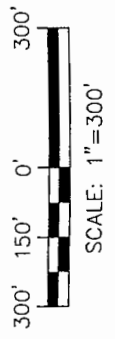
SECTION KEY MAP

TOWN CENTER DEVELOPMENT REUSE AREA 2A AND 3



LEGEND:

--- NATIONAL HISTORIC LANDMARK AREA "A" BOUNDARY



PREPARED BY
CHAUDHARY & ASSOCIATES
 ENGINEERS ARCHITECTS INTERIORS
 811 MAIN VALLEY CORPORATE DRIVE, SUITE 10
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LENNAR | MARE |

MAY 8, 2008

818

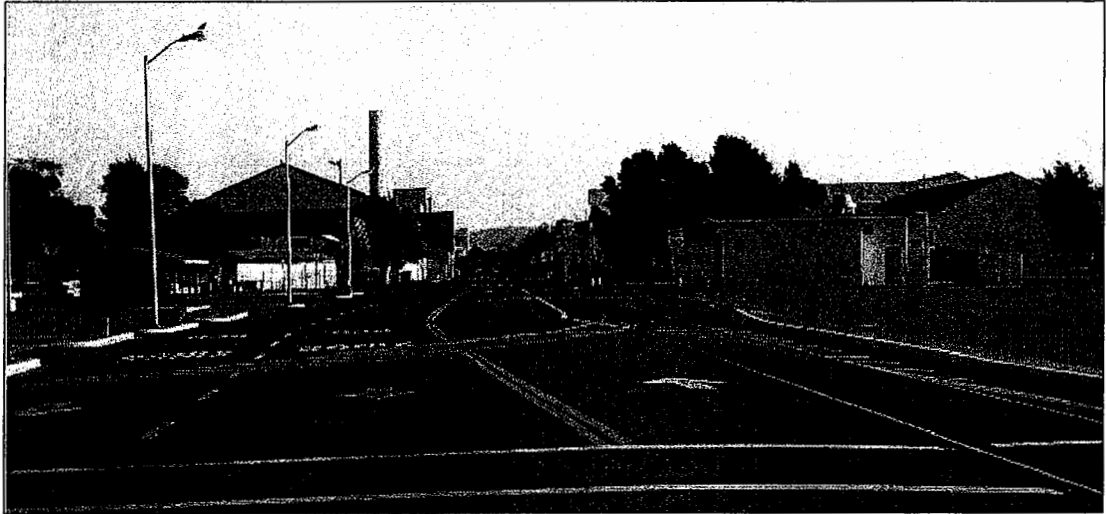
RAILROAD AVENUE

AT "E" STREET

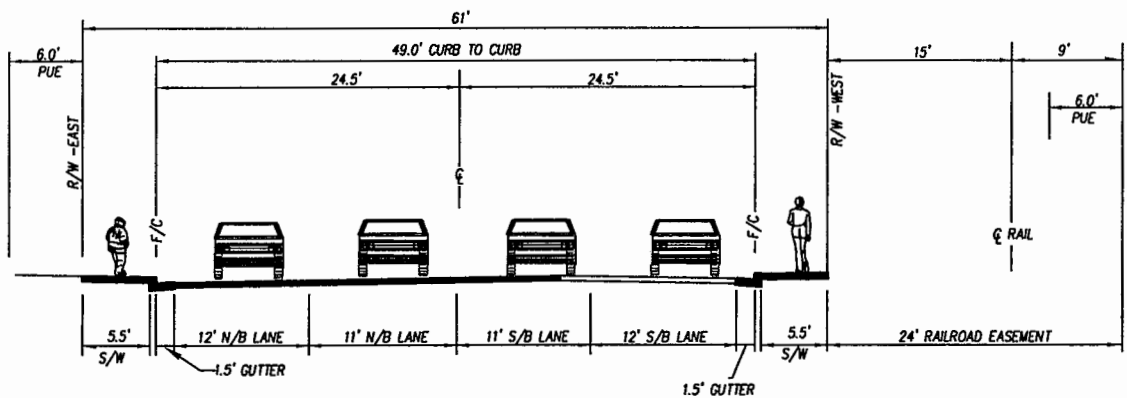
- **2 LANES IN EACH DIRECTION**
- **ATTACHED SIDEWALK BOTH SIDES**
- **NO STREET PARKING PROVIDED**
- **24' RXR EASEMENT AT WEST SIDE OF RAILROAD AVENUE**

TYPICAL ROAD SECTION

TOWN CENTER DEVELOPMENT
REUSE AREA 2A AND 3



LOOKING SOUTH ALONG RAILROAD AVENUE AT PINTADO STREET INTERSECTION. EXISTING ROADWAY WIDTH FROM CONCRETE CURB TO AC BERM VARIES 40' TO 24'.



RAILROAD AVE.
(CONNOLLY ST TO E ST)

PREPARED BY:
CHAUDHARY & ASSOCIATES, INC.
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851 NAPA VALLEY CORPORATE WAY, SUITE G
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Tel (707) 255-2729 FAX (707) 255-5021 WWW.CHAUDHARY.COM

PREPARED FOR:

LENNAR MARC ISLAND

RAILROAD AVENUE
PINTADO ST. TO CONNOLLY ST.

1
-

RAILROAD AVENUE

AT "A" STREET

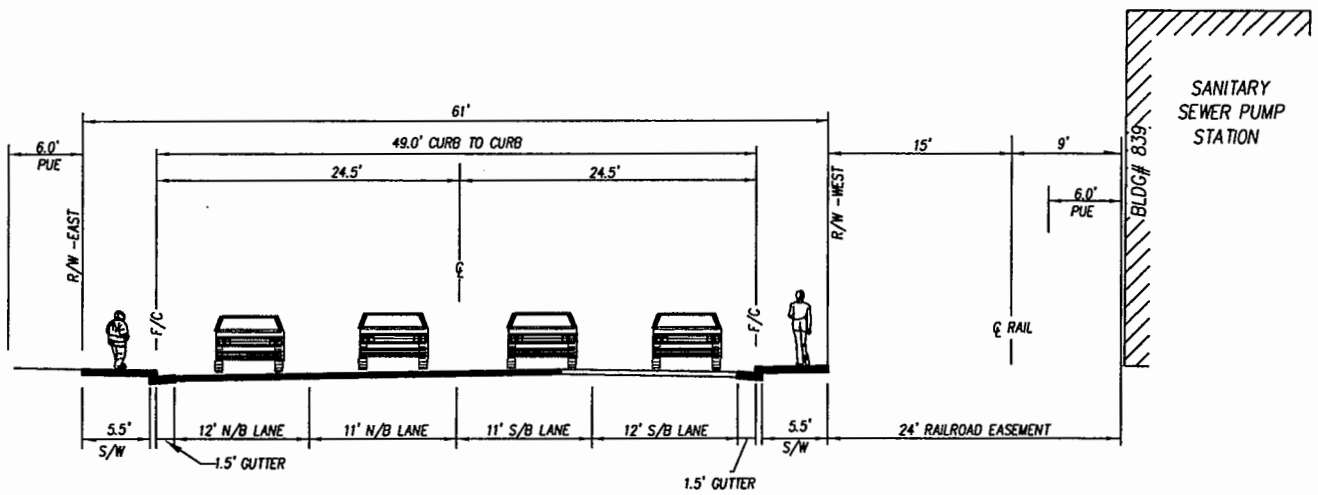
- **2 LANES IN EACH DIRECTION**
 - **ATTACHED SIDEWALK BOTH SIDES**
 - **NO STREET PARKING PROVIDED**
 - **24' RXR EASEMENT AT WEST SIDE OF RAILROAD AVENUE**
-

TYPICAL ROAD SECTION

TOWN CENTER DEVELOPMENT
REUSE AREA 2A AND 3




LOOKING SOUTH ALONG RAILROAD AVENUE AT PARCEL "A". EXISTING ROADWAY WIDTH FROM CONCRETE CURB TO AC BERM VARIES 40' TO 24'.



RAILROAD AVE.
(CONNOLLY ST TO E ST)

PREPARED BY:
CHAUDHARY & ASSOCIATES, INC.
ENGINEERS SURVEYORS INSPECTORS
551 NAPA VALLEY CORPORATE WAY, SUITE G
NAPA, CALIFORNIA 94558
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PREPARED FOR:

LENNAR MARC ISLAND

RAILROAD AVENUE
PINTADO ST. TO CONNOLLY ST.

2
-

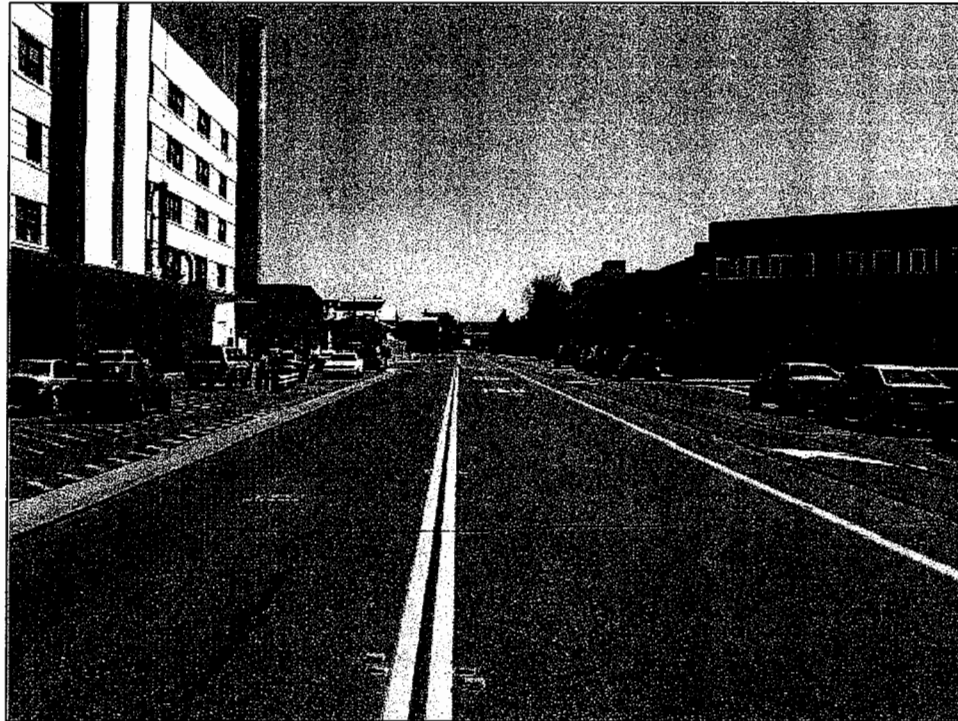
RAILROAD AVENUE

AT VETERANS ADMINISTRATION CLINIC

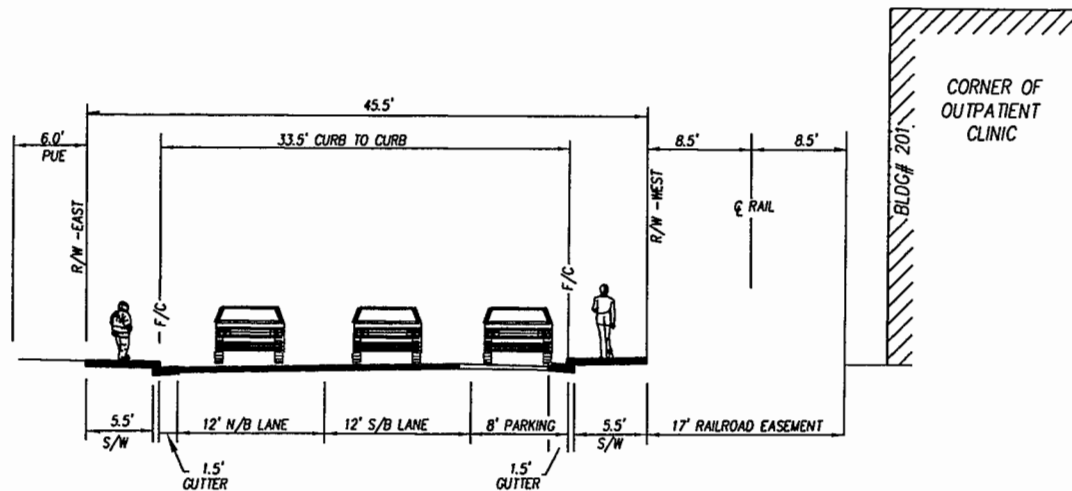
- **2 LANES IN EACH DIRECTION**
 - **ATTACHED SIDEWALK BOTH SIDES**
 - **STREET PARKING PROVIDED ON ONE SIDE ONLY**
 - **17' RXR EASEMENT AT WEST SIDE OF RAILROAD AVENUE**
-

TYPICAL ROAD SECTION

TOWN CENTER DEVELOPMENT
REUSE AREA 2A AND 3



LOOKING SOUTH ALONG RAILROAD AVENUE AT VETERANS ADMINISTRATION BUILDING. EXISTING ROADWAY WIDTH FROM VALLEY GUTTER TO TRAVELED WAY IS 24'.



RAILROAD AVE.
© OUTPATIENT CLINIC (BLDG. 201)

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PREPARED FOR:



RAILROAD AVENUE
AT VETERANS ADMINISTRATION CLINIC

3

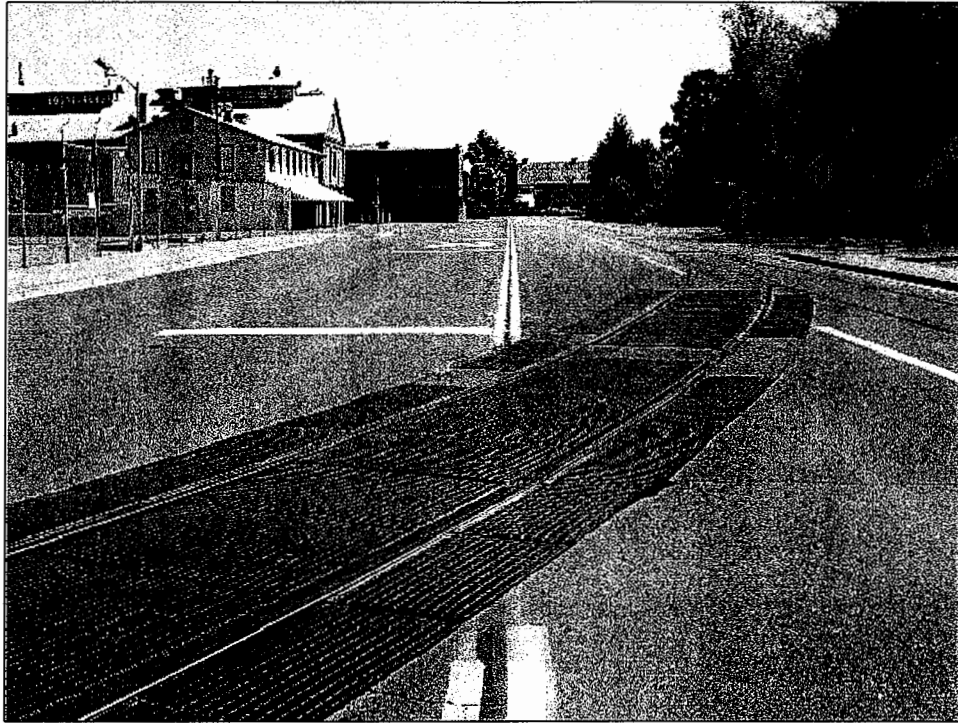
RAILROAD AVENUE

KANSAS STREET TO 8TH STREET

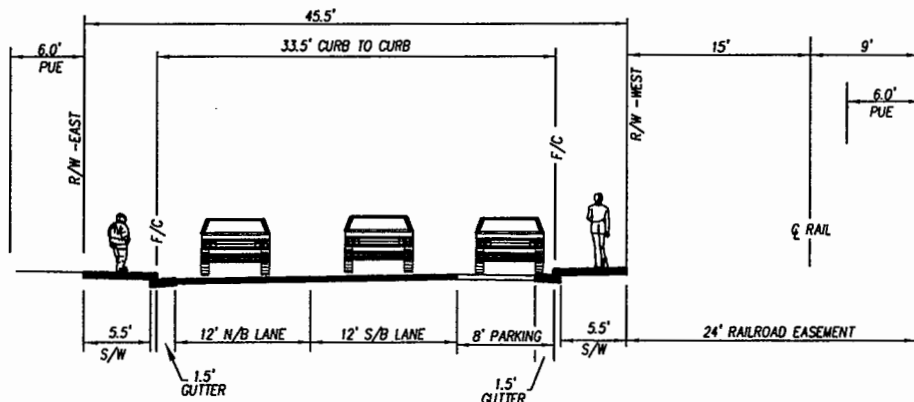
- **2 LANES IN EACH DIRECTION**
 - **ATTACHED SIDEWALK BOTH SIDES**
 - **STREET PARKING PROVIDED ON ONE SIDE ONLY**
 - **24' RXR EASEMENT AT WEST SIDE OF RAILROAD AVENUE**
-

TYPICAL ROAD SECTION

TOWN CENTER DEVELOPMENT
REUSE AREA 2A AND 3



LOOKING SOUTH ALONG RAILROAD AVENUE AT 7TH STREET INTERSECTION. EXISTING ROADWAY WIDTH FROM TRAVELED WAY TO TRAVELED WAY IS 24'.



RAILROAD AVE.
(KANSAS ST. TO 8TH ST.)

PREPARED BY:



CHAUDHARY & ASSOCIATES, INC.

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PREPARED FOR:



RAILROAD AVENUE
KANSAS STREET TO 8TH STREET



ARCHITECTURAL HERITAGE & LANDMARKS COMMISSION

STAFF REPORT

Date of Hearing: June 19, 2008

Agenda Item: 13b

Application: Request by the property owners to enter into a Historic Property Preservation Agreement (Mills Act Contract) with the City of Vallejo for their property at 1195 Azuar Drive. (MA08-0001)

Recommendation: **APPROVE** a recommendation that the City Council enter into an Historic Property Preservation Agreement with the property owners.

1. **LOCATION:** 1195 Azuar Drive, Corner of Tisdale Avenue, North of Sundance Avenue, East of Madrone Circle (alley), and across from Chapel Park; Mare Island Reuse Area 6C.
2. **APPLICANT:** Jeremy Tibbets
1195 Azuar Drive
Vallejo, CA 94592
3. **PROPERTY OWNER:** Jeremy Tibbets
1195 Azuar Drive
Vallejo, CA 94592

4. **BACKGROUND AND DISCUSSION:**

In 1976, legislation was adopted in California that created an alternative method for determining assessed value for qualified historic properties subject to an historic property agreement. These agreements, commonly referred to as "Mills Act contracts", provide for property tax relief for owners of qualified historic properties who agree to comply with certain preservation restrictions and subject to approval and adoption by the local government. Participation in the program is voluntary on the part of the property owner. To be eligible for a Mills Act contract, the property must either be listed on the National Register of Historic Places, be located in a National Register or local historic district, or be listed on a state, county, or city and county official register.

As appropriate, the contract may provide for the preservation, restoration, and rehabilitation of the property. The contract may also provide for periodic examination of the property to ensure compliance with the contract terms. Under a Mills Act contract, the property owner is obligated to prevent deterioration of

the property in addition to complying with any specific restoration or rehabilitation provisions contained in the contract.

The minimum term of a Mills Act contract is ten years and each year, the contract is automatically renewed for an additional year on a specified date unless a notice of non-renewal is given. Either the property owner or the City may elect not to renew for any reason. The effect of non-renewal is to terminate the contract at the end of the current ten-year term.

To encourage owners to invest in preserving the historic character of their properties, the City Council adopted Resolution No. 91-442 indicating its willingness to enter into Historic Property Preservation Agreements (Agreement) through the Mills Act. Although the State statute provides for a number of mandatory contract provisions, the City has the discretion to set such terms as are "reasonable to carry out the purposes of preservation of the property."

When the City Council adopted the resolution in 1991, they also adopted a set of criteria to be used in evaluating the scope and appropriateness of individual contracts. The applicable criteria are listed below.

1. The property must be on the City's Historic Resources Inventory and an evaluation form must have been completed and reviewed as to the property's level of significance.
2. An application must include an itemized description of the annual preservation and restoration goals to be undertaken by the owner through the initial ten-year life of the Agreement with the estimated completion time. An application must also include projected adjustments of the property taxes as determined by the Solano County Assessor's Office. (As the Assessor's Office no longer provides this projection, this requirement has been waived.)
3. The project should be highly visible so that it will serve as a catalyst to encourage others to preserve and restore their properties.
4. Preservation and restoration activities required for or performed on properties bound under a Mills Act Contract shall be carried out in conformity with the Design Standards of the City of Vallejo, the Secretary of Interior's Standards for the Treatment of Historic Properties and the Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings, and the State Historical Building Code.

Project Description.

The applicants have submitted an application for a Historic Property Preservation Agreement for their property, which site is located within the Mare Island Historic

District (Historic District), Residential Character Area G, and subject to the Mare Island Historic District Project Guidelines, Appendix B.1 of the Mare Island Specific Plan (Guidelines). The property is developed with a single story Colonial Revival building used as quarters for marine officers stationed at Mare Island. It is known as Building 6. Building 6 is classified as a "Notable" contributor to the Historic District Resources.

In an attempt to maintain, restore, and preserve this historic property, the applicants have submitted a Ten-Year Scope of Work (Attachment 1). The City has no written criteria for the type of improvements to be made and each application is evaluated on its own merits; however, the type of improvements should clearly show that the City will benefit from the program in exchange for the tax savings and that the goals of preservation and restoration will be accomplished.

The application, including the proposed scope of work, was reviewed by the Landmarks and Mills Act Committee in the latter part of 2007. The Committee recommends forwarding a recommendation of approval to City Council.

The proposed scope of work includes extensive work on the grounds, installation of new landscaping, relocation of the garage, and restoration of windows. Further work includes structural renovation where necessary to maintain the integrity of the building, a new roof, painting of the house exterior, and significant interior restoration work, including cosmetic work (plaster repair, floor refinishing, kitchen and bath remodel) as well as upgrading of basic internal systems (plumbing and electrical). The applicant has already completed extensive yard cleanup.

The ambitious scope of work will restore this structure, which suffered from disrepair after ten years of vacancy due to the closing of the Mare Island Naval Base.

It is staff's opinion that this scope of work will help maintain, restore, and preserve this historic property and is appropriate for a Historic Property Preservation Agreement.

Furthermore, this project site, being located prominently on Azuar Drive right across from St. Peters Chapel, and being one of the historic "Officers Quarters" on Mare Island to be restored, will be both highly visible and serve as a catalyst to encourage others to preserve and restore their properties.

Significance Documentation:

The following descriptions of the resources are provided from the 1996 Mare Island National Register Nomination Form:

Mare Island Historic District National Register District: *"The dominant characteristic of the historic district is its diversity... Because the district is so varied, the resources included therein can only be appreciated in the context in which they were built. That context is defined by two variables: the function with which a resource is associated...and the period in which the resource was built."* (from Summary Description of the MINR Nomination)

Building 6: *"Identical to M7, these two wood frame residences were built in 1915 as quarters for marine officers stationed at Mare Island. The single-story Colonial Revival buildings are clad in narrow clapboard siding and have a gable-on-hip roof. The roofs feature a broad overhang and boxed eaves. The building is supported on raised concrete foundations. This house features a three-sided bay on both the north and south sides of the building. Windows are 1/1 double hung sash. The main entrance into the structure features a hip roof porch supported by square columns with plain capitals. The building also features a rear addition, date unknown.*

Significance: This quarters is a one-story wood house of Classic Revival style with railed open porch built in 1915 with a gross area of 1,583 square feet. This property is of minor importance, contributing to the National Register Historic District, but not to the Historic Landmark. The historical integrity is good, estimated a approximately 90%. (MINC-HS 03/13/86).

5. STAFF RECOMMENDATION:

Staff recommends that the Commission **APPROVE** a recommendation that the City Council enter into an Historic Property Preservation Agreement with the property owners of 1195 Azuar Drive based on the following:

Findings:

1. The project will help maintain and preserve the architectural character of this notable resource on Mare Island.
2. Approval of the Historic Property Preservation Agreement and subsequent improvements may serve as a catalyst to encourage other property owners to preserve, rehabilitate, and restore their properties.

Conditions:

1. The property owners or their successors in interest shall comply with all terms identified in the Historic Property Preservation Agreement as approved by the City Council.
2. Prior to commencement of any work identified in the improvement plan, the property owners shall contact Planning Division staff to determine the specific scope of work, its appropriateness, and its compliance with the Agreement. As a City Landmark, all work on the interior or exterior of the buildings must have a Certificate of Appropriateness approved by the Architectural Heritage and Landmarks Commission.
3. Upon approval of the Historic Property Preservation Agreement by the City Council, the property owners or their successors in interest shall pay a contract maintenance fee of \$900.00, to be assessed over a three-year period at \$300.00 yearly.

ATTACHMENTS

1. Scope of Work
2. Primary Record Sheet
3. Photos
4. Location Map
5. Conflict of Interest Map

Property Improvements

The exterior of this home particularly the land/hardscape was in significant disrepair.

2009: Removal of concrete sidewalks	\$2,000
Infill of dirt and grading	\$3,000
Digging of drainage ditches and connection drainage	\$2,000
New Concrete sidewalk	\$8,800
Kitchen remodel	\$15,000
Two bathroom remodel	\$7,000
Refinish wood floor	\$4,000
Plaster repair and interior paint	\$3,500
2010: Relocation and restoration garage	\$17,000
Plumbing	\$6,000
2011: Hardscape, sod, sprinkler system	\$20,000
Electricity	\$8,000
2012: Plants in front and back yard	\$4,000
RegROUT tile	\$1,500
2013: New Roof	\$10,000
Removal and Replacement of wall paper	\$2,000
2014: Repair rot damage to front porch	\$2,000
Sheet rock basement	\$1,000
2015: Rehabilitation and repainting of exterior	\$10,000
Install Floor Basement	\$1,500
2016: Upgrade garage doors and electricity	\$5,000
Insulation	\$2,000
2017: Fencing of back yard	\$3,000
Gas Fireplace Insert	\$4,500
2018: Restore window function and mechanisms	\$1,500
Central Heating unit	\$7,800
2019: Required maintenance to hardscape	\$2,000
Paint Interior	\$5,600

STATE OF CALIFORNIA
 DEPARTMENT OF PARKS AND RECREATION
 PRIMARY RECORD

Primary # _____
 HRI # _____
 Trinomial _____
 NRHP Status Code _____

Page 1 of 1

Other Listings _____
 Review Code _____ Reviewer _____ Date _____

- P1. Resource Identifier: Building 6 (Common Name) Quarters
 P2. Location a. County Solano and (Address and/or UTM Coordinates. Attach Location Map as required.)
 b. Address Mare Island Naval Shipyard
 City Mare Island, California Zip 94592-5100
 c. UTM: USGS Quad HARE ISLAND (7.5') Date 1980, Zone 10, 564100 NR/ 4216220 NR
 d. Other Locational Data (e.g. parcel #, legal description, directions to resource, additional UTMs, etc. when appropriate):
Located in the Mare Island Map Quadrant E-2, on Cedar Avenue and 12th Street.

P3. Description (Describe resource and its major elements; include design, materials, condition, alterations, size, setting, and boundaries.):

Building 6 was built in 1915 as Marine Officers Quarters, it is located north of Building H7. It is about 32 feet in width and 40 feet in length and has a partial basement. It has a 15 foot by 21 foot addition to the west side, providing a gross area of 1585 square feet. A wood frame building with horizontal wood, false bevel siding, it has a composite end cable-on-hip composition roof. The roof eaves are boxed and extended with cornice return. Bay windows, of different width, project out either end of the building with their individual hip style roofs. Other windows are 1/1 double hung, except one 8 light window at the rear of the building. The front entryway is off a raised porch with hip roof, part of the porch is open.

P4. Resources present: Building Structure Object Site District Element of District

P6. Date Constructed/Age: 1915/Age: 80 years old
 Prehistoric Historic Both

P7. Owner and Address:

DEPT. OF THE NAVY
MARE ISLAND NAVAL SHIPYARD
MARE ISLAND, CA 94592-5100

P8. Recorded by (Name, affiliation, and address):

L.J. WANLASS
MARE ISLAND NAVAL SHIPYARD
MARE ISLAND, CA 94592-5100

P9. Date Recorded: 08/01/95

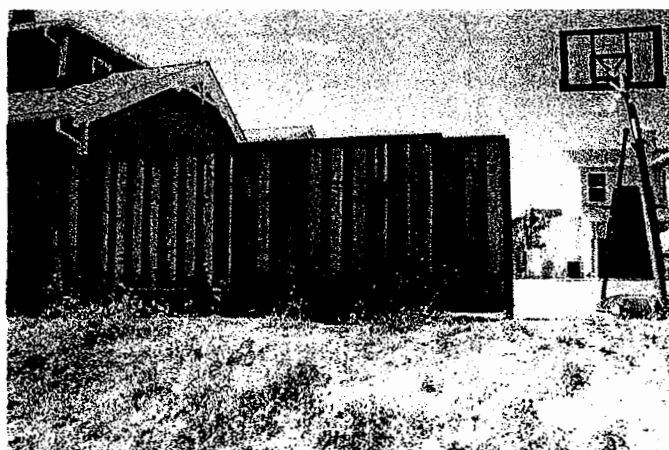
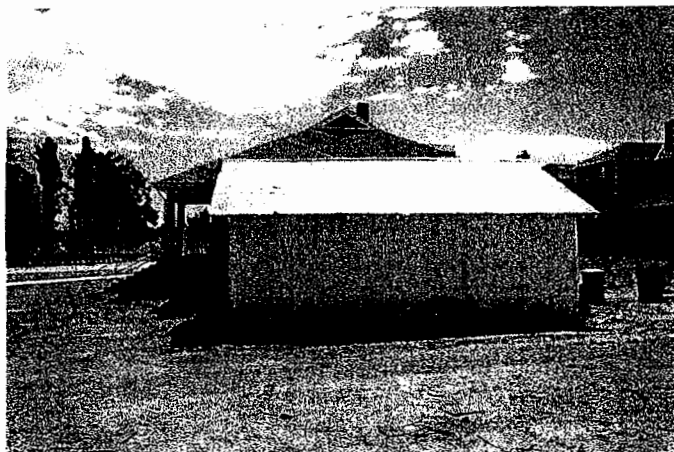
P10. Type of Survey: Intensive
 Reconnaissance Other

Describe: Updated information compiled by H.I.N.S personnel based on Historic Resource Inventory developed by K.H. Cardwell, Historic Consultant to Hightto & Youngmeister, Berkley, CA.

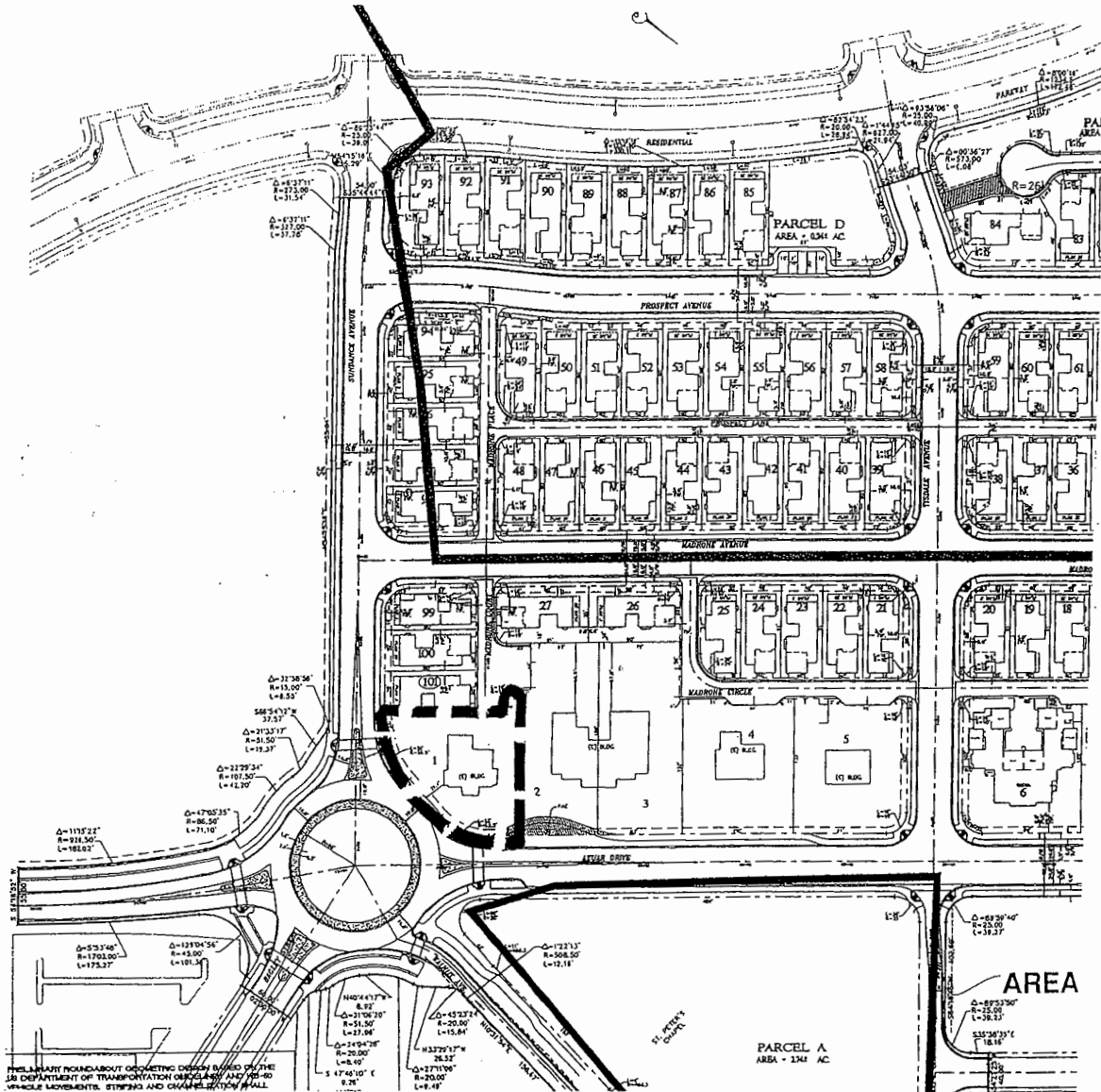
P11. Report Citation (Provide full citation or enter "none."): Historic Survey, Mare Island Naval Shipyard, Contract N62474-84-C9502, dated 3-13-86.

Attachments: NONE Map Sheet Continuation Sheet Building, Structure, and Object Record Linear Resource Record
 Archaeological Record District Record Milling Station Record Rock Art Record Artifact Record Photograph Record
 Other (List): _____

**Jeremy & Paula Tibbets
1195 Azuar Drive**



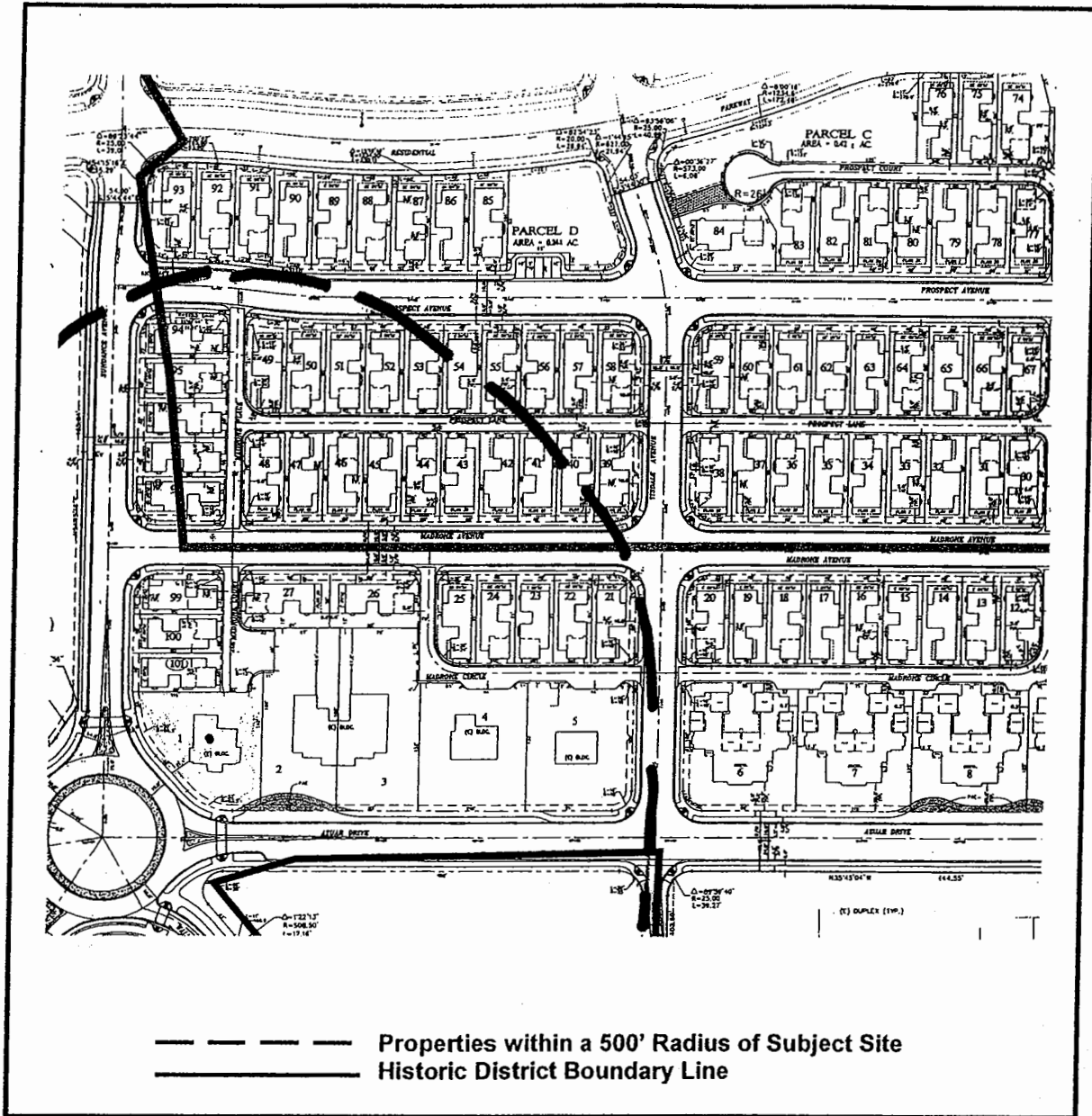
As you can see, the exterior of the house requires major renovation. A list of improvements to be made can be found under the heading "Property Improvements".



Project Site
 Historic District Boundary Line

MILLS ACT APPLICATION MA08-0001

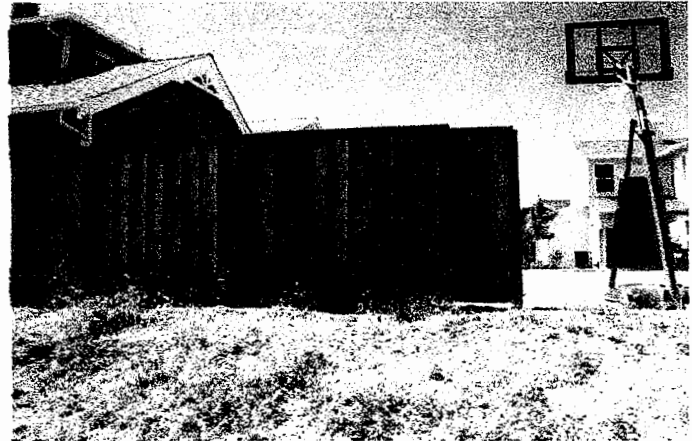
Project Site Location



MILLS ACT APPLICATION MA08-0001

**1095 Azuar Drive
CONFLICT OF INTEREST MAP
500' RADIUS**

**Jeremy & Paula Tibbets
1195 Azuar Drive**



As you can see, the exterior of the house requires major renovation. A list of improvements to be made can be found under the heading "Property Improvements".