

## CITY OF SAUSALITO PLANNING DIVISION MEMORANDUM

Date: September 26, 2012  
To: Historic Landmarks Board (HLB)  
From: Heidi Burns, Associate Planner **HB**  
Subject: **Plaza Vina Del Mar Accessibility Improvements (APN: 065-074-01)**

### **Project:**

The City's Engineering Division will be presenting the revised drawings for the Plaza Vina Del Mar. The revised project includes the demolition of the existing bandstand/landing and 5-foot wide paths around the fountain (see **Attachment 1**, project plans). Accessibility improvements are also proposed at all three corners of the Plaza as shown on the plans.

### **Background:**

The Plaza Vina Del Mar Accessibility Improvements staff report was last heard at a joint HLB and Planning Commission public meeting on March 10, 2010 (see **Attachment 2**, March 10, 2010 staff report). The review of the project was continued to a date uncertain (see **Attachment 3**, March 10, 2010 meeting minutes).

In order to gain an understanding of the Plaza's historical significance and California Environmental Quality Act implications, the City hired Page and Turnbull to prepare a Historic Resource Evaluation Report in January 2011 (see **Attachment 4**, Historic Resource Evaluation). The final Report identified the following:

- ✓ The Plaza Vina del Mar is eligible for the National Register and the California Register as a contributor to a district.
- ✓ The Plaza Vina del Mar is eligible for the California Register as an individual property through survey evaluation.
- ✓ The Plaza Vina del Mar is considered to be locally significant as an individual resource and as a district contributor.

The Report also concluded that the existing bandstand/landing was modified in the 1970's and therefore lacks integrity, thus no longer considered to be a character defining feature.

On April 19, 2011 staff presented the Page and Turnbull report to the City Council. It was suggested by the Page and Turnbull representative, Ruth Todd, that the removal of the bandstand/landing would be consistent with the Secretary of the Interior Standards for the treatment of Historic Buildings.

On both June 21, 2011 and July 12, 2011, staff returned to the City Council to seek direction on which project design alternative (i.e., remove the

bandstand/landing or design a ramp to the existing landing). The City Council concluded by directing staff to pursue the removal of the bandstand/landing.

On August 2, 2012, Page and Turnbull also prepared an analysis of the revised project plans as it relates to building materials and color selections (see **Attachment 5**).

**Recommendation:**

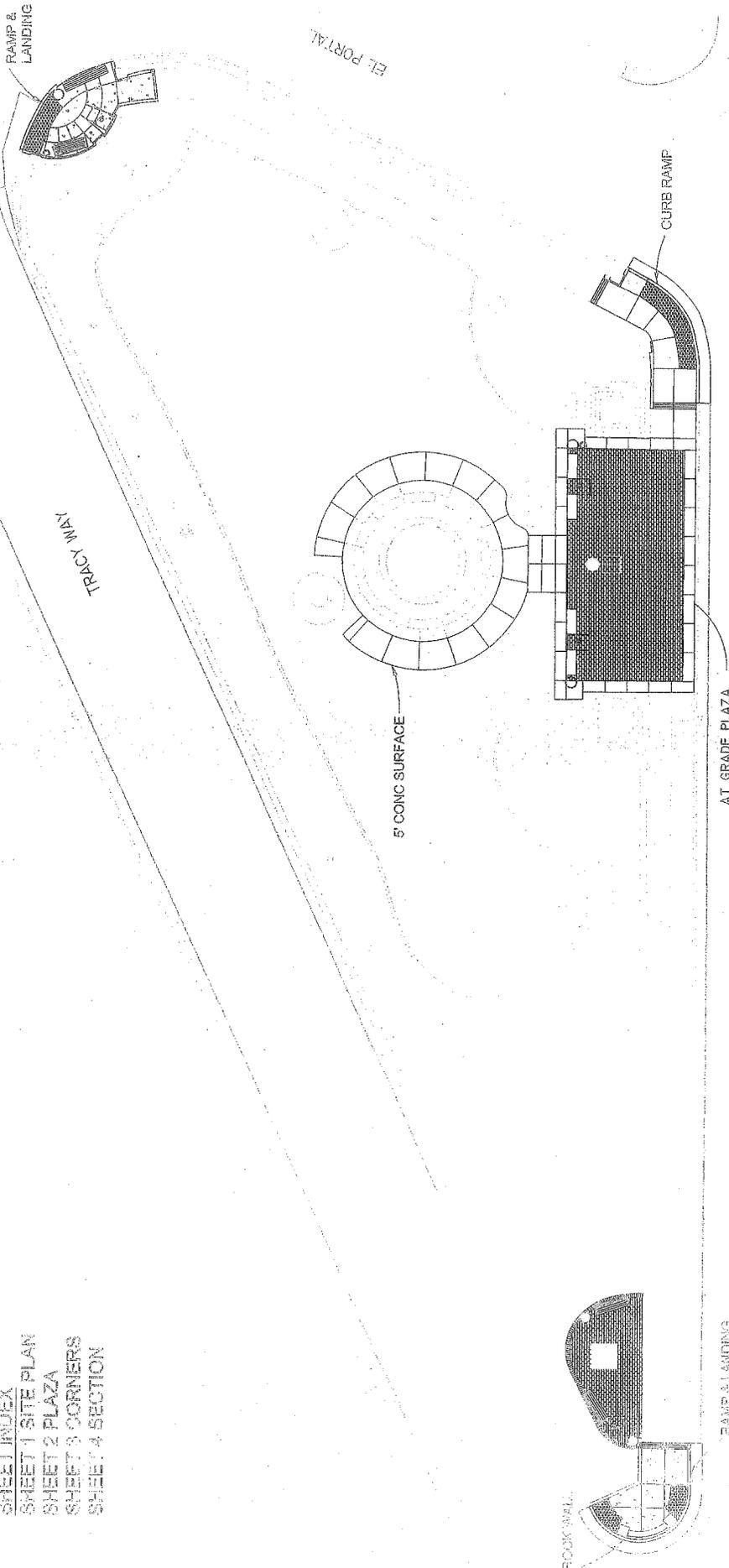
No action. The HLB is tasked with reviewing the project on a study session basis in preparation for the publically noticed joint HLB-Planning Commission meeting scheduled for October 3, 2012.

**Attachments**

1. Project Plans
2. March 10, 2010 Joint HLB-Planning Commission Staff Report
3. March 10, 2010 Joint HLB-Planning Commission Meeting Minutes
4. Plaza Vina Del Mar Historic Resource Evaluation Report dated September 2011
5. Page and Turnbull Color and Material Analysis, dated August 2, 2012

I:\CDD\PROJECTS - ADDRESS\B\Bridgeway 700 - Plaza Vina Del Mar\DR 10-029 ADA\HLB Memo 9-26-12.doc

- SHEET INDEX
- SHEET 1 SITE PLAN
- SHEET 2 PLAZA
- SHEET 3 CORNERS
- SHEET 4 SECTION



CITY OF SAUSALITO  
 VINA DEL MAR  
 ACCESSIBILITY PROJECT

17-SEPT-12  
 DRAWN BY: AAD  
 SCALE: 1/8" = 1'-0"  
 SHEET 1 - SITE PLAN

SITE PLAN

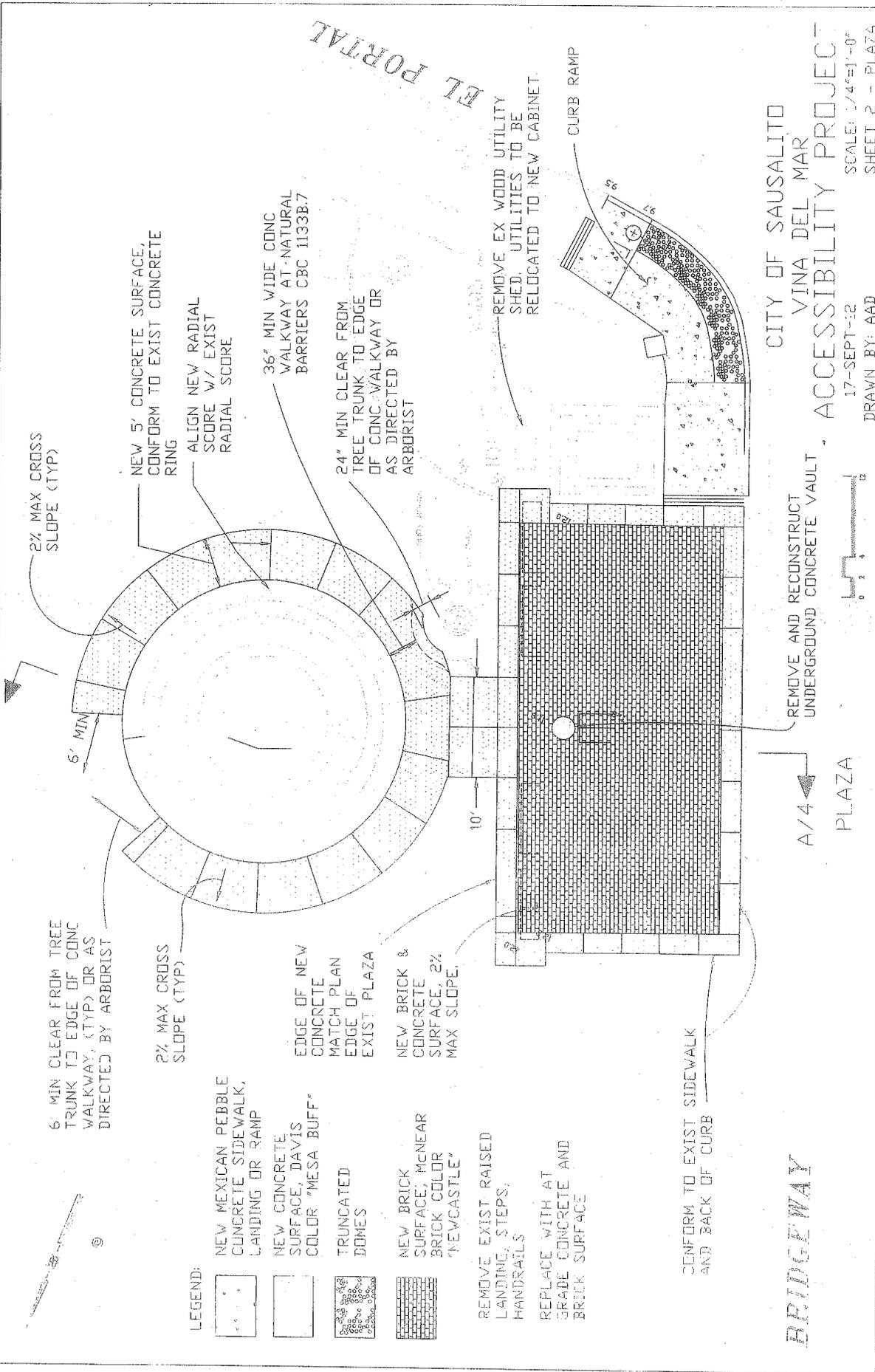


Attachment 1  
 ( 4 pages )

FOR INFORMATION ONLY: THIS PLAN IS A PRELIMINARY DESIGN AND IS SUBJECT TO CHANGE WITHOUT NOTICE. THE CITY OF SAUSALITO IS NOT RESPONSIBLE FOR ANY ERRORS OR OMISSIONS IN THIS PLAN.

EL PORTAL

CITY OF SAUSALITO  
VINA DEL MAR  
ACCESSIBILITY PROJECT  
17-SEPT-12  
SCALE: 1/4"=1'-0"  
DRAWN BY: AAD  
SHEET 2 - PLAZA



2% MAX CROSS  
SLOPE (TYP)

NEW 5' CONCRETE SURFACE,  
CONFORM TO EXIST CONCRETE  
RING

ALIGN NEW RADIAL  
SCORE W/ EXIST  
RADIAL SCORE

36" MIN WIDE CONC  
WALKWAY AT NATURAL  
BARRIERS CBC 1133B.7

24" MIN CLEAR FROM  
TREE TRUNK TO EDGE  
OF CONC WALKWAY OR  
AS DIRECTED BY  
ARBORIST

REMOVE EX WOOD UTILITY  
SHED. UTILITIES TO BE  
RELOCATED TO NEW CABINET.

CURB RAMP

6' MIN CLEAR FROM TREE  
TRUNK TO EDGE OF CONC  
WALKWAY, (TYP) OR AS  
DIRECTED BY ARBORIST

2% MAX CROSS  
SLOPE (TYP)

NEW MEXICAN PEBBLE  
CONCRETE SIDEWALK,  
LANDING OR RAMP

NEW CONCRETE  
SURFACE, DAVIS  
COLOR "MESA BUFF"

TRUNCATED  
DOMES

NEW BRICK  
SURFACE, McNEAR  
BRICK COLOR  
"NEWCASTLE"

REMOVE EXIST RAISED  
LANDING, STEPS,  
HANDRAILS

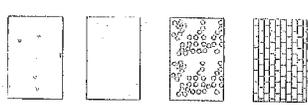
REPLACE WITH AT  
GRADE CONCRETE AND  
BRICK SURFACE

CONFORM TO EXIST SIDEWALK  
AND BACK OF CURB

REMOVE AND RECONSTRUCT  
UNDERGROUND CONCRETE VAULT

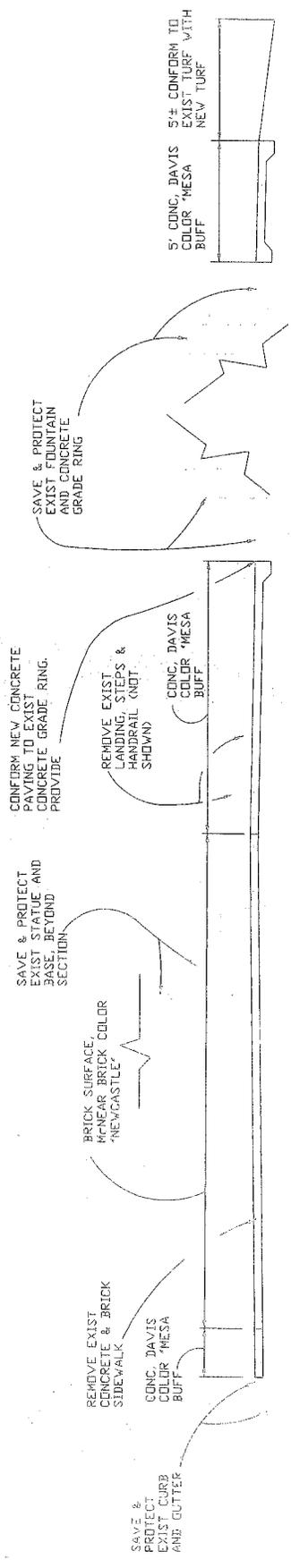
PLAZA

BRIDGEWAY



LEGEND:

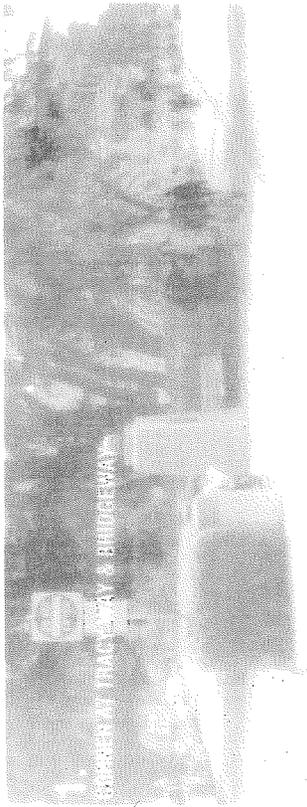




SECTION A-A



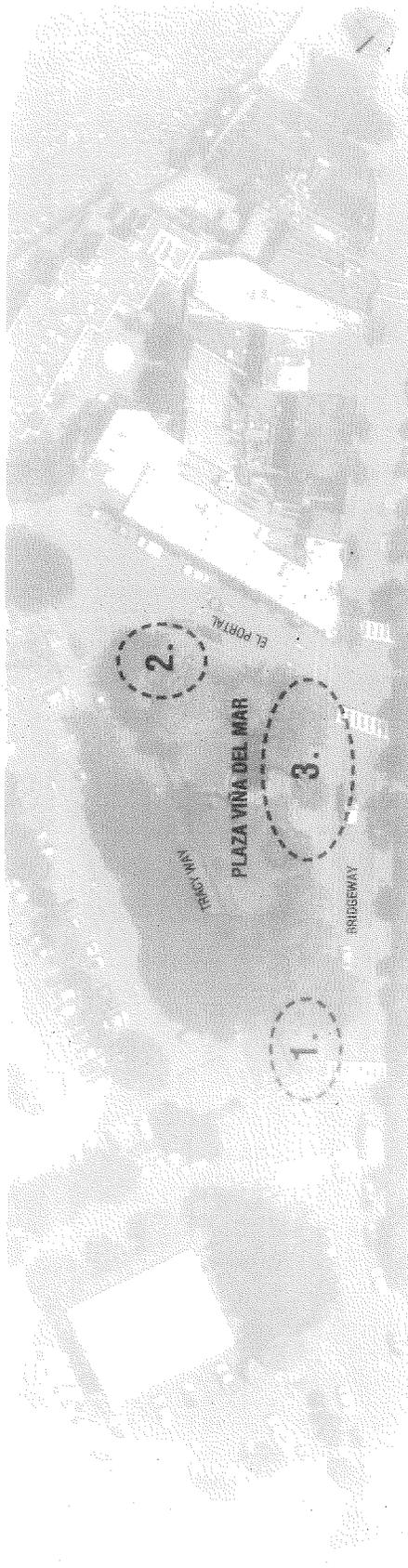
CITY OF SAUSALITO  
 VINA DEL MAR  
 ACCESSIBILITY PROJECT  
 17-SEPT-12 SCALE: 1/2"=1'-0"  
 DRAWN BY: AAD SHEET 4 - SECTION



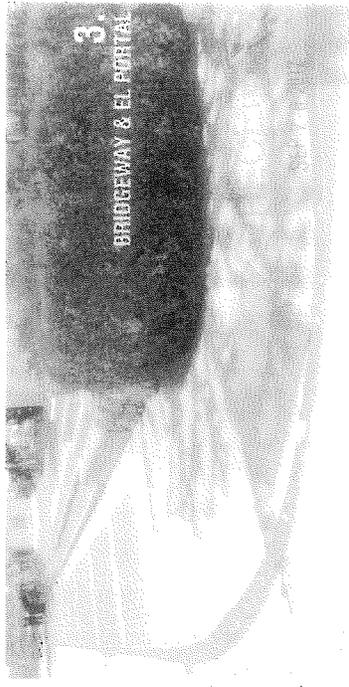
1. CORNER AT TRACY WAY & BRIDGEWAY



CORNER AT TRACY WAY & EL PORTAL



2. VIEW ALONG BRIDGEWAY

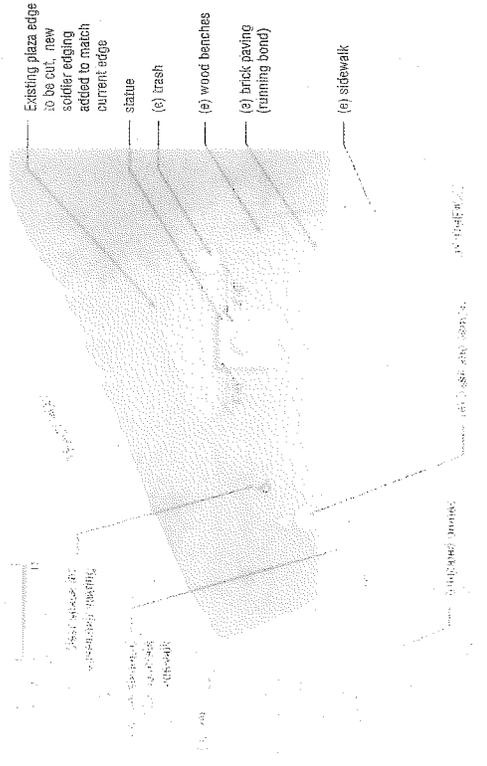


3. BRIDGEWAY & EL PORTAL

Plaza Vina del Mar - Existing Site Conditions

10/15/2010

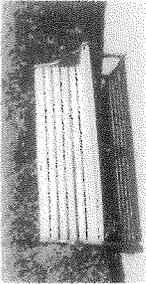
# TRACY & TRACY



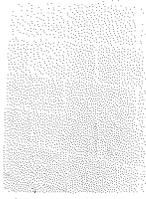
## PROPOSED WALL



## EXISTING BENCHES

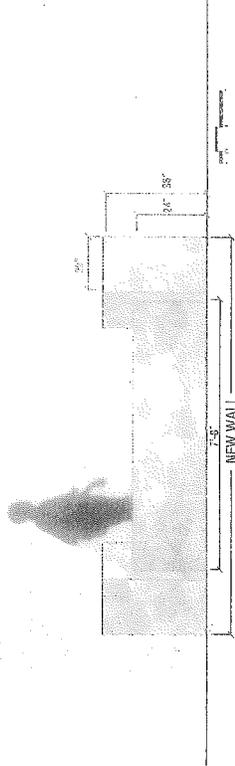


## EXISTING BRICK PAVING

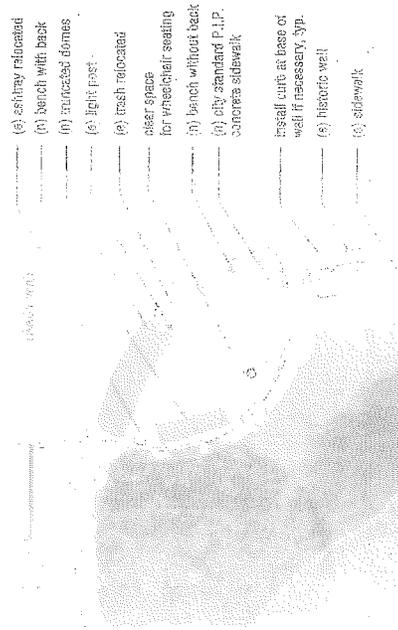


## NEW WALL ELEVATION

Color range and texture to match existing wall, as well as varied stone sizes and tight joints, flat faces and wall edges.



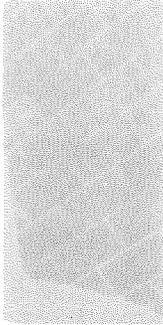
# TRACY & TRACY



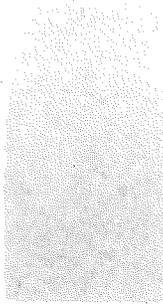
## EXISTING HISTORIC WALL



## TRUNCATED DOME PAVERS

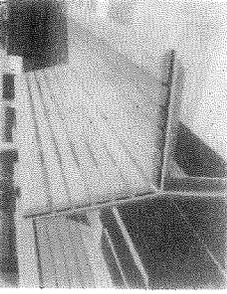


## CITY STANDARD SIDEWALK



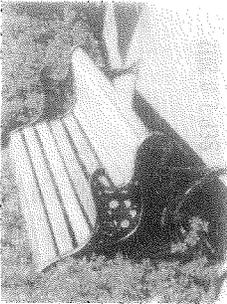
## PROPOSED BENCHES AT TRACY & EL PORTAL

Option 1. Bench with back and bench without back by Forms+ Surfaces, design



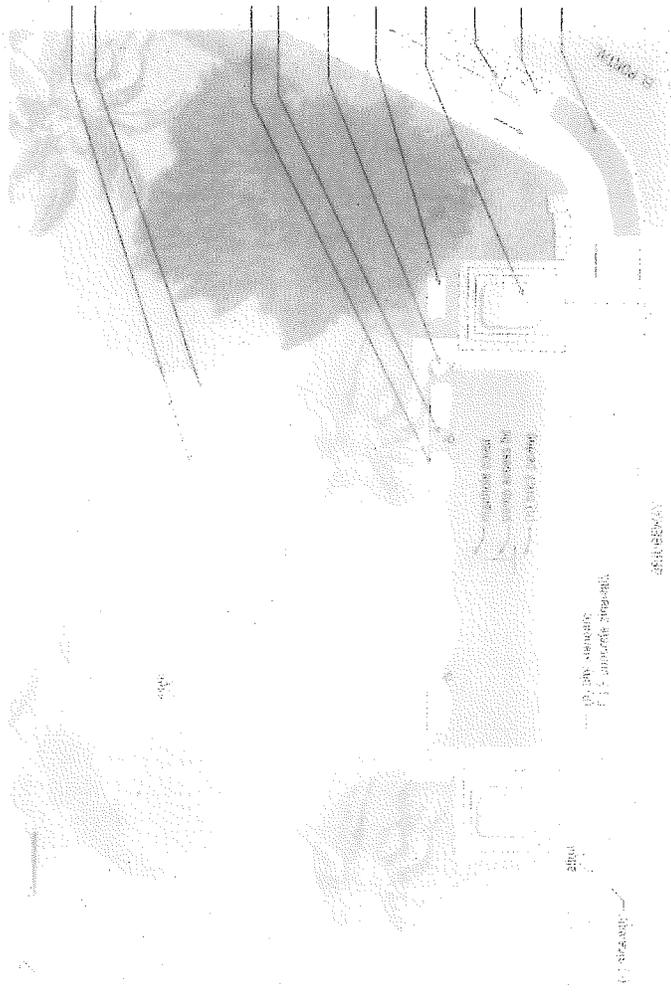
## Option 2. Match style of existing benches.

(One with back and one without.)



# Plaza Vinho e Cerveja

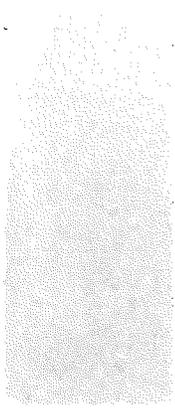
# PLAZA AT BRIDGEWAY



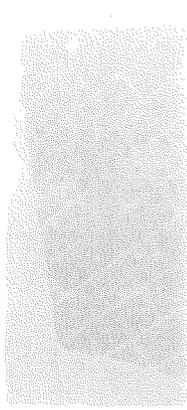
EXISTING CONCRETE BENCH



CITY STANDARD SIDEWALK



TRUNCATED DOME PAVERS

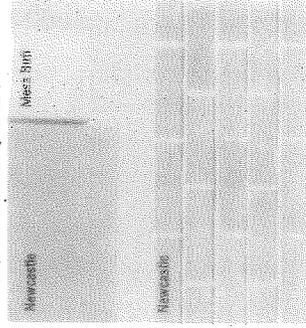


## P.I.P. CONCRETE WITH INTEGRAL COLOR

Davis Color Mesa Surf is proposed to complement all concrete elements including the central water feature, the surrounding seatwall and surface paving, as well as the two elephants and their concrete bases. Brick color options shown below.

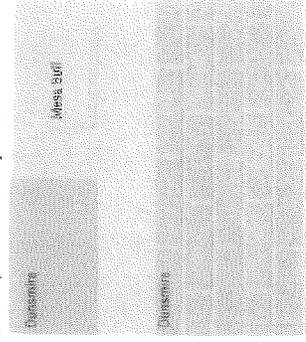
### Brick Option 1: (Preferred Option)

Newcastle, Commercial Brick by McNear



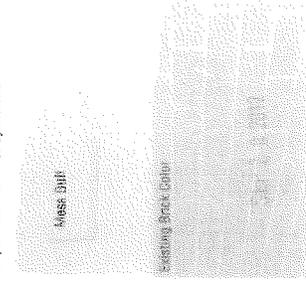
### Brick Option 2:

Dunsmuir, Commercial Brick by McNear



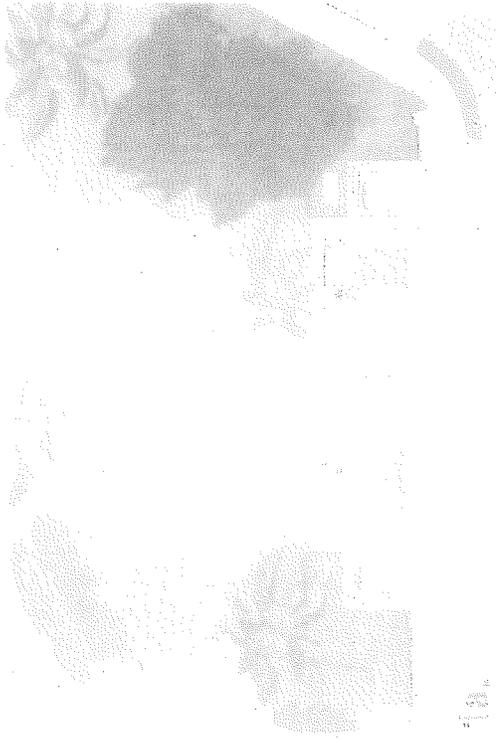
### Brick Option 3:

Red, Commercial Brick by McNear



Plaza Vista del Mar Improvements

**OPTION 1: MATCH EXISTING BRICK PAVING**

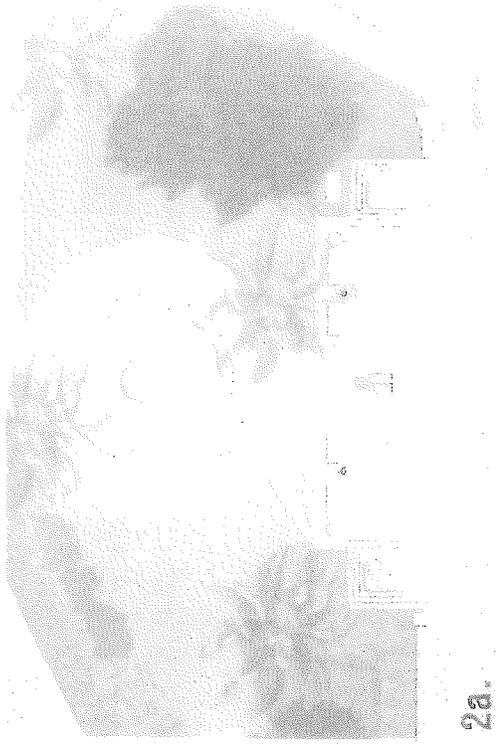


1a.



1b.

**OPTION 2: NEUTRAL BRICK SHADE**



2a.



2b.

1000 Plaza Vista, Suite 100, San Francisco, CA 94109



# STAFF REPORT

## SAUSALITO PLANNING COMMISSION

Project Vina Del Mar Accessibility Improvements  
Design Review Permit  
DR 10-029

Meeting Date March 10, 2010

Staff Heidi Burns, Associate Planner *HB*

### REQUEST

- Approval of a **Design Review Permit** to allow capital improvements to provide enhanced accessibility to and within the Vina Del Mar Park.

### PROJECT INFORMATION

Applicant/Owner City of Sausalito

Location/Size 700 Block of Bridgeway; APN 065-074-01  
13,642 square feet (see **Exhibit B** for vicinity map)

General Plan Public Recreational and Parks

Zoning Public Parks (PP) Zoning District

Authority Design Review Permit (Zoning Ordinance Section 10.54.050.A) Section 10.54.050.B.11 and Section 10.54.050.B.13 authorize the Planning Commission to approve a Design Review Permit for modifications to structures listed on the National Register of Historic Places, or on a local register, or structure located within the City Designated Historic District as well as a local public enhancement project. Section 10.54.050.A authorizes the Historic Landmarks Board to provide concurrent review and recommendations for projects located in the Historic District and/or listed on the local register.

Environmental Review The subject application is categorically exempt from the California Environmental Quality Act (CEQA), in accordance with Section 15301 the CEQA Guidelines.

### PROJECT DESCRIPTION

#### SITE LOCATION

The subject parcel is generally triangular in shape and fronts Bridgeway, El Portal, and Tracy Way. The site is the location of the Vina Del Mar Park within the Public Parks (PP) Zoning District.

Vina Del Mar Park is the centerpiece of the Downtown Historic District and is listed as a California Point of Historical Interest (MRN-002). The project site is surrounded by a variety of

mixed-commercial and residential uses, as well as hotels, public parking, and in close proximity to the Ferry Landing.

#### BACKGROUND

Vina Del Mar Park was originally constructed in 1904 by the North Shore Railroad to beautify the area and to cover-up a former dumping area. The Park was designed to be a garden oasis for train and ferry passengers. After the closure of the Panama Pacific International Exposition in 1916, resident William Faville arranged the purchase and relocation of a cement fountain and pair of elephant statues from the Exposition to Vina Del Mar Park.

The restoration of the Park and the fountain was conducted in 1977 as a bicentennial project known as the "Horizon Project".

On October 28, 1996, a Vina Del Mar Park Modification Plan, prepared by Paul Leffingwell for the Downtown Planning Forum, was presented to the Planning Commission, Design Review Board, and the Historic Landmarks Board. The joint boards approved the plan on November 20, 1996. The plan was considered by the City Council and was ultimately approved for construction but not pursued. This plan is the basis for the current proposed project within the Park.

On December 18, 1997, Ordinance 1128 was adopted and requires that any sale, leasing, or changes to the Park beyond minor maintenance and upkeep necessary to maintain the Park requires a vote of the electorate.

In 2005 the City was sued due to violations of Title II of the 1990 Americans with Disabilities Act (ADA)<sup>1</sup> because the City made improvements to the Park without making necessary changes to provide disabled access. The plaintiff alleged that the City engaged in the denial of civil rights by not providing public facilities to physically disabled persons.

In August 2006, a Settlement Agreement and Release of All Claims between the Plaintiff and the City occurred. As part of the Settlement Agreement, the City agreed to provide access to the fountain and the upper landing of the steps at the Bridgeway entrance. The City was allowed discretion to choose the location of the accessible path to the fountain and method of vertical access to the upper landing.

Although there is a conflict between the Settlement Agreement which requires non-minor modifications to the Park related to accessibility improvements and Ordinance 1128, the accessibility improvements related to ADA compliance supersedes the City's jurisdiction due to the Federal Supremacy clause stated in Article VI of the Federal Constitution (see **Exhibit C** for

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<sup>1</sup> The Americans with Disabilities Act gives civil rights protections to individuals with disabilities similar to those provided to individuals on the basis of race, color, sex, national origin, age, and religion. It guarantees equal opportunity for individuals with disabilities in public accommodations, employment, transportation, State and local government services, and telecommunications.

Title II requires city governments to ensure that all of their programs, services, and activities, when viewed in their entirety, are accessible to people with disabilities. Program access is intended to remove physical barriers to city services, programs, and activities, but it generally does not require that a city government make each facility, or each part of a facility, accessible.

an opinion from the City Attorney regarding Federal Supremacy). If the scope of the project included design modifications to the Park that were not required to comply with ADA, then those modifications would be required to be approved by a vote of the electorate before installation.

On January 11, 2010, January 25, 2010, and February 10, 2010, the project was reviewed by the Historic Landmarks Board (HLB). Additionally, on January 13, 2010, the staff hosted a public workshop for the proposed accessibility improvements. Comments raised at both the HLB meetings and the public workshop ranged from path location, impact to the existing trees, lowering the upper landing, and identifying which improvements are required for accessibility and which improvements are design enhancements. The proposed project has been redesigned in response to many of the comments raised.

Lastly, on February 17, 2010, the HLB conducted a special meeting at Vina Del Mar Park to review the proposed path location, materials, and colors.

#### **PROJECT DESCRIPTION**

##### ***Structures and Land Use***

The project involves the following accessibility improvements to the Vina Del Mar Park:

##### ***Accessibility Improvements***

- 48" wide dark brown decomposed granite (DG) path with header, adjacent to the fountain.
- 48" wide dark brown DG path with header, access from El Portal to the fountain.
- Accessible ramp with black metal kick-plate and railing from El Portal to the upper landing. The ramp will be concrete to match the existing sidewalk.
- Metal Handrails on each side of existing stairs on east (water) side of the upper landing.
- Black metal kick-plate to be installed below the existing black metal railing on the eastern side of the upper landing.

##### ***Handrails***

- Each side of new accessible ramp.
- Each side of existing monument stairs adjacent to elephant statues.

##### ***Relocation of Existing Facilities***

- Electrical utilities and housing unit to be located to the eastern side of the flagpole.
- Irrigation.
- Benches to provide seating on the upper landing.
- Trash cans on the upper landing.

##### ***Other***

- Sod and plantings to be replaced by accessible paths, headers and accessible ramp.
- Decommissioning of existing drinking fountain, removal of bubbler and cap plumbing.

No new landscaping is proposed.

The project also includes installing curb ramps at the corners of Bridgeway/El Portal, El Portal/Tracy Way, and Bridgeway/Tracy Way. The following specific improvements are proposed:

***Bridgeway and El Portal***

- Installation of new curb ramp, truncated domes, sidewalk, curb and gutter, and cross walk striping.

***El Portal and Tracy Way***

- Installation of new curb ramp, truncated domes, sidewalk, curb and gutter, and cross walk striping.

***Bridgeway –Tracy Way***

- Installation of new curb ramp, truncated domes, sidewalk, curb and gutter, and cross walk striping.
- Installation of new stone seat wall to match existing Vina Del Mar stone wall. The stone seat is to create a barrier to prevent pedestrians from walking into the intersection.

**PROJECT ANALYSIS**

**GENERAL PLAN CONSISTENCY**

***General Plan Consistency***

To approve the proposed project the Planning Commission must determine that the project is consistent with all applicable General Plan policies. Staff has identified the following policies most relevant to the proposed project:

***Policy LU-4.7.4, Improved Access.*** *Improve public access by implementing policy CP-4.7 [Listed below].*

***Policy CP-4.7, Pedestrian Safety.*** *Provide a safe walking environment along City streets and pathways.*

***Policy CP-4.9. Handicap Accessibility.*** *Facilitate access for the physically disabled to sidewalks and pathways throughout the City.*

***Policy EQ-2.1, Parklands and Open Recreation Areas.*** *Preserve and improve existing parklands and recreation areas for passive and recreation use by City Residents.*

The project is intended to facilitate and enhance disabled access to Vina Del Mar Park and is therefore found to be consistent with the intent of the General Plan.

**ZONING CONSISTENCY**

The project is located in the PP Zoning District. The purposes of the Open Space and Public Districts (Per Section 10.10.030) are:

- A. To preserve existing City owned open space and parks; and
- B. To provide guidelines for development and use of facilities on City- and federally-owned lands.

The additional purposes of the PP Zoning District are:

- D. To conserve and protect existing and future public parks and recreational facilities;

- E. To encourage long term maintenance and enhancement of parks and recreational facilities; and
- F. To ensure that parks and recreational uses are compatible with adjacent uses and the character of the area in which they are located.

The proposed accessibility improvements are consistent with the general and additional purposes of the PP Zoning District.

#### **Design Review Permit**

Pursuant to Section 10.54.010, the purpose of the Design Review Permit is to "provide for discretionary review of the architectural and design features of selected projects for which design review is required..."

The project consists of modifications necessary to facilitate disabled accessibility to the park. The visual elements of the project, which includes handrails, bench relocation, a new concrete ramp with brick curbs to match the existing brick located on the upper landing, and decomposed granite paths will not significantly modify the design of the Park and would be in keeping with the general aesthetic of the Park. Additionally, the proposed curb ramps associated with the cross walks will further facilitate safe accessibility within the Downtown. Lastly, because the proposed project is limited to ADA and accessibility improvements only as required by Federal Law, the project is not in violation of Ordinance 1128, which prohibits design changes to the Park unless approved by the electorate.

Of importance for consideration relating to the accessibility improvements is to ensure the aesthetic compatibility of the materials and colors with the surrounding environs. Conditions of approval are included to require the following:

- Relocate existing ferns which will be removed as a result of the accessible path; and
- Use truncated domes materials similar to the truncated domes used for the Non-motorized Transportation Project improvements on Humboldt Street, Bay Street, and Anchor Street. This will provide consistency of truncated domes used in the downtown area.

#### **Design Review Permit Findings**

In order to approve the Design Review Permit, the Planning Commission must determine that the project is in conformance with the required Design Review Findings (Section 10.54.050 of the Zoning Ordinance).

The required Design Review findings are listed in the attached resolution (see **Exhibit A**). Staff concludes that the required findings can be made to support the approval of the project.

#### **PUBLIC NOTICE AND CORRESPONDENCE**

Public hearing notices were mailed to property owners within 300 feet of the project site on February 5, 2010. No correspondence regarding the project has been received as of the writing of the staff report.

### **RECOMMENDATION**

Staff recommends the Planning Commission approve the attached draft resolution (**Exhibit A**) which approves a Design Review Permit to allow for capital improvements to allow for enhanced accessibility at Vina Del Mar Park (DR 10-029) and in accordance with the 2006 Settlement Agreement.

Alternatively, the Planning Commission may:

- Approve the Design Review Permit with modifications;
- Continue the hearing for additional information and/or project revisions; or
- Deny the Design Review Permit and direct Staff to return with a Resolution of Denial.

### **EXHIBITS**

- A. Resolution [Draft]
- B. Vicinity Map
- C. Memo from Mary Wagner, dated February 11, 2010
- D. Project Plans, date stamped February 8, 2010
- E. Hand Rail Detail, date-stamped February 8, 2010
- F. Site Photographs

I:\CDD\PROJECTS - ADDRESS\Bridgeway 700 - VDM Park\DR 10-029 Vina Del Mar Accessibility Project\pcsr 3-10-10.doc

**SAUSALITO PLANNING COMMISSION  
RESOLUTION NO. 2010-XX**

**APPROVAL OF A DESIGN REVIEW PERMIT FOR CONSTRUCTION OF CAPITAL  
IMPROVEMENTS TO PROVIDE ACCESSIBILITY IMPROVEMENTS FOR  
VINA DEL MAR PARK (DR 10-029)**

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**WHEREAS**, an application has been filed by the Department of Public Works, requesting Planning Commission approval of a Design Review Permit to allow the construction of capital improvements to provide disabled accessibility to and within Vina Del Mar Park (APN 065-074-01), as well as the Americans with Disabilities Act compliant accessibility curb ramps within portions of the Bridgeway, El Portal, and Tracy Way public rights-of-way; and

**WHEREAS**, in August 2006 the City agreed to provide accessibility improvements to the upper landing and fountain at Vina Del Mar Park in accordance with a Settlement Agreement and Release of Claims; and

**WHEREAS**, the Planning Commission conducted a duly-noticed public hearing on March 10, 2010, at which time all interested persons were given an opportunity to be heard; and

**WHEREAS**, the Planning Commission has reviewed and considered the project plans titled "ADA Transition Plan Update-Vina Del Mar", date-stamped received February 8, 2010; and

**WHEREAS**, the Planning Commission has considered all oral and written testimony on the subject application; and

**WHEREAS**, the Planning Commission has reviewed and considered the information contained in the staff report dated March 10, 2010 for the proposed project; and

**WHEREAS**, the Planning Commission finds that the project is categorically exempt from California Environmental Quality Act (CEQA) pursuant to Section 15301 of the CEQA Guidelines; and

**WHEREAS**, the Planning Commission finds that, as conditioned herein, the proposed project complies with the requirements of the General Plan and Zoning Ordinance as described in the staff report dated March 10, 2010.

**NOW, THEREFORE, THE PLANNING COMMISSION HEREBY RESOLVES:**

A Design Review Permit for the construction of accessibility improvements (a local public enhancement project) at Vina Del Mar Park in accordance with the 2006 Settlement Agreement is approved based upon the findings provided in Attachment 1, and subject to the conditions of approval provided in Attachment 2. The project plans are provided in Attachment 3.

**RESOLUTION PASSED AND ADOPTED**, at the regular meeting of the Sausalito Planning Commission on the XXth day of March 2010, by the following vote:

Exhibit A  
(8 pages)

AYES: Commissioner:  
NOES: Commissioner:  
ABSENT: Commissioner:  
ABSTAIN: Commissioner:

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Jeremy Graves, AICP  
Secretary to the Planning Commission

ATTACHMENTS

- 1- Findings
- 2- Conditions of Approval
- 3- Project Plans

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**PLANNING COMMISSION RESOLUTION**  
**March 10, 2010**  
**DR 10-029**  
**VINA DEL MAR PARK**

**ATTACHMENT 1: FINDINGS**

**1. DESIGN REVIEW PERMIT FINDINGS**

In accordance with Zoning Ordinance Section 10.54 (Design Review Procedures), the Design Review Permit is approved based on the following findings:

- A) The proposed project is consistent with the General Plan, any applicable specific plans and this chapter.

*The proposed project is limited to accessibility improvements as required by the Americans with Disabilities Act (ADA) and is therefore consistent with all applicable policies, standards, and regulations of the General Plan and Zoning Ordinance.*

- B) The proposed architecture and site design complements the surrounding neighborhood and/or district by either: a) Maintaining the prevailing design character of the neighborhood and/or district or b) Introducing a distinctive and creative solution which takes advantage of the unique characteristics of the site and contributes to the design diversity of Sausalito.

*The design of the improvements is the minimum necessary to provide accessibility to Vina Del Mar Park and the surrounding area in accordance with the 2006 Settlement Agreement and Release of All Claims at Vina Del Mar Park. Additionally, the materials utilized for the improvements will be compatible with the historic resources and nature of the park.*

- C) The proposed project is consistent with the general scale of structures and buildings in the surrounding neighborhood and/or district.

*The improvements consist of providing disabled access to and from Vina Del Mar Park and will blend in with the existing park improvements.*

- D) The proposed project has been located and designed to minimize obstruction of public views and primary views from private property.

*Due to the location of the accessibility improvements no obstruction of public views are anticipated.*

- E) The proposed project will not result in a prominent building profile (silhouette) above a ridgeline.

*The subject parcel is not located along a ridgeline.*

- F) The proposed landscaping provides appropriate visual relief, complements the buildings and structures on the site, and provides an attractive environment for the enjoyment of the public.

*The landscape features associated with the accessibility improvements consists of decomposed granite paths to connect the northerly sidewalk along El Portal to the fountain located in the center of the Park. The path is specifically located to meander through a portion of the park to avoid existing tree roots and will provide attractive access to the fountain.*

- G) The design and location of buildings provide adequate light and air for the project site, adjacent properties, and the general public.

*It is not anticipated that the accessibility improvements will disrupt the existing light and air associated with the project site because the improvements are low profile and will not create any new mass and bulk associated with the project site.*

- H) Exterior lighting, mechanical equipment, and chimneys are appropriately designed and located to minimize visual, noise and air quality impacts to adjacent properties and the general public.

*The project does not include the installation of new lighting, mechanical equipment, and/or chimneys. The project site is a public park and the improvements are necessary to provide disabled accessibility to the site, therefore, no impacts to the aesthetics, noise, and air quality are anticipated.*

- I) The project provides a reasonable level of privacy to the site and adjacent properties, taking into consideration the density of the neighborhood, by appropriate landscaping, fencing, and window deck and patio configurations.

*As stated in the above finding, the project site is a well utilized public park located in the Public Parks (PP) Zoning District. No impacts to privacy and density are anticipated.*

- J) Proposed entrances, exits, internal circulation, and parking spaces are configured to provide an appropriate level of traffic safety and ease of movement.

*The project consists of providing accessibility improvements in order to enhance access to the site for all people.*

- K) The project site is consistent with the guidelines for heightened review for projects which exceed 80% of the maximum allowed Floor Area Ratio and/or site coverage, as specified in subsection E (Heightened [Design] Review Findings).

*Heightened Review is not required.*

**PLANNING COMMISSION RESOLUTION**  
**March 10, 2010**  
**DR 10-029**  
**VINA DEL MAR PARK**

**ATTACHMENT 2: CONDITIONS OF APPROVAL**

These conditions of approval apply to the plans prepared by Architerra Macrae Architects, entitled "ADA Transition Update-Vina Del Mar" date-stamped received February 8, 2010.

**General**

1. Upon building permit submittal the Conditions of Approval shall be shown on all construction drawings.
2. Upon building permit submittal the applicant shall provide a written response demonstrating compliance with each Condition of Approval.
3. The project shall adhere to all recommendations in the Arborist Report dated February 10, 2010.
4. No exterior lighting is approved for the project.
5. The truncated domes utilized for the project shall be the same type and color utilized for the City's Non-motorized transportation project improvements on Humboldt Street, Bay Street, and Anchor Street.
6. To the extent possible, all ferns removed as a result of the accessible paths shall be relocated and incorporated into other areas of the park.

**Advisory Notes**

Advisory notes are provided to inform the applicant of Sausalito Municipal Code requirements, and requirements imposed by other agencies. These requirements include, but are not limited to, the items listed below.

1. This approval will expire in two (2) years from the date of adoption of this resolution if the property owner has not exercised the entitlements hereby granted, or an extension has not been filed prior to the expiration date.
2. An approval granted by the Planning Commission does not constitute a building permit or authorization for construction. Appropriate construction permit(s) issued by the Building Division must be obtained prior to construction.
3. All applicable City fees as established by City Council resolutions and ordinances shall be paid.

4. Construction Impact Fees shall be paid in accordance with the Construction Impact Fee Ordinance. The fee is due prior to issuance of Building Permit.
5. Encroachment permit, grading permit, third party review fees (cost plus 10%) fees shall be paid.
6. An encroachment permit shall be obtained from the Public Works Department prior to working in the public right of way.
7. Grading/drainage permit(s) shall be obtained from the Public Works Department for any earthwork in excess of 50 cubic yards.
8. Grading and excavation work will be limited to between April 15 and October 15 without written approval of the City Engineer.
9. Pursuant to Municipal Code Chapter 8.54, applicants shall submit a Recycling Management Plan to the Community Development Department prior to the issuance of any construction permits, unless the requirement is waived pursuant to Section 8.54.050.
10. Pursuant to Municipal Code Chapter 11.17, dumping of residues from washing of painting tools, concrete trucks and pumps, rock, sand, dirt, agricultural waste, or any other materials discharged into the City storm drain system that is not composed entirely of storm water is prohibited. Liability for any such discharge shall be the responsibility of person(s) causing or responsible for the discharge. Violations constitute a misdemeanor in accordance with Section 11.17.060.B.
11. Pursuant to Municipal Code Section 12.16.140, the operation of construction, demolition, excavation, alteration, or repair devices and equipment within all residential zones and areas within a 500 foot radius of residential zones shall only take place during the following hours:
  - Weekdays – Between 8:00 a.m. and 6:00 p.m.
  - Saturdays – Between 9:00 a.m. and 5:00 p.m.
  - Sundays – Prohibited
  - City holidays (not including Sundays) – Between 9:00 a.m. and 7:00 p.m.
12. Permits required by other agencies having jurisdiction within the construction area must be obtained in accordance with the respective agency's regulations.
  - a. Marin Municipal Water District – (415-945-1400), including landscaping and irrigation regulations;
  - b. Southern Marin Fire Protection District – (415-388-8182);
  - c. Sausalito-Marín City Sanitary District – (415-332-0244); and
  - d. Bay Conservation and Development Commission – (415-352-3600)
13. The Community Development Director may authorize minor alterations to the approved plans and conditions of approval in accordance with Section 10.50.180 of the Zoning Ordinance. Major changes and alterations to the approved plans and conditions of approval shall be reviewed and approved by the Planning Commission in accordance with Section 10.84.070(B)(2) of the Zoning Ordinance.

14. Pursuant to Municipal Code Section 10.54.100, construction activities under taken in accordance with a design review permit shall comply with the construction time limit regulations based upon the project's valuation. Construction projects which are not completed within the time limits are subject to daily penalties.

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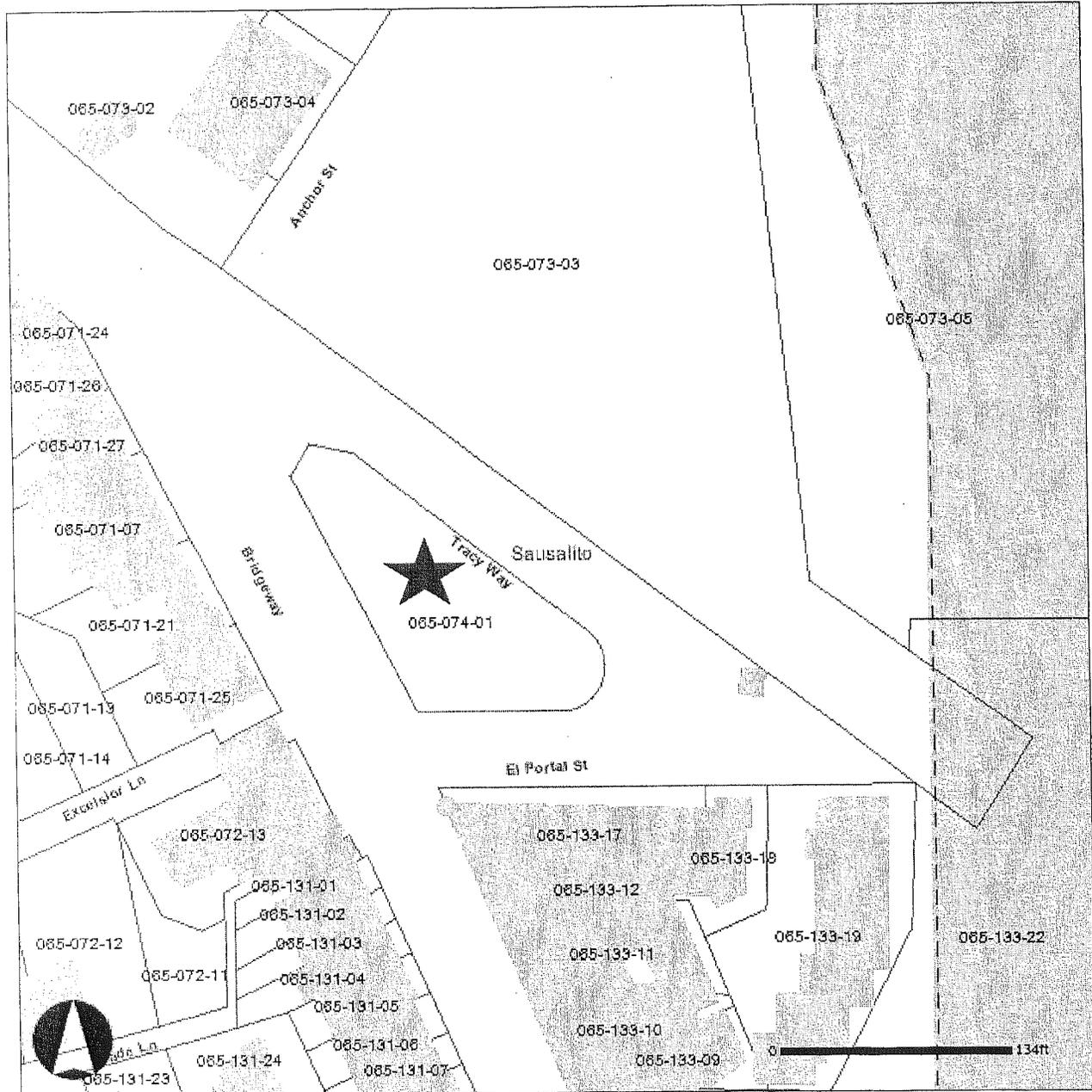
PLANNING COMMISSION RESOLUTION  
March 10, 2010  
DR 10-029  
VINA DEL MAR PARK

ATTACHMENT 3: PROJECT PLANS

# VICINITY MAP

## Vina Del Mar Park

### DR 10-029



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Exhibit B  
(1 page)

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## MEMORANDUM

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FEB 11 2010

CITY OF SAUSALITO  
COMMUNITY DEVELOPMENT

**TO:** Chair Keller, Members of the Planning Commission  
**CC:** Jeremy Graves, Community Development Director  
**FROM:** Mary Anne Wagner, City Attorney  
**RE:** Compliance with ADA requirements at Plaza Vina Del Mar  
**DATE:** February 10, 2010

---

### BACKGROUND AND QUESTION PRESENTED

In December 1997, the City Council adopted an initiative ordinance (Ordinance No. 1128) regulating the disposition and use of various City-owned properties, including Plaza Vina Del Mar and Gabrielson Park. With respect to those two sites, Section 2 of Ordinance No. 1128 provides as follows:

*The City of Sausalito shall retain ownership of Gabrielson Park and Plaza Vina Del Mar and shall not sell, lease, or otherwise dispose of such parks without voter approval. Such areas shall not be used for any purpose other than as public parks without voter approval. Such areas shall not be changed from their presently existing condition with the exception of minor maintenance and upkeep necessary to maintain such areas in their presently existing condition without voter approval. (Emphasis added.)*

Subsequently the City was sued under the federal Americans with Disabilities Act (ADA) and Title 24 of the California Building Code (Title 24) regarding, among other things, disabled access in Plaza Vina Del Mar. In September, 2006 the City entered into a Settlement Agreement with the plaintiff pursuant to which the City agreed to make certain modifications to Plaza Vina Del Mar in compliance with the ADA and Title 24.

The proposed modifications to Plaza Vina Del Mar have been reviewed by the Historic Landmarks Board. During the public hearings in front of the Board a question arose as to whether voter approval of the federally mandated modifications to Plaza Vina Del Mar for disabled access is required pursuant to Section 2 of Ordinance No. 1128.

### SHORT ANSWER

No, voter approval of the federally mandated accessibility modifications to Plaza Vina Del Mar is not required because the legal doctrine of federal pre-emption would apply and the federal law would control.

Exhibit C  
(3 pages)

Memorandum Re: Compliance with ADA Requirements

February 9, 2010

Page 2

## ANALYSIS

The issue presented is whether or not the ADA preempts the local regulation embodied in Ordinance No. 1128.

According to 42 USC 12101, Congress' stated purpose for enacting the ADA was:

- (1) to provide a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities;
- (2) to provide clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities;
- (3) to ensure that the Federal Government plays a central role in enforcing the standards established in this chapter on behalf of individuals with disabilities; and
- (4) to invoke the sweep of congressional authority, including the power to enforce the fourteenth amendment and to regulate commerce, in order to address the major areas of discrimination faced day-to-day by people with disabilities.

These are strong statements of purpose and illustrate the intent of Congress that the ADA preempt local law in the event of a conflict. Existing case law strong supports the conclusion that the ADA controls.

The first step in the analysis is to determine if a conflict exists. In *Independent Living Center of Southern California v. Maxwell-Jolly* (2009) 572 F.3d 644, the 9th Circuit analyzes "conflict preemption." The court explains that conflict preemption arises when compliance with both federal and state regulations is a physical impossibility or where state law stands as an obstacle to the accomplishment and execution of the full purposes and objectives of Congress. *Id.* at 653. That appears to be precisely the case here: the requirement to obtain voter approval poses a significant obstacle to make the necessary ADA compliant improvements. And there seems little substantive purpose in making the City "go through the motions" of an election. Were the voters to reject the changes, the City would still be mandated to comply with the ADA.

Having determined that there is a conflict, the next step is to determine if federal law trumps the conflicting local law. Based on *Hubbard v. Sobreck* (2009) 554 F.3d 742, there is a strong argument that the ADA would prevail. In that case, the Ninth Circuit Court of Appeals held that the provisions of the Americans with Disabilities Act preempt an award of attorneys fees for nonfrivolous claims brought by plaintiffs under the California Disabled Persons Act (CDPA). The ADA makes an award of attorney's fees to the prevailing party discretionary. Courts have interpreted this to mean that only plaintiffs who bring frivolous claims are to be saddled with paying attorney's fees to the defendant. The CDPA, on the other hand, permits an award of attorney's fees to a

Memorandum Re: Compliance with ADA Requirements

February 9, 2010

Page 3

prevailing party regardless of frivolousness of claims. Fees under the state construct are mandatory, not discretionary. The lower court awarded fees to the defendant under the CDPA. Plaintiffs appealed and the 9th Circuit reversed and remanded. The Ninth Circuit explained that federal law preempts state law if state law "actually conflicts" with federal law.

It is interesting to note that this same issue arose in concept when Ordinance No. 1128 was adopted in 1997. The then City Attorney came to the same conclusion set forth above and opined:

"It is unlikely that the initiative ordinance could bar installation of appropriate access for persons with disabilities to Plaza Vina Del Mar. The Americans with Disabilities Act of 1990, as well as state anti-discriminatory laws, would likely preempt local ordinances where there is conflict."

#### CONCLUSION

Because Ordinance No. 1128 stands as an obstacle to the goals and mandate of the ADA, the better argument is that Ordinance No. 1128 is preempted by the ADA. Accordingly, I do not believe that a court would require that the City seek voter approval prior the installation of ADA compliant facilities in Plaza Vina Del Mar.

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MACRAE ARCHITECTS  
 ARCHITECTS  
 1000 UNIVERSITY AVENUE  
 SUITE 100  
 SAN FRANCISCO, CA 94102  
 TEL: 415-774-2849  
 FAX: 415-774-2844

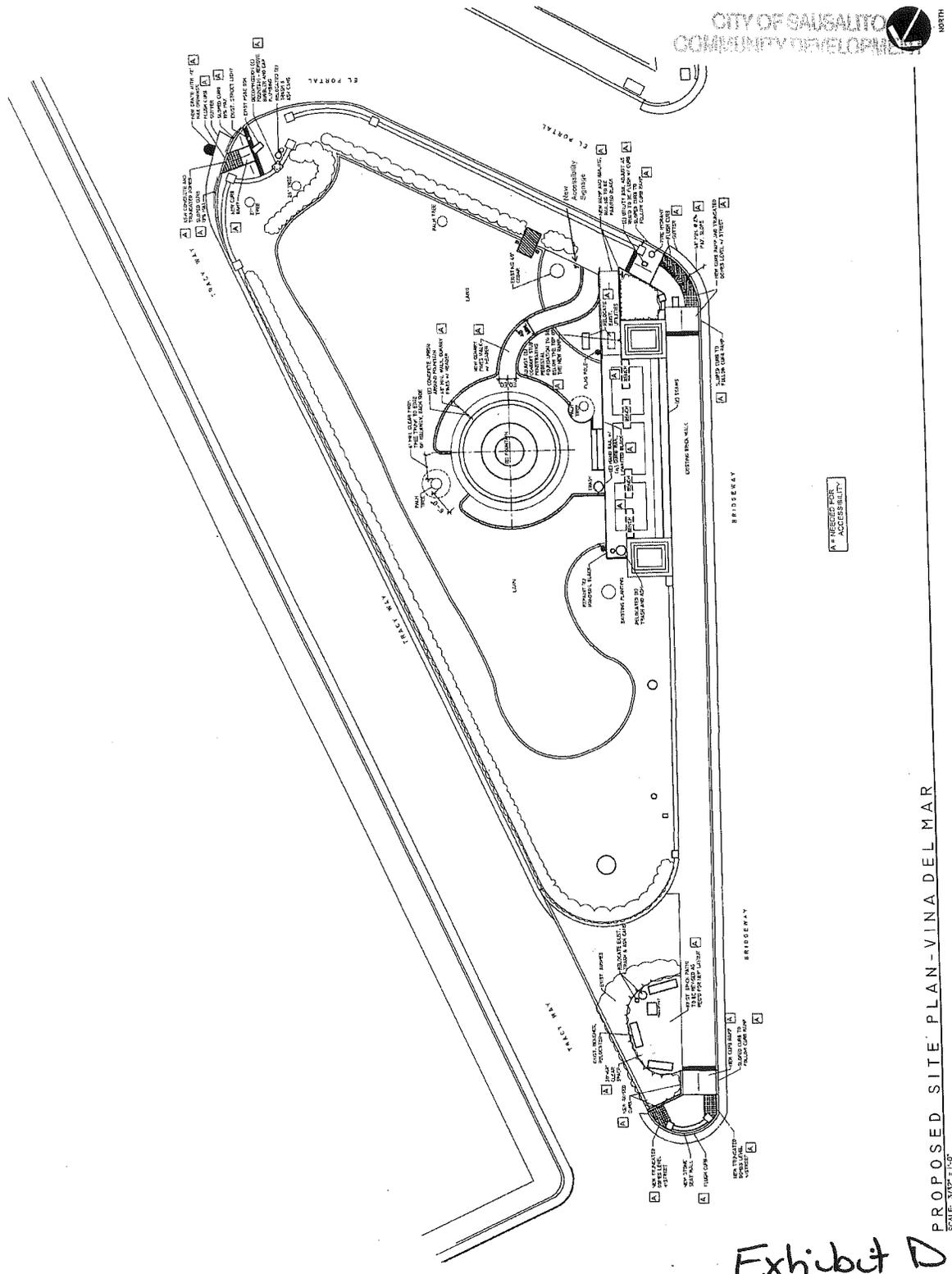
CITY OF SAUSALITO  
 420 LITHO ST. SAUSALITO, CA  
 ADA TRANSITION PLAN UPDATE  
 PROPOSED SITE PLAN - VINA DEL MAR

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FEB 8 2010

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CITY OF SAUSALITO  
 COMMUNITY DEVELOPMENT



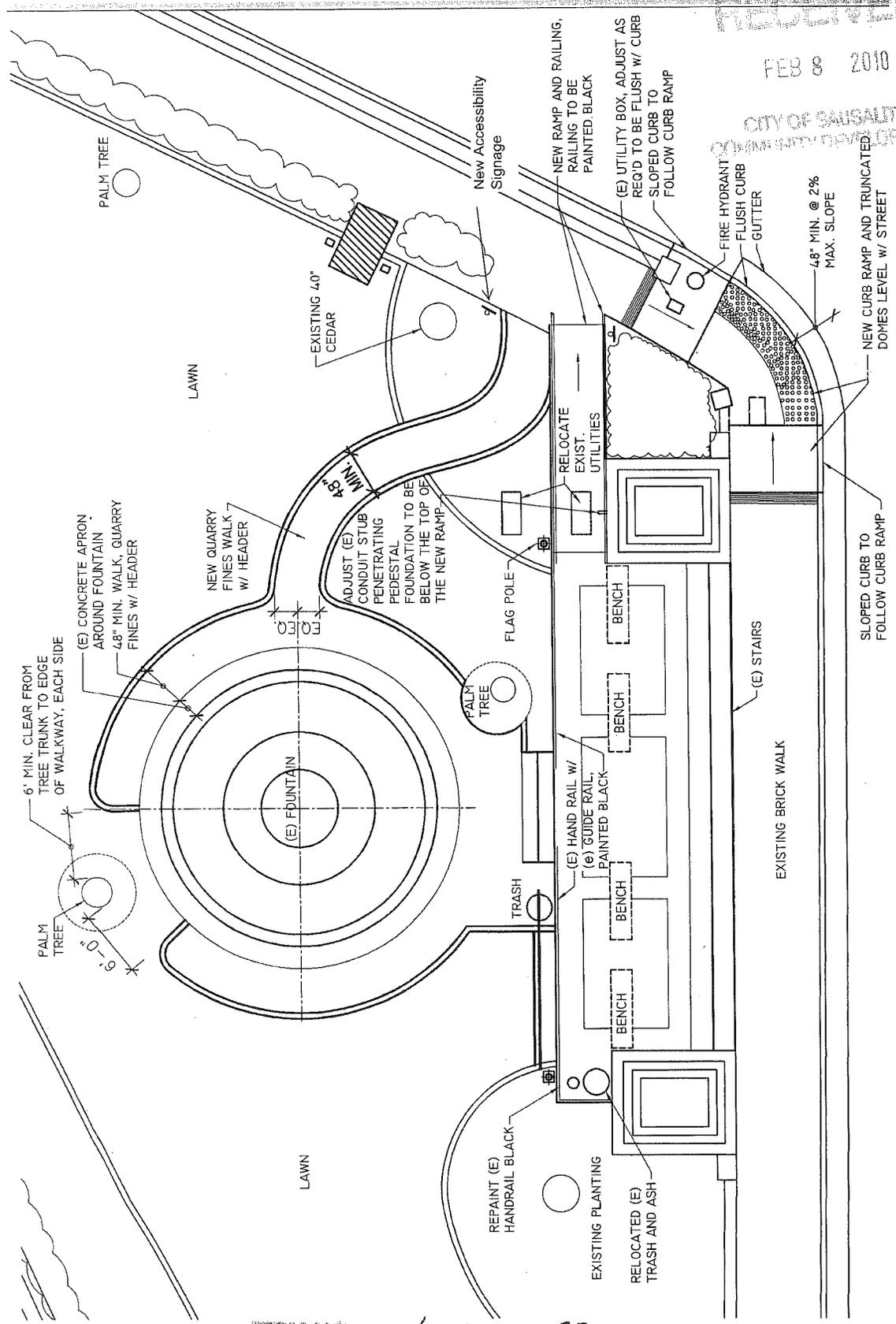
ACCESSIBILITY

PROPOSED SITE PLAN - VINA DEL MAR  
 SCALE: 3/32" = 1'-0"

Exhibit D  
 (6 pages)

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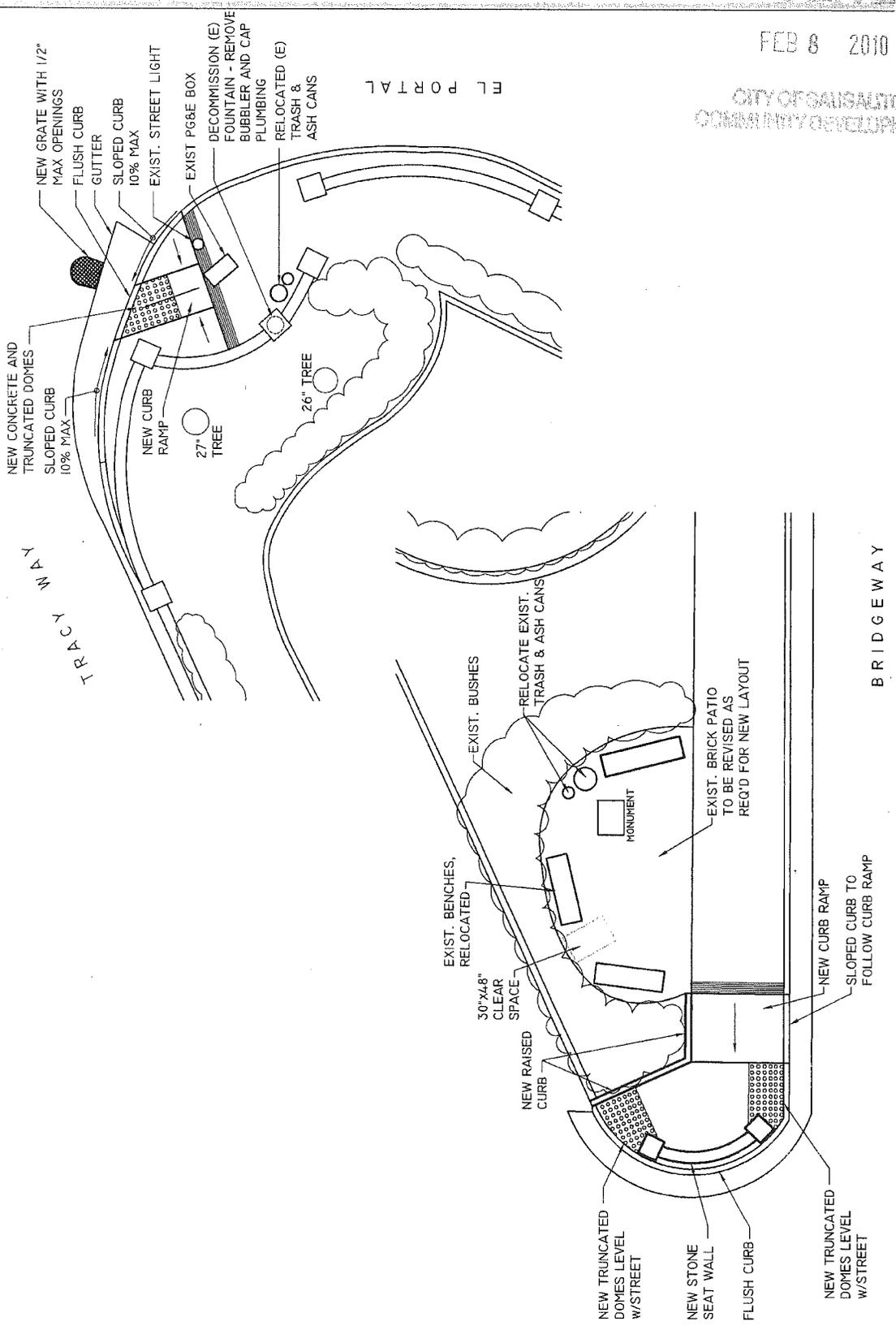


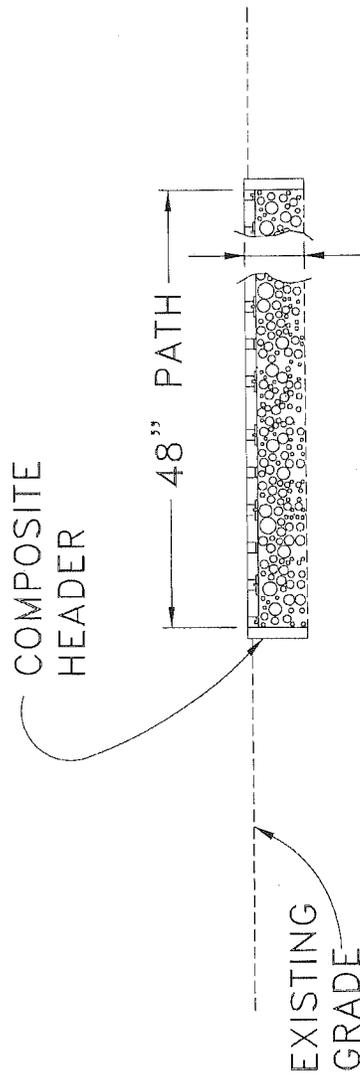
ARCHITECTS  
 MACRAE ARCHITECTS  
 1000 W. 10TH ST.  
 SUITE 100  
 SAUSALITO, CA 94965  
 TEL: 415-332-3442  
 FAX: 415-332-3442

CITY OF SAUSALITO  
 420 LITHO ST., SAUSALITO, CA  
 ADA TRANSITION PLAN UPDATE  
 PROPOSED SITE PLAN - VINA DEL MAR

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 COMMUNITY DEVELOPMENT

A02





5" ± PATH SECTION:

- BROWN PATH MIX
- GRAVELPAVE2 OR APPROVED EQUAL
- PERMEABLE BASE
- WEED CONTROL FABRIC

PATH SECTION  
NOT TO SCALE

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CITY OF SAIGALITO  
COMMUNITY DEVELOPMENT

BACKFILL WITH TOPSOIL,  
MATCH EXISTING  
LANDSCAPING, TYP.

COMPOSITE  
HEADER

SLOPE TOPSOIL GRADUALLY, 10H±:1V,  
CONFORM TO EXISTING GRADE



5" ± PATH SECTION:

- BROWN PATH MIX
- GRAVELPAVE2 OR APPROVED EQUAL
- PERMEABLE BASE
- WEED CONTROL FABRIC

CLEARANCE PER  
ARBORIST RECOMMENDATION

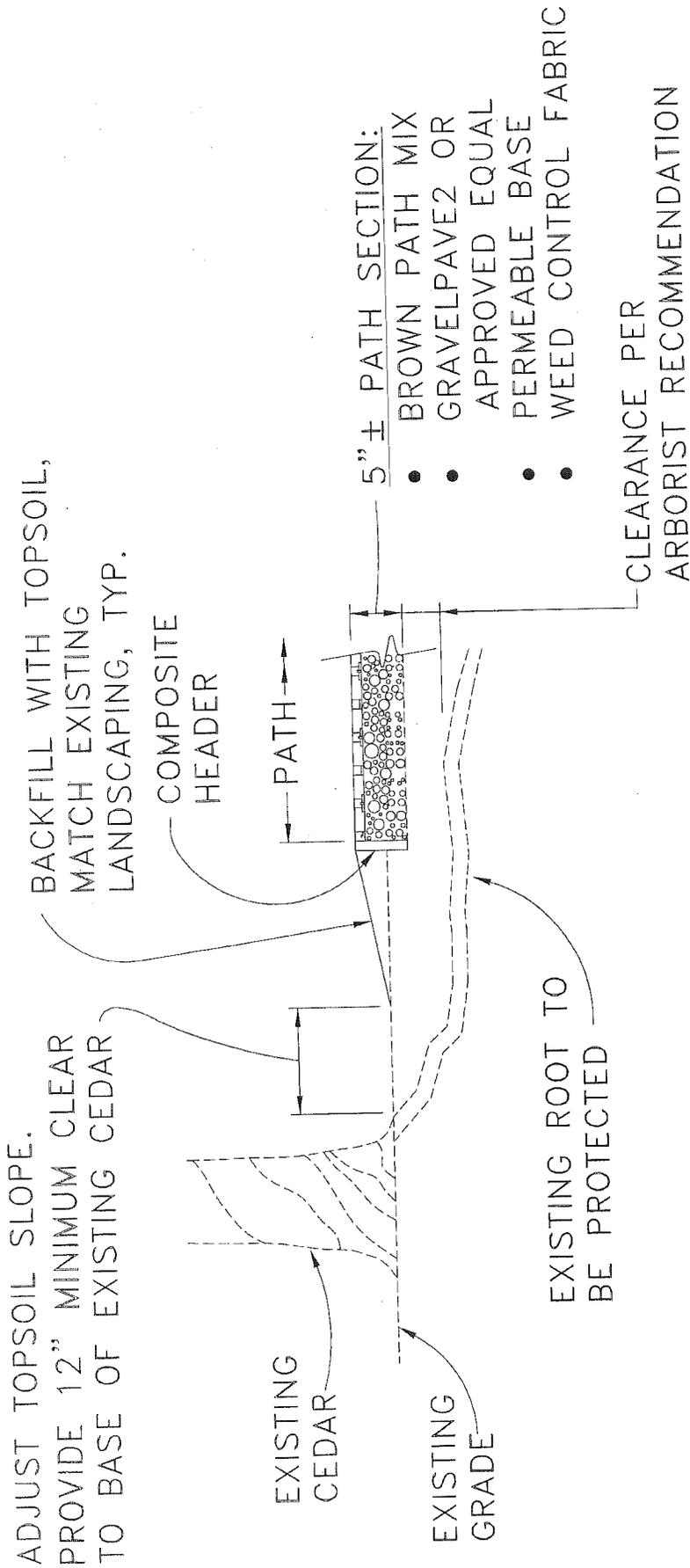
PATH SECTION AT PROTECTED ROOT

NOT TO SCALE

CITY OF SAUSALITO  
COMMUNITY DEVELOPMENT

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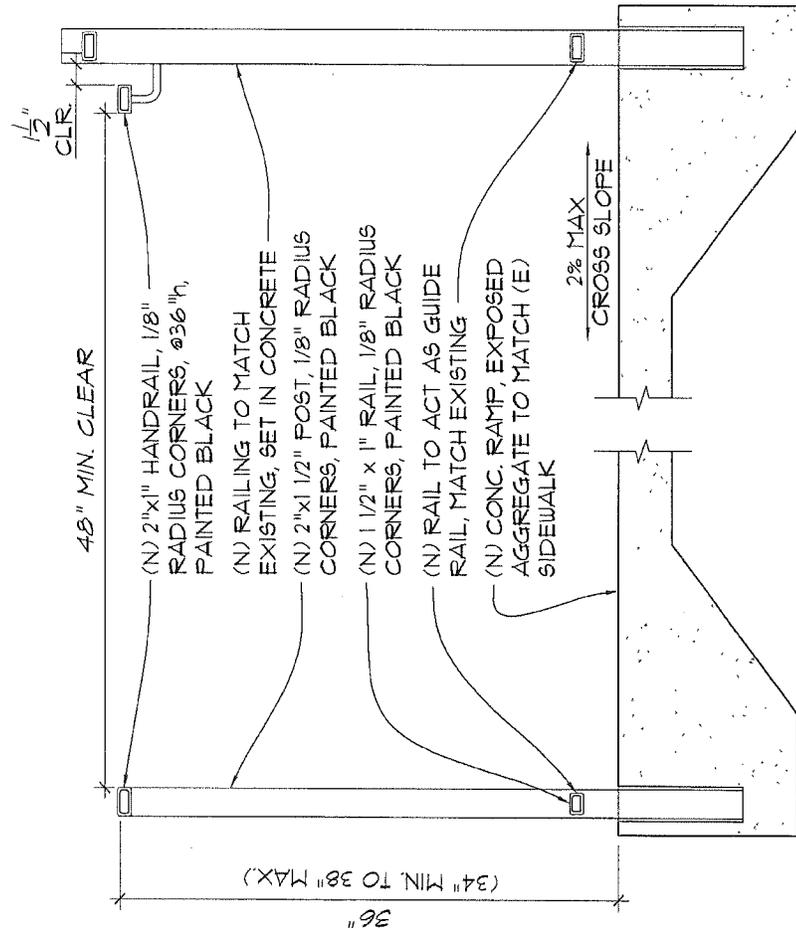
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CITY OF SAULSBURY  
COMPOSITE DEVELOPMENT

PATH SECTION ABOVE PROTECTED ROOT  
ADJACENT TO EXISTING CEDAR TREE  
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CITY OF SAUSALITO  
COMMUNITY DEVELOPMENT



**RAMP SECTION**

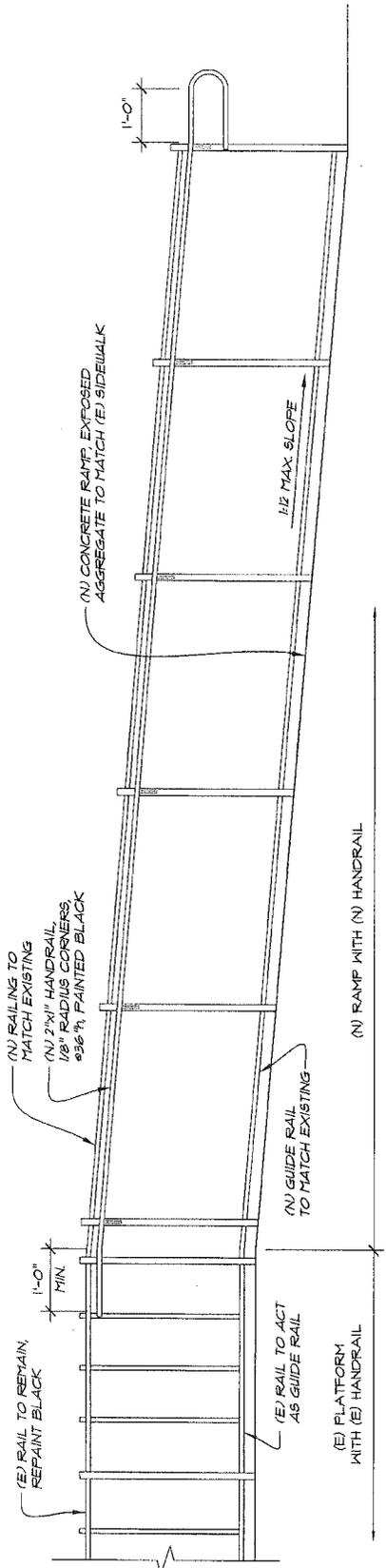
NOT FOR CONSTRUCTION, NOT TO SCALE  
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Exhibit E  
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CITY OF GAITHERSBURG  
COMMUNITY DEVELOPMENT

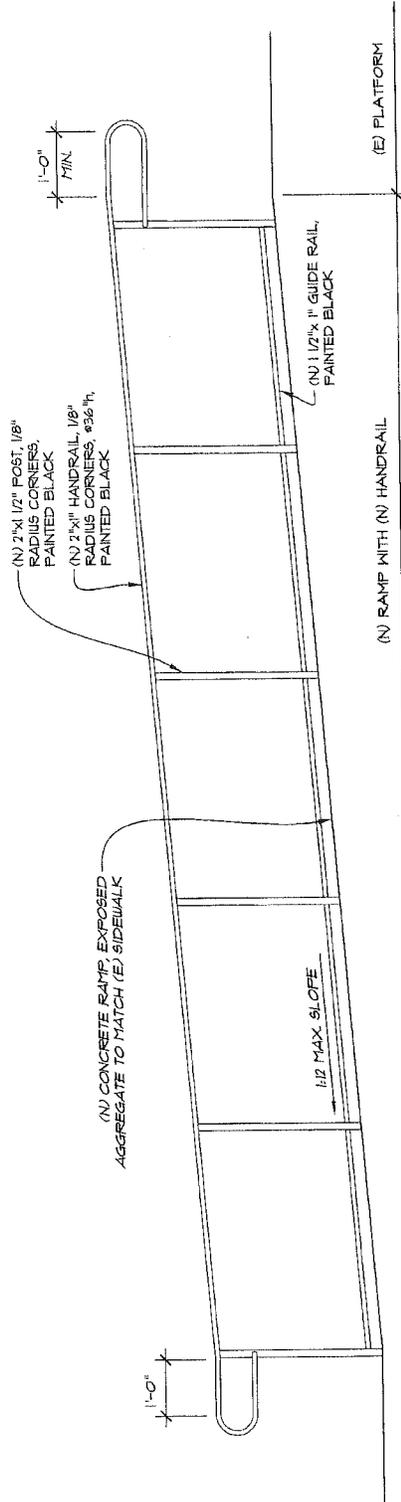


RAMP ELEVATION - EAST  
NOT FOR CONSTRUCTION, NOT TO SCALE  
02/25/10

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FEB 8 2010

CITY OF SAGINAW  
COUNTY ENGINEER



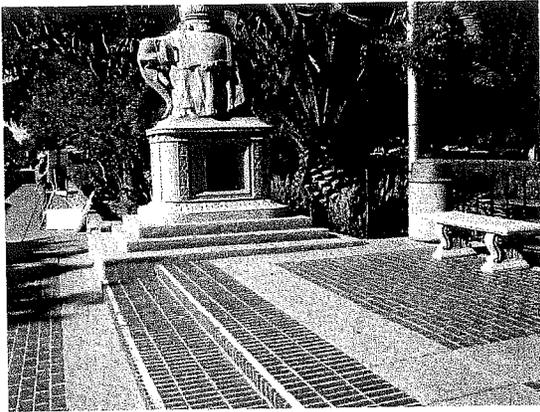
RAMP ELEVATION - WEST

NOT FOR CONSTRUCTION, NOT TO SCALE  
02/25/10

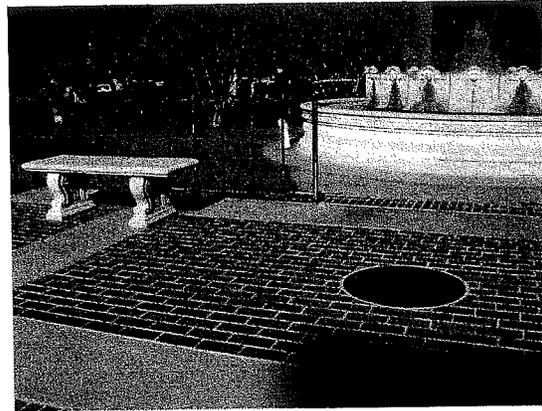
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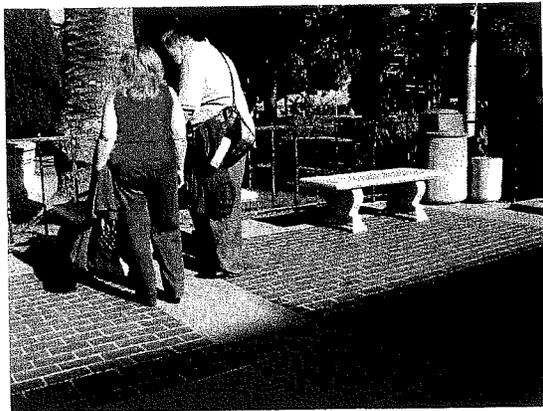
Vina del Mar Accessibility Project  
Joint Planning Commission – HLB Meeting 3-10-10



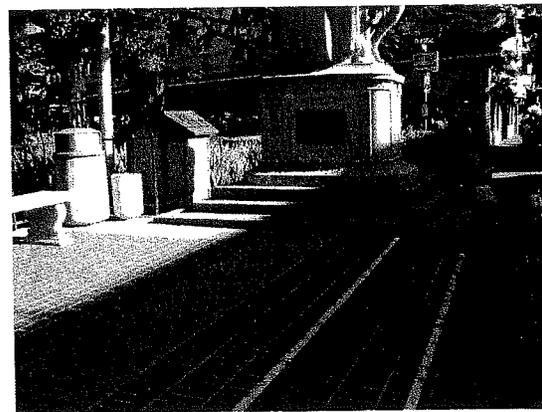
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Picture 2

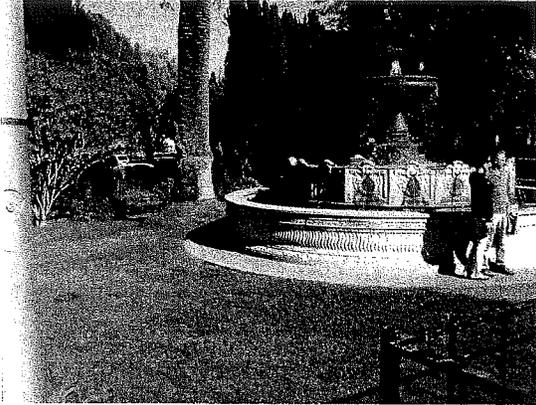


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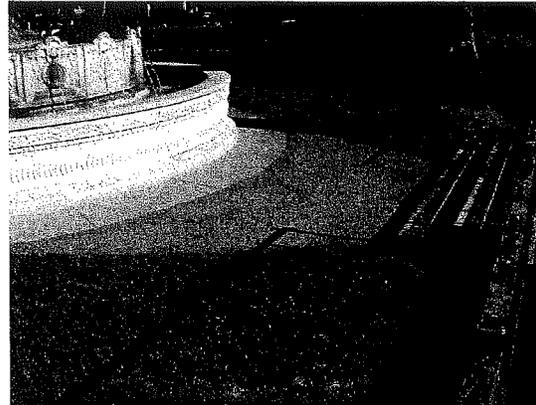


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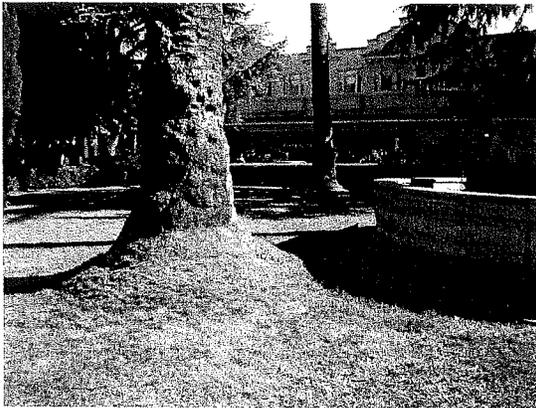
Vina del Mar Accessibility Project  
Joint Planning Commission – HLB Meeting 3-10-10



Picture 5



Picture 6



Picture 7

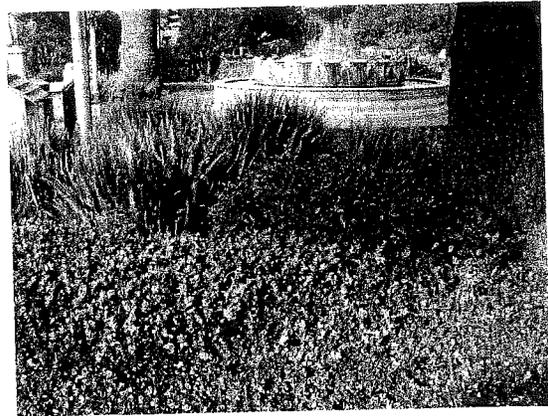


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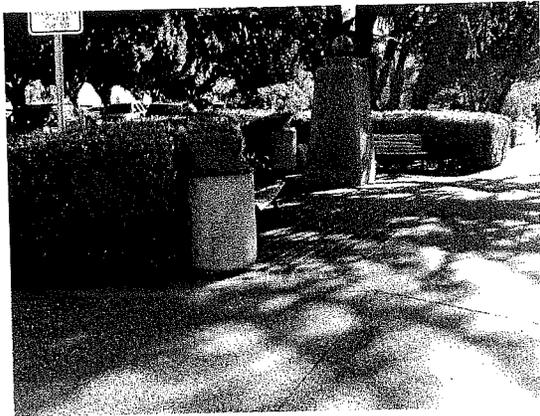
Vina del Mar Accessibility Project  
Joint Planning Commission – HLB Meeting 3-10-10



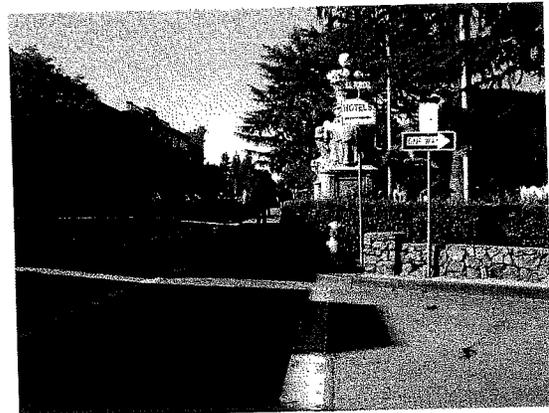
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Picture 10



Picture 11

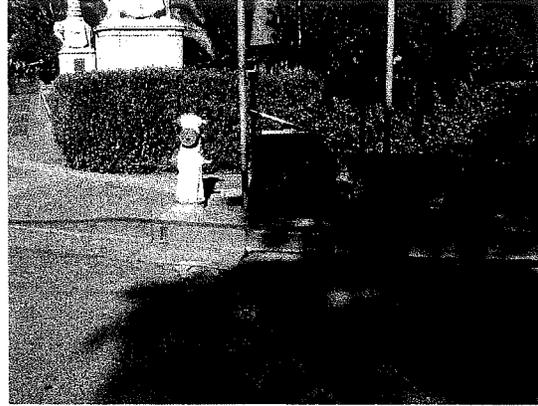


Picture 12

Vina del Mar Accessibility Project  
Joint Planning Commission – HLB Meeting 3-10-10



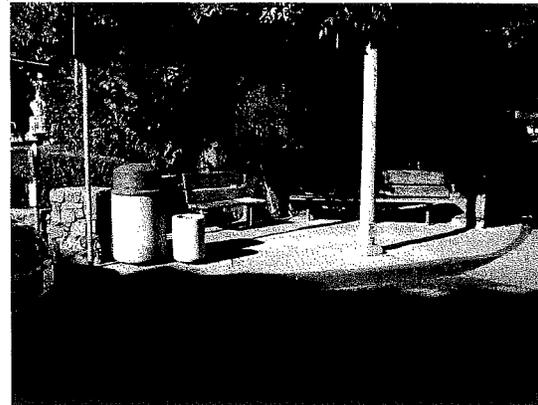
Picture 13



Picture 14



Picture 15



Picture 16

Vina del Mar Accessibility Project  
Joint Planning Commission – HLB Meeting 3-10-10



Picture 17

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**SAUSALITO PLANNING COMMISSION**  
**Wednesday, March 10, 2010**  
**Approved Minutes**  
**\*\*EXCERPT\*\***

**Call to Order—Joint Meeting with Historic Landmarks Board**

Chair Keller called the meeting to order at 6:30 p.m. in the Council Chamber of City Hall, 420 Litho Street, Sausalito.

**Planning Commission:**

Present: Chair Bill Keller, Commissioner Joan Cox, Commissioner Stafford Keegin, Commissioner Bill Werner

Absent: Vice Chair Stan Bair

**Historic Landmarks Board:**

Present: Chair Thomas Theodores, Board Member Denina Frederickson, Board Member Vicki Nichols, Board Member Morgan Pierce, Board Member Brad Paul (arrived at 6:45)

Absent: None

**Staff:**

Community Development Director Jeremy Graves  
Associate Planner Heidi Burns, Associate Planner Lilly Schinsing,  
Assistant Planner Alison Thornberry, City Attorney Mary Wagner

**Public Hearings**

**1. DR 10-029, Design Review Permit, City of Sausalito, Plaza Vina Del Mar.**

Design Review Permit to allow accessibility improvements at Vina Del Mar Park located at the intersection of Bridgeway with El Portal and Tracy Way (APN 065-074-01).

The public hearing was opened. Associate Planner Burns presented the Staff Report.

**Commission questions to staff:**

- Why was it suggested to run the 48-inch walkway directly across as opposed to cutting through, which necessitates removing bushes in the planter area? *Staff responded the consulting arborist determined the suggested path is needed to avoid the taproots of the cedar tree and moving the path to the east would affect the root system of the palm tree.*

Staff Engineer Andy Davidson made a presentation on the project.

Gary Waters of Architerra Macrae Architects, the City's design consultant, made a presentation on the project.

Commission question to Mr. Waters:

- 1 • Would the decomposed granite be conducive to ADA access and could it be  
2 messy? *Mr. Waters responded the path is ADA compliant. They propose to use*  
3 *“Gravel Pave,” which is specifically designed to hold decomposed granite in*  
4 *place, accept heavy traffic loads, and provide an acceptable surface for*  
5 *wheelchair and walker use by providing a stable and firm surface. The Gravel*  
6 *Pave material is about 1 inch thick; a series of heavy-duty interconnected*  
7 *plastic rings in a roll. It is rolled out onto a compacted base, secured to the*  
8 *base, and filled with gravel. The gravel is held well by the ring system, but it is*  
9 *still loose to allow water and air to penetrate, so it is possible some loose*  
10 *gravel could come out.*
- 11 • How are you avoiding the ADA or the California Building Code requirement for  
12 the handrails on the stairs? *Mr. Waters responded the stairs are not ADA*  
13 *compliant but are not being addressed at this point because they are not part*  
14 *of the Settlement Agreement. From a Building Code point of view the California*  
15 *Building Code (CBC) states when specific access improvement projects are*  
16 *done, the scope of work can be limited to the actual proposed access*  
17 *improvement without triggering other access work. From an ADA point of view*  
18 *this is an existing facility separate from other major improvements that would*  
19 *involve working on the stairs. The City is obligated to provide program access*  
20 *to the park, so the agreement in the Settlement Agreement is that by providing*  
21 *the ramp up to the platform and the walkway around the fountain the City has*  
22 *met its obligations for program access to the park so upgrades to the stair*  
23 *railings are not required at this point.*
- 24 • Why does the walkway around the fountain narrow to less than 4 feet at the  
25 westerly palm tree? *Mr. Waters responded it narrows to less than 4 feet, but*  
26 *the overall walkway width is sufficient. There is close to 6-6.5 feet of walkway*  
27 *width around the fountain. There is a provision in the Code that says when*  
28 *encountering an impediment that restricts the pathway width it can be restricted*  
29 *for a certain distance; they are close to complying with that even in the Gravel*  
30 *Paved area. The path around the fountain comes to a dead end and they need*  
31 *a sufficient space for wheelchairs and walkers to turn around. Instead of*  
32 *creating a bump out they maintained the 48 inches all the way around.*

33  
34  
35 Commission question to staff:

- 36 • Do the terms of the Settlement Agreement specifically say access to the  
37 fountain has to be provided? *Staff responded yes, the City has agreed to*  
38 *provide access to the fountain in the upper landing of the steps at the*  
39 *Bridgeway Street entrance.*

40  
41 Historic Landmarks Board (HLB) questions to Mr. Waters:

- 42 • The HLB desired to minimize the look of the railings on the ramps. Does the  
43 term “nosings” refer to the loop at the end of the railings, and are they  
44 required? *Mr. Waters responded the Code requires a 12-inch minimum*  
45 *extension that runs parallel to the ground beyond the run of the ramp into the*  
46 *landing before returning.*
- 47 • Are the vertical bars of the railing for structural purposes and is that the  
48 minimum distance allowed? *Mr. Waters responded the vertical bars are at the*  
49

1            *minimum distance to provide structural support for the railing and match the*  
2            *verticals on the existing rails at the platform.*

3  
4 Ed Gurka, the City's consulting arborist made a presentation.

5  
6 Commission questions and comments to Mr. Gurka:

- 7            • If the pathway were to be put in on the east side of the cedar tree, at what  
8            distance from that tree would you feel most comfortable? *Mr. Gurka*  
9            *responded the further the better as the cedar's roots go out 30 feet.*
- 10            • Will the cedar's root system go deeper the further out it goes from the tree, or  
11            will it remain 5-6 inches below the surface? *Mr. Gurka responded the roots will*  
12            *be within the top 12-18 inches of soil, but the tree roots are smaller at greater*  
13            *distances from the trunk. Within 4 feet of the tree are the buttress roots, but at*  
14            *30 feet out there are only secondary roots, if anything.*
- 15            • The plan calls for building right up against the westerly palm tree. *Mr. Gurka*  
16            *responded the root ball for palm trees goes out only 2 feet out from the trunk.*  
17            *It is probable that 8-10 percent of the roots will be cut to install the pathway,*  
18            *but the roots will regenerate.*

19  
20  
21 The public comment period was opened.

22  
23 Peter Van Meter, 4 Cloudview Circle, indicated the following:

- 24            • The consensus at the January 2010 workshop was it may be feasible to lower  
25            the platform, which has no historical significance because it was rebuilt in the  
26            1980s, to provide access to the fountain directly from Bridgeway. Staff was to  
27            have investigated that possibility and reported at tonight's meeting. He would  
28            like to hear staff's additional study. *Staff responded the platform is considered*  
29            *an historic element and to review the feasibility of lowering it they would need*  
30            *to hire an architectural historian to prepare an evaluation. It would also be*  
31            *subject to further CEQA review. In addition lowering the platform might be a*  
32            *major design change and subject to the voter approval requirement of*  
33            *Ordinance No. 1128. Staff is looking at the least amount of work needed to*  
34            *comply with the terms of the Settlement Agreement.*
- 35            • Staff concludes the Settlement Agreement trumps Ordinance No. 1128, but  
36            citizens may challenge that opinion.

37  
38 Michael Rex indicated the following:

- 39            • He attended the January 2010 workshop and does not see a reason for dead  
40            ends on the fountain pathway. People will not turn around but will squeeze  
41            along the concrete or tread over the lawn. If the path goes along each side of  
42            the westerly palm tree, it could do the same on the east end.
- 43            • Lowering the platform would make the fountain more a part of the streetscape,  
44            negate the need for ramps, provide no impact on the trees, and would be more  
45            ADA compliant. The intent of the ADA is to remove barriers seamlessly so  
46            people in wheelchairs are not treated separately. The direction to do the  
47            minimum needed to meet the Settlement Agreement is driven by fear of cost  
48            over process.

1 Jacques Ullman, 423A Litho Street, indicated the following:

- 2 • He attended the January 2010 workshop and is disappointed at the lack of  
3 response to the majority of opinions expressed there, mostly related to the  
4 steps.
- 5 • When concentrating on design only it is obvious the platform should be  
6 lowered. It would eliminate all the problems of tree impact, gravel, et cetera  
7 and eliminate the ugly railings.
- 8 • There should be a better flow around the corner on the northern end, which is  
9 an awkward corner. It will be congested and people will bump against each  
10 other.
- 11 • In response to Mary Ann Sears' suggestion that people are damaging the  
12 fountain by walking and sitting on it, a solution could be to remove the platform  
13 and erect a stonewall similar to the others with a gate in the middle. People  
14 could sit on the wall with the fountain in the background and the gate could be  
15 opened for special events.

16  
17  
18 The public comment period was closed.

19  
20 Commission questions to staff:

- 21 • Is there a time limit on the Settlement Agreement? *Staff responded the time*  
22 *limit has expired. The improvements were to have been completed within two*  
23 *years of the approval of the agreement in 2006, which is one of the reasons the*  
24 *plans are limited to the accessibility issues.*
- 25 • Is staff convinced if the platform were to be removed that it would fall under  
26 Ordinance No. 1128? *Staff responded they are not convinced, but they do*  
27 *have historic photographs showing the platform. Removing the platform is a*  
28 *larger design change than the current project.*
- 29 • Is there a design that is part of the Settlement Agreement and does the  
30 agreement require comportment with the concept of those designs? *Staff*  
31 *responded the plaintiff's expert submitted suggestions, but the City is free to*  
32 *choose another manner of providing accessibility. If the City does something*  
33 *different then the plaintiff's expert will review the proposed pathways for the*  
34 *limited purpose of approving the accessibility issue, but will otherwise have no*  
35 *say over the design or aesthetic issues.*

36  
37  
38 Historic Landmarks Board comments:

- 39 • The HLB has looked at this project as a very limited ADA issue. Any other  
40 design should be voted on by the citizens and has to be clearly vetted to  
41 determine if the platform is historic.
- 42 • The platform is historic. There are literature and photographs showing it used  
43 as a reviewing stand. It was remodeled in the 1980s, but HLB believes it can  
44 be considered historic.
- 45 • The HLB agrees with the proposed project, but would like to review:
  - 46 ○ Structures that house the relocated utilities;
  - 47 ○ The final landscape plan; and
  - 48 ○ The handrails.

49  
50 Commission comments:

- 1 • The suggestion to remove the platform is good, but there should be a near-
- 2 term solution to satisfy the plaintiff and ADA concerns.
- 3 • The pathway solution could turn into a major thoroughfare with gravel scattered
- 4 everywhere. The pathway could be improved if it were moved further east
- 5 away from the cedar tree.
- 6 • This plan is a banal, expedient degradation of the quality of the park in order to
- 7 satisfy the terms of the Settlement Agreement. The proposed railings give no
- 8 thought to the elegance of a handrail. The solutions are partial and
- 9 compromised in terms of the access around the fountain that leave out both the
- 10 state and ADA accessibility requirements and leave the City open to more
- 11 lawsuits.
- 12 • A temporary bandstand/viewing platform could easily be erected when needed
- 13 if the platform were removed.
- 14 • The proposed plan is not in the interest of the City, the quality of the space, or
- 15 its historical significance.
- 16 • The current design is far more abusive to the site than removing the platform
- 17 would be, which is the obvious and best approach in terms of the overall
- 18 design of the site and platform/fountain area. The City would be remiss if it did
- 19 not explore and understand that option.
- 20 • There is a lack of design cohesion due to the overriding interest in fulfilling the
- 21 requirements of the Settlement Agreement.
- 22 • A path around the fountain should go all the way around and not dead end.
- 23 • We need to review a copy of the Settlement Agreement.
- 24
- 25

26 **Planning Commission Chair Keller moved and Commissioner Cox seconded a**  
27 **motion to continue the public hearing for Plaza Vina Del Mar Accessibility**  
28 **Improvements to a date uncertain. The motion passed 4-0.**  
29

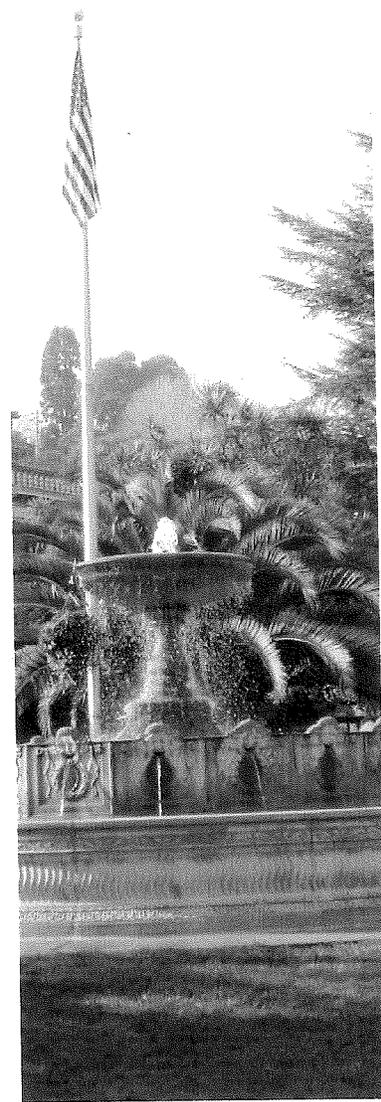
30 **Historic Landmarks Board Chair Theodores moved and Board Member Pierce**  
31 **seconded a motion to continue the public hearing for Plaza Vina Del Mar**  
32 **Accessibility Improvements to a date uncertain. The motion passed 5-0.**  
33

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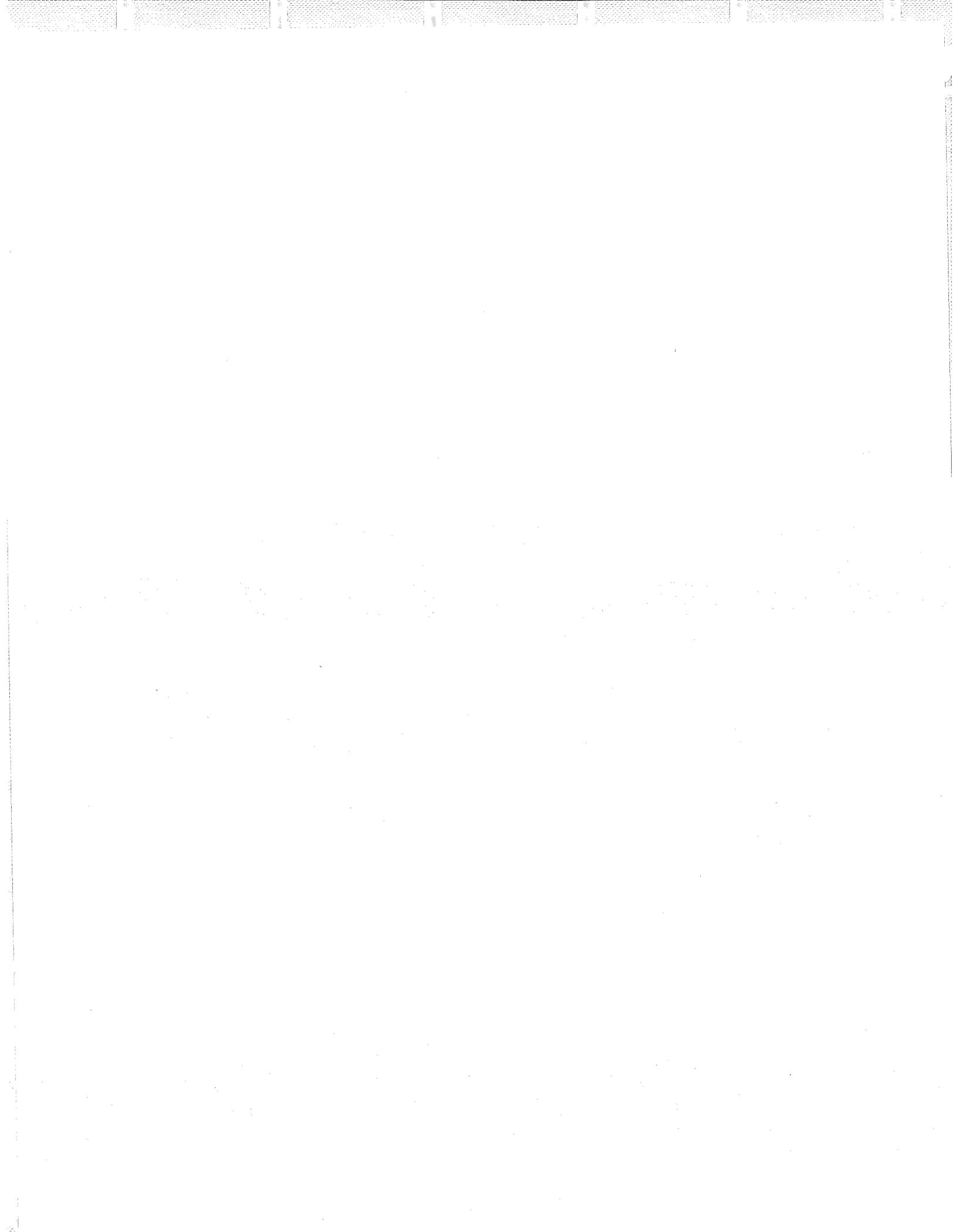
PLAZA VINA DEL MAR  
HISTORIC RESOURCE EVALUATION



PAGE & TURNBULL

Architectural and Engineering Firm

Attachment 4  
(60 pages)



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## I. INTRODUCTION

This Historic Resource Evaluation (HRE) has been prepared at the request of the City of Sausalito for proposed alterations to Plaza Viña del Mar in Downtown Sausalito, California. Plaza Viña del Mar is a public park bounded by Bridgeway, El Portal Street, and Tracy Way (**Figure 1**). The park was deeded to the City of Sausalito in 1904, and two elephant statues and a fountain salvaged from the Panama Pacific International Exposition were installed in the park by William Faville in 1916.



Fig. 1. Aerial view of Plaza Viña del Mar.  
Source: Google Maps.

The proposed project at Plaza Viña del Mar includes accessibility upgrades in accordance with the Americans with Disabilities Act (ADA). The primary project goal is to provide universal access to the fountain in the Plaza and the elevated landing adjacent to the steps at the Bridgeway entrance. The City of Sausalito is examining two alternative approaches to this accessibility upgrade project: installing an ADA-compliant ramp extending from the El Portal sidewalk to the landing and a decomposed granite path from the El Portal sidewalk to and around the fountain, or removing the landing and providing an ADA-compliant level access from the Bridgeway sidewalk to and around the fountain. Other improvements include the installation of ADA-compliant sidewalks and curb ramps at all three corners of the triangular park and the installation of an ADA-compliant drinking fountain located at the corner of El Portal and Tracy Way (or decommissioning of the existing drinking fountain).

## METHODOLOGY

This Historic Resource Evaluation provides a site description, historic context statement, construction chronology, a summary of previous historical surveys and ratings, and an evaluation of the property's eligibility for listing on the National Register, California Register, and Sausalito Local Register. The report also includes an evaluation of the proposed accessibility upgrade project under the provisions of the California Environmental Quality Act (CEQA) and the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings*.

Page & Turnbull prepared this report using research collected at various local repositories, including Sausalito Public Library, Sausalito Historical Society, City of Sausalito Community Development Department, San Francisco Public Library, Online Archive of California, and various other online sources. A site visit conducted by Page & Turnbull in January 2011 to review the existing conditions descriptions and assessments included in this report.

## TEAM QUALIFICATIONS

Page & Turnbull was established in 1973 as Charles Hall Page & Associates to provide architectural and conservation services for historic buildings, resources and civic areas. The firm was one of the first architecture firms in California to dedicate its practice to historic preservation and is among the longest-practicing such firms in the country. Offices are located in San Francisco, Sacramento and Los Angeles, and the staff consists of licensed architects, designers and historians, conservators and planners.

This Historic Resource Evaluation report was prepared by Ruth Todd, AIA, AICP, LEED AP (Principal), Rebecca Fogel (Cultural Resource Specialist), and Johanna Kahn (Architectural Historian). All staff members meet or exceed the Secretary of the Interior's *Historic Preservation Professional Qualification Standards* in architecture or architectural history.

## II. EXECUTIVE SUMMARY

In 1981, Plaza Viña del Mar was officially determined to be eligible for listing in the National Register of Historic Places (National Register) as a contributor to the Sausalito Downtown Historic District. The park was never officially listed in the National Register, but was listed in both the California Register of Historical Resources (California Register) and Sausalito Local Register at this time as a contributor to the District.

In addition to being a contributor to the District, the significance evaluation in this report demonstrates that Plaza Viña del Mar appears to be individually eligible for listing in the California Register under Criterion 1 (Events) and Criterion 2 (Person) for its association with the enduring legacy of the 1915 Panama-Pacific International Exposition (PPIE); as an example of Sausalito's early municipal development trends; and as evidence of Mayor Jacques Thomas's contributions to the City of Sausalito. The park also appears to qualify for individual listing in the Sausalito Local Register, but it does not appear to be individually eligible for the National Register under any criteria. Because it meets the California Register criteria, Plaza Viña del Mar is considered a historic resource for the purposes of review under the California Environmental Quality Act (CEQA).

The analysis of the proposed accessibility upgrade project in this report concludes that both proposed project alternatives appear to largely comply with the Secretary of the Interior's *Standards for Rehabilitation* (Standards), although they do not fully comply with Standard 9. Of the two alternatives, Project Alternative #2 (No Landing) is less intrusive than Project Alternative #1 (Landing with Ramp), and better complies with the Standards. Both proposed project alternatives at Plaza Viña del Mar maintain the overall historic character of Plaza Viña del Mar and would not affect the eligibility of Plaza Viña del Mar for listing in the California Register or the Sausalito Local Register. The overall accessibility upgrade project therefore does not appear to cause a significant adverse impact under CEQA, and no mitigation is required. However, the project's impacts to historic resources could be further reduced. With modifications to the width and materials of the accessible walkway around the fountain, Project Alternative #2 (No Landing) could be brought into full compliance with all ten Standards.

### III. CURRENT HISTORIC STATUS

The following section examines the national, state, and local historical ratings currently assigned to Plaza Viña del Mar:

#### NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places (National Register) is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level.

Plaza Viña del Mar is not officially listed in the National Register of Historic Places. However, in 1981, the plaza was determined to be eligible for listing in the National Register as a contributor to the Downtown Historic District. See page 4 for a full description of the District.

#### CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments; private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

Properties determined eligible for listing in the National Register are automatically listed in the California Register; therefore, Plaza Viña del Mar is listed in the California Register as a contributor to the Downtown Historic District. Plaza Viña del Mar is also individually listed as a California Point of Historical Interest (MRN-002).

#### DOWNTOWN HISTORIC OVERLAY ZONING DISTRICT & LOCAL REGISTER

Chapter 10.46 of the City of Sausalito Zoning Ordinance regulates historic overlay zoning districts and properties listed on the local register. Individual structures and sites with historic or architectural significance may be listed on the Sausalito Local Register if an application is submitted by a private interested party or the Historic Landmarks Board (HLB). Historic districts and historically sensitive areas may be classified as "Historic Overlay Districts" under these regulations. Design Review is typically required for any proposal to demolish, make addition to, or otherwise modify a structure on the local register.<sup>1</sup> As of February 2011, there is one historic overlay district and one local register property in Sausalito.

Plaza Viña del Mar is located within the "Downtown Historic Overlay Zoning District," and is therefore subject to review by the HLB. A Design Review Permit is required for the proposed changes to the park because the project is an "exterior renovation...of any structure...within a designated historic district," and a "local public enhancement project." The park is not individually listed on the Local Register.

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<sup>1</sup> "Zoning Ordinance, Chapter 10.46," *City of Sausalito*, web site accessed 14 February 2011 from: <http://www.ci.sausalito.ca.us/Index.aspx?page=287>.

## CALIFORNIA HISTORICAL RESOURCE STATUS CODE

Properties listed or under review by the State of California Office of Historic Preservation are assigned a California Historical Resource Status Code (Status Code) of “1” to “7” to establish their historical significance in relation to the National Register of Historic Places (National Register or NR) or California Register of Historical Resources (California Register or CR). Properties with a Status Code of “1” or “2” are either eligible for listing in the California Register or the National Register, or are already listed in one or both of the registers. Properties assigned Status Codes of “3” or “4” appear to be eligible for listing in either register, but normally require more research to support this rating. Properties assigned a Status Code of “5” have typically been determined to be locally significant or to have contextual importance. Properties with a Status Code of “6” are not eligible for listing in either register. Finally, a Status Code of “7” means that the resource has not been evaluated for the National Register or the California Register, or needs reevaluation.

Plaza Viña del Mar is listed in the California Historic Resources Information System (CHRIS) database with Status Codes of “2D,” meaning that the building is a “contributor to a district determined eligible for listing in the National Register by the Keeper; listed in the California Register.”<sup>2</sup>

## DOWNTOWN HISTORIC DISTRICT

In 1979, a study for a proposed historic district was in progress. In 1981, the Sausalito City Council established the Downtown Historic District and it was certified by the United States Department of the Interior the following year as a National Register-eligible district. The downtown commercial district is centered around the intersection of Princess Street and Bridgeway—known as Water Street before 1937 when the Golden Gate Bridge was built. This older commercial district exhibits a consistent architectural grouping of late-nineteenth-century styles. The view of the San Francisco skyline from the Sausalito waterfront is one of the primary attractions of the district, and people who come to the city enjoy being by the Bay and its play of light, boats, city, and seascape.

Plaza Viña del Mar is located along the eastern side of the 700 block of Bridgeway and is within the Public Parks Zoning District and the Historic Overlay Zoning District. This northern portion of the historic district is characterized by two- and three-story attached row buildings, usually 25 feet wide, that represent different styles of architecture. The time periods represented here date from the 1890s through the decade following World War II (87 percent of the buildings in the district were constructed prior to 1925). The facades are of a similar scale, height, and general style, with several notable exceptions, and have in common some or all of the following: bay windows, boxed cornices, false fronts, Italianate roofline detail, recessed entryways, and transoms. The buildings of the historic district are largely commercial and related use. It is the function of the Historic Landmarks Board to conserve the qualities the district gives the town. It is understood that owners may want or be required to adapt their properties to new uses, functions and codes from time to time.<sup>3</sup>

Plaza Viña del Mar is a contributor to the Downtown Historic District.

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<sup>2</sup> According to the National Park Service (NPS), the Keeper of the National Register of Historic Places (Keeper) is the individual who has been delegated the authority by NPS to list properties and determine their eligibility for the National Register. The Keeper may further delegate this authority as he or she deems appropriate. <http://www.nps.gov/nr/regulations.htm> (accessed 28 March 2011).

<sup>3</sup> “Historic Preservation Guidelines,” *City of Sausalito*, web site accessed 24 January 2011 from: <http://www.ci.sausalito.ca.us/Index.aspx?page=201>. Elizabeth Robinson, “Sausalito’s Historic District Inventory Resource” (revised 1997), 1-2, 4.

## IV. ARCHITECTURAL DESCRIPTION

### PLAZA VIÑA DEL MAR

Plaza Viña del Mar is a triangular park located in downtown Sausalito measuring approximately 0.2 acres (8,000 square feet). It is bounded by Bridgeway on the west, El Portal Street on the south, and Tracy Way on the east, all of which are open to vehicular and pedestrian traffic. The park is located near the waterfront and the ferry terminal. The park is surrounded on all three sides by a low rock wall with curved corners topped with a thin layer of concrete. Along Bridgeway, the public sidewalk is outside the rock wall, while along El Portal Street, an asphalt walkway is between the rock wall and the park plantings (Figures 2 and 3). The park's primary access point is located at Bridgeway, with secondary access on El Portal Street. A memorial drinking fountain (1912) is built into the southeast corner of the rock wall (Figure 4).



Fig. 2. Looking south along Bridgeway. Source: Page & Turnbull.



Fig. 3. Looking east along El Portal Street. Source: Page & Turnbull.



Fig. 4. Memorial drinking fountain. Source: City of Sausalito.



Fig. 5. Plaza Viña del Mar. Source: Page & Turnbull.

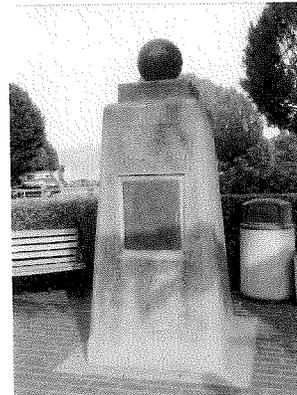
Along Bridgeway, the front of the park is marked by a raised landing with two stairs flanked by a pair of concrete elephant sculptures with electric candelabra. Each elephant sculpture rests on a podium with a decorative frieze atop a stepped concrete base. Tiers of acanthus leaves form a decorative capital, and an electric candelabra with glass globes caps each sculpture. Bronze plaques on the elephants dedicate the park to Sausalito's sister city in Chile. A metal flagpole is located behind each

elephant. The raised landing is paved with non-original brick and concrete and a round manhole cover in the center of the landing provides access to a subterranean vault. Site furnishings on the landing include four decorative concrete benches and a non-historic metal railing (**Figure 5**). A non-historic electrical box is located behind the southernmost elephant.

In the center of the park is a large three-tiered fountain surrounded by mature Canary Island date palms and an open lawn with non-historic brick edging (**Figure 6**). Low plantings surround the lawn, while mature trees are planted in the park's corners. At the north corner of the park is a tapered concrete war memorial (1934, moved ca. 1977) on a brick plaza surrounded by box hedges, trash receptacles, and cast iron and wood benches (**Figure 7**).



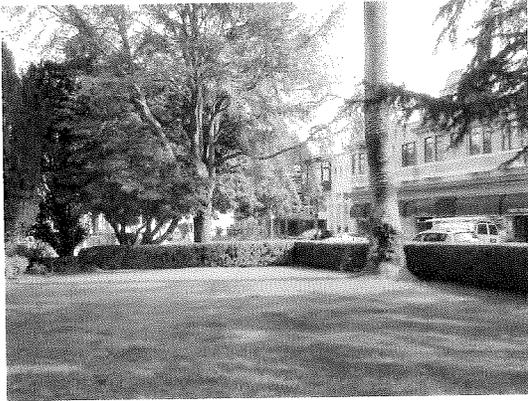
**Fig. 6.** Fountain surrounded by lawn, mature trees, and low plantings. Source: Page & Turnbull.



**Fig. 7.** War memorial. Source: Page & Turnbull.

## SURROUNDING NEIGHBORHOOD

The neighborhood immediately surrounding Plaza Viña del Mar includes the northern portion of Sausalito's historic district and is characterized by a combination of commercial, residential, office, transportation, and entertainment uses. Buildings in the neighborhood date from the 1890s through the 1950s and are characterized by two- and three-story attached row-buildings, usually 25 feet wide, that represent various architectural styles. Across El Portal Street from the plaza is the Mission Revival style Hotel Sausalito (1915; **Figure 8**), and across Bridgeway is the Renaissance Revival style Wells Fargo Building (1924; **Figure 9**). Several apartment buildings dating from 1897 to 1907 line Bridgeway. The ferry terminal (late 1990s), yacht club (1960), and Gabrielson Park (dedicated in 1968) are located a short distance away from the park. The waterfront offers panoramic views of San Francisco, Angel Island, Belvedere, Tiburon, and Alcatraz.



**Fig. 8. Looking south toward Hotel Sausalito (on right). Source: Page & Turnbull.**



**Fig. 9. Looking west toward the former Bank of Sausalito Building, known today as Wells Fargo Bank (on left). Source: Page & Turnbull.**

## V. HISTORIC CONTEXT

### EARLY SAUSALITO HISTORY

Provided by the Sausalito Historical Society:

For over 3,000 years, before white settlers arrived, Native Americans known as the Coast Miwok occupied the stretch of shoreline and hills that is now Sausalito. They were peaceful hunter-gatherers whose shell mounds, artifacts, and burial middens still exist beneath the modern city. However, in 1775 the Miwoks' tranquil way of life was forever changed when the Spanish ship *San Carlos* arrived carrying the first European explorers to enter by sea what is now called San Francisco Bay. From the small willow trees growing along the stream banks of this area, they called it "Saucito" (little willow), a name that later evolved into "Saucelito" and ultimately "Sausalito."

In 1838, William Richardson, an English seaman married to the daughter of the Commandante of El Presidio (the Mexican military garrison in San Francisco), was given a 19,571-acre land grant in what is now southern and western Marin County. He built his hacienda in the vicinity of Sausalito's present-day Caledonia Street and prospered from several successful business ventures. In his honor as Sausalito's founder, the body of water fronting Southern Marin County is today called Richardson's Bay. Richardson ultimately lost his vast holdings, and the bulk of Rancho del Sausalito was sold in 1868 to the Sausalito Land and Ferry Company. They laid out streets and subdivided the central waterfront and hills into spectacular view lots, then purchased a small steamer, *The Princess*, to bring prospective buyers from San Francisco.

Ferries led to railroads and Sausalito became a bustling transportation hub. Wealthy San Franciscans in gracious summer homes and upper-class British expatriates ensconced in ornate Victorian mansions occupied the central hills. But Sausalito was diverse even then. A vibrant working class and mercantile culture developed along Water Street (later to become Bridgeway), including Portuguese boat builders, Chinese shopkeepers, dairy ranchers, fishermen, Italian and German merchants, boardinghouse operators, and railroad workers.

During Prohibition, Sausalito became a base of operation for bootleggers (among them "Baby Face" Nelson) and a conduit through which rumrunners moved their goods. Basement speakeasies and backyard stills were not uncommon, and tarpaulin-draped trucks laden with contraband regularly rumbled through town to meet the midnight ferry to San Francisco.

With the completion of the Golden Gate Bridge in 1937, Sausalito's train and ferry services were discontinued. The last southbound passenger train arrived in town in 1941. Sausalito seemed destined to become a sleepy backwater. But with the onset of World War II, a major shipyard was hastily constructed on the northern waterfront, suddenly swelling Sausalito's tiny population to 30,000. The Marinship yard operated around the clock until September of 1945, producing 93 Liberty Ships and tankers for the war effort.

As abruptly as it began, the war effort ended. What took its place defined Sausalito for the next several decades. Attracted by Sausalito's striking beauty and cheap rents, artists, writers, musicians, actors, hippies, and even a former bordello owner took refuge there, bringing their cultures and free-thinking to Sausalito. Some of the most notable were Sterling Hayden, Alan Watts, Shel Silverstein, Otis Redding, Jean Varda, and, of course, Sally Stanford. Those

who came created a bohemian aura that persists to this day, giving the town its reputation as an art colony and literary enclave. For many during that time, life was also a party in Sausalito, and famous haunts such as Zack's, Juanita's, No Name Bar, and the Trident made for great entertainment.

With the return of passenger ferries in 1970, Sausalito became a popular destination for more mainstream visitors to the Bay Area. Today, its harbors and marinas host a dazzling array of pleasure craft from every corner of the globe. The community's love of the counter-culture and art is now shared with software, multimedia, and financial enterprises.<sup>4</sup>

#### PLAZA VIÑA DEL MAR HISTORY

Before 1904, the land that Plaza Viña del Mar now occupies was a stagnant inlet infamously known as "the Pond." Cut off from tidal action by the maze of pilings supporting the railroad wharf, the Pond was a repository of garbage, sewage, and the flotsam and jetsam of saloon-lined Water Street (now Bridgeway). Its odor was blamed for everything from bad tempers to cholera, and residents were forced to endure the stench while waiting for ferryboats and trains (Figure 10).<sup>5</sup>

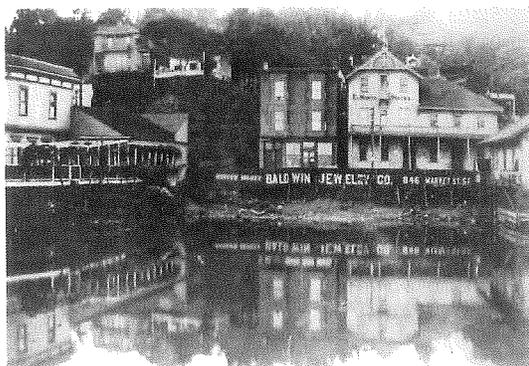


Fig. 10. The Pond seen from the railroad wharf ca. 1902. Source: Sausalito Historical Society, published in Tracy, 80.



Fig. 11. Depot Park in 1909. Source: Sausalito Historical Society, published in Tracy, 81.

The financially strained North Pacific Coast Railroad, which had created the Pond by expanding the wharf, ignored the problem and complaints from the Sausalito Board of Trustees. Mayor Jacques Thomas (1902-10) was committed to eliminating the Pond, and when the North Shore Railroad Company took over the management of the railway in 1902, he played an instrumental role in the plan to include a landscaped plaza in the space.<sup>6</sup> The Pond was filled in by the North Shore Railroad Company and deeded to the Town of Sausalito in January 1904 on the condition that the land is maintained as "a public garden or grass plot."<sup>7</sup> The nature of the soil used to fill the Pond is unknown, but it is likely that the fill was of the same sort that was used to make a solid foundation for the laying of railroad tracks. Such a fill would have been one that could have been heavily compacted in order to bear the enormous weight of steam engines, but it would not have been a soil intended for plant growth.<sup>8</sup> The new plaza was named Depot Park.

<sup>4</sup> "Sausalito History," *Sausalito Historical Society*, web site accessed on 24 January 2011 from: <http://www.sausalitohistoricalsociety.com/sausalito-history>.

<sup>5</sup> Jack Tracy, *Sausalito, Moments in Time* (Sausalito, Calif.: Windgate Press, 1983), 80.

<sup>6</sup> *Ibid.*

<sup>7</sup> Deed (5 January 1904), City of Sausalito.

<sup>8</sup> Kenneth W. Allen, "Arboricultural Report" (10 December 1996), 61.

The park developed slowly. Young trees were donated by the Sausalito Woman's Club and the Native Daughters of the Golden West, joining several Canary Island date palms given to the town in 1900. In May 1908, Mayor Thomas oversaw the construction of a large wooden arch over the west end of El Portal Street to mark the visit of the United States Battle Fleet to San Francisco Bay (**Figure 11**). Thousands of northern Californians passed through Sausalito and under the welcome arch on El Portal on their way to view the fleet. The arch was demolished in March 1913, when concrete paving was placed along the park's south and west sides.<sup>9</sup> In 1909, the mayor raised funds to plant a lawn in the park. As the local paper proclaimed, "Nothing adds so much to a stranger's impression of a country as to see on entering the place a beautiful green lawn with here and there evergreens and flowering shrubs and plants. It seems to throw out the hand of welcome to them."<sup>10</sup> The park remained a forlorn little plot of sun-baked grass well into the twentieth century. In fact, not until 1916 did it come into its own through the efforts of a local benefactor.<sup>11</sup>

Sausalito resident William Faville of Bliss & Faville, a distinguished Bay Area architectural firm, had been on the Board of Advisors for San Francisco's 1915 Panama-Pacific International Exposition. In December 1915, when the fair ended and most of its temporary exhibition structures were facing hasty demolition, Faville rescued and presented to Sausalito one of two Italianate fountains he had designed for the Palace of Education to be installed in the park (**Figure 12**). He also salvaged two 100-foot flagpoles mounted on elephant sculptures designed by the east coast architectural firm McKim, Mead & White, which had stood in front of the Triumphal Arch of the Rising Sun in the Court of the Universe (**Figure 13**). In addition to acquiring the fair artifacts, Faville designed an elevated three-step landing between the elephant sculptures in 1916 to give them a prominent place in Downtown Sausalito. The landing was three steps above the adjacent Bridgeway sidewalk and accommodated a vault for storage of the fountain's motor and pump (**Figure 14**).<sup>12</sup>

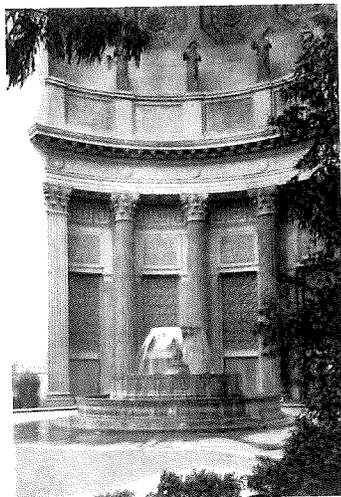


Fig. 12. The fountain designed by Faville in the Palace of Education (1915). Source: Raymond, 153.



Fig. 13. The Arch of the Rising Sun flanked by flagpoles and elephant statues designed by McKim, Mead & White (1915). Source: Raymond, 107.

<sup>9</sup> Tracy, 69. "A Land Mark Gone," *Sausalito News* 29.10 (8 March 1913), 5.

<sup>10</sup> "Plaza Subscriptions," *Sausalito News* 25.18 (1 May 1909), 3.

<sup>11</sup> Doris Berdahl, "Viña Del Mar—controversial again?" *Marin Scope* (21-27 February 1995). Allen, 4.

<sup>12</sup> William Faville, San Francisco, to the Board of Town Trustees, Sausalito, 27 March 1916.

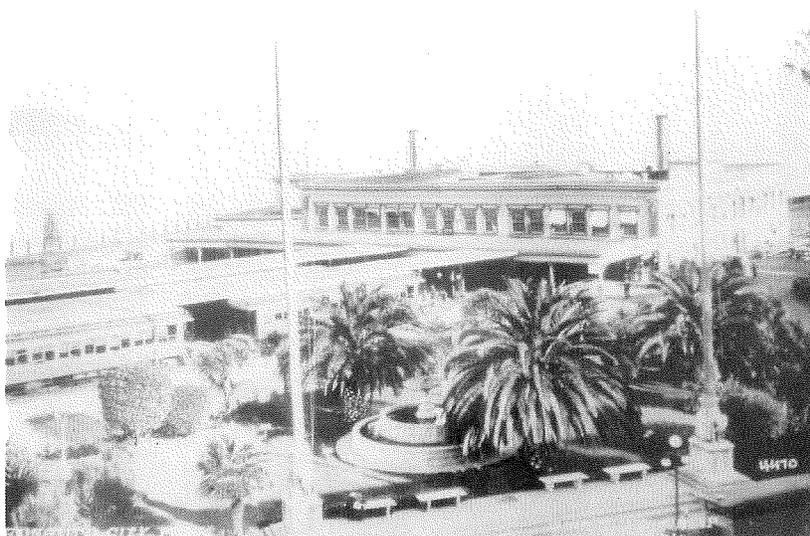


Fig. 14. Plaza Viña del Mar, ca. 1923. Source: Sausalito Historical Society.



Fig. 15. The landing ca. 1934. The flagpoles have been removed from the elephants, a freestanding flagpole is behind the elephant, and the war memorial has been installed. Source: City of Sausalito.

In 1926, the flagpoles atop the elephant bases were removed, and for the next decade the elephants stood alone at the plaza.<sup>13</sup> In 1934, a memorial commemorating the local men killed in World War I was dedicated in the park. It was placed in a prominent location in the center of the raised landing, where it remained for 40 years. Freestanding flagpoles were installed behind the elephants and landing in 1934 at the same time as the war memorial (Figure 15). In 1936, Faville determined that the elephants had been “badly shattered by the vibrations of the flag poles [removed in 1926]. They have therefore been removed and replaced by new castings.” The new elephants were redesigned and donated by Faville to carry the present electric candelabra that “should last indefinitely.”<sup>14</sup> Faville was

<sup>13</sup> “Flag poles removed from elephants,” *Sausalito News* (3 July 1926).

<sup>14</sup> William Faville, San Francisco, to W. T. Tiffany, Sausalito, 30 July 1936.

commended by the City of Sausalito for his generous gift which was considered to be “a splendid example... of public interest and service.”<sup>15</sup>

During the height of the hippie movement in the late 1960s, the park was closed because careless visitors would congregate and litter the area. (Until 1996, the park remained locked up for “viewing pleasure” only.<sup>16</sup>) In April 1971, the park known variously as Depot Park, Thomas’s Park, Elephant Park, Park Plaza, and Town Plaza was officially designated “Plaza Viña del Mar” in honor of Sausalito’s sister city, Viña del Mar, Chile.<sup>17</sup>

In 1976, plans for restoring the fountain and improving visibility of the park were underway in connection with bicentennial festivities. That year, Plaza Viña del Mar was listed by the State of California as a Point of Historical Interest (MRN-002). But the park would remain closed to the public since, according to the Parks and Recreation Chairman, “the public seems to be adequately serviced by two walk-in parks in other parts of the downtown area and Viña del Mar, during most of its existence maintained as a visual amenity rather than a functioning park, is regarded as too fragile to survive daily use by visitors to Sausalito.”<sup>18</sup> These renovation plans included the relocation of the war memorial, which was intended to improve the view of the fountain from Bridgeway and to give it a conspicuous site of its own away from the central landing.<sup>19</sup> In 1977, the monument was therefore moved to the north end of the plaza and rededicated to the dead of all wars.<sup>20</sup> At that time, the raised landing and subterranean vault were renovated by architecture firm Wurster, Bernardi and Emmons, reducing the number of steps to two and installing brick paving, metal railings, and redwood benches.<sup>21</sup>

In 1995, the Downtown Planning Forum and Advisory Committee presented to the City Council a proposed Downtown Master Plan. Included in its list of recommended actions was a proposal to “open up Viña del Mar Plaza to foot traffic.”<sup>22</sup> The following year, the park reopened thanks to two newly appointed City Council members, Vice Mayor George Stratigos and Paul Albritton, who delivered on their campaign pledges to improve accessibility and usefulness of the town.<sup>23</sup>

## CONSTRUCTION CHRONOLOGY

The following provides a timeline of the history of Plaza Viña del Mar, including major alterations and major events.

1904: The parcel of land that was the future location of the plaza was deeded to the Town of Sausalito by the North Shore Railroad Company to be maintained as a public garden or grass plot.<sup>24</sup> Several Canary Island date palms given to the city in 1900 were planted in Depot Park.<sup>25</sup>

<sup>15</sup> City of Sausalito, “Resolution Number 726” (19 May 1936).

<sup>16</sup> “Please *do* enter the park,” *Marin Independent Journal* (17 October 1996).

<sup>17</sup> City of Sausalito, “Historical Resource Evaluation RFP” (24 November 2010), 1.

<sup>18</sup> “Viña Del Mark Park Redesign Approved,” source and date unknown (provided by City of Sausalito).

<sup>19</sup> “Sausalito War Memorial Will be Given New Site,” *Marin Scope* (23 November 1976).

<sup>20</sup> Tracy, 143.

<sup>21</sup> “Historical Resource Evaluation RFP,” 1. “Viña Del Mark Park Redesign Approved.”

<sup>22</sup> Quoted from Berdahl.

<sup>23</sup> “Please *do* enter the park.”

<sup>24</sup> Deed.

<sup>25</sup> Allen, 4.

- 1908: The wooden arch at the west end of El Portal Street was erected to commemorate the arrival of the United States Battle Fleet to San Francisco Bay.
- 1909: Funds were collected by subscription for the planting of a lawn. Citizens donated money, labor, and plants and the project was supervised by Major Jacques Thomas.<sup>26</sup>
- 1912: The present two-foot-high rock wall was built around the plaza.
- 1913: The welcome arch (constructed in 1908) was demolished in March and concrete paving was placed along the park's south and west sides.
- 1916: Bay Area architect and Sausalito resident William Faville bestowed on the town a fountain of his own design and paid for its relocation from the Panama-Pacific International Exposition grounds in San Francisco. Additional donations by Faville from the Exposition included a pair of flagpoles and cast elephant standards. At this time a raised landing with three concrete steps and a subterranean vault was constructed between the elephants.
- 1926: The flagpoles were removed from the elephant bases.
- 1934: The war memorial was dedicated on Memorial Day and placed between the elephants on the raised landing.
- 1936: Vibrations of the flagpoles (removed in 1926) had caused irreparable damage to the elephant sculptures, and the fountain was in need of repair. The elephants were recast and fitted with electric candelabra. Faville orchestrated all alterations, including repairs to the fountain.<sup>27</sup> He was commended by the City of Sausalito for his generous gift.<sup>28</sup>
- 1937: Water Street was renamed Bridgeway after the opening of the Golden Gate Bridge.
- Late 1960s: The park was locked up for "viewing pleasure" only.<sup>29</sup>
- 1971: The park was re-dedicated as "Plaza Viña del Mar" after Sausalito's sister city, Viña del Mar, Chile.
- 1976: A redesign of the park by architect Donn Emmons (of Wurster, Bernardi and Emmons) and landscape architect Paul Leffingwell was approved by the City Council. Alterations included repaving the raised landing with decorative brick, reducing the landing stairs from three steps to two, adding a metal railing and gate, installing new redwood benches, and altering the subterranean vault. A fountain restoration fund was begun. The park was listed by the State of California as a "Point of Historical Interest."
- 1977-1978: Park and fountain renovations were completed, including the relocation of the war memorial.

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<sup>26</sup> "Plaza Subscriptions," *Sausalito News* 25.18 (1 May 1909), 3.

<sup>27</sup> Letters from W.B. Faville to W.T. Tiffany (28 April 1936 and 30 July 1936).

<sup>28</sup> City of Sausalito, "Resolution Number 726" (19 May 1936).

<sup>29</sup> "Please *do* enter the park."

1981: Sausalito City Council established a Downtown Historic Overlay Zoning District that includes Plaza Viña del Mar.<sup>30</sup>

1996: Modification plan for accessibility approved by City Council but never executed. The park was opened to the public.<sup>31</sup> Benches were likely replaced at this time.

#### PANAMA-PACIFIC INTERNATIONAL EXPOSITION

The Panama-Pacific International Exposition (PPIE) was a world's fair held in San Francisco between February 20, 1915 and December 4, 1915. The fair was constructed on a 635-acre site along the northern shore of San Francisco known today as the Marina. Its ostensible purpose was to celebrate the completion of the Panama Canal, but it was widely seen in San Francisco as an opportunity to showcase the city's recovery from the 1906 Earthquake and Fire.<sup>32</sup> More than 18 million people attended the majestic fair nicknamed "The City of Domes."

The dismantling of the PPIE began the Monday after it closed and an ambitious sales campaign followed. Except for sculptures and murals, almost everything—furniture, fixtures, equipment, artifacts, structures—was available to the highest bidder. What couldn't be sold was salvaged; what couldn't be salvaged was burned or buried.<sup>33</sup> The City of Sausalito was approached by the Exposition Company regarding the sale of the fair's 7,000 settees, and the Director of Works for the PPIE emphasized that they would not only be suitable for use in public parks but that the city would "[secure] as well a souvenir of the Exposition."<sup>34</sup> It is not known whether the city purchased any settees. William Faville procured the fountain, elephant standards, and flagpoles for the City of Sausalito, and they were transported by water and moved to the park on wooden rollers.<sup>35</sup>

Other artifacts from the PPIE can be found throughout the San Francisco Bay Area and beyond. San Francisco boasts many relics including the Palace of Fine Arts, murals relocated to the Veterans War Memorial Building and the Mechanics Institute, the pipe organ from the Festival Hall that is now in the Civic Auditorium, the south gate and pagoda of the Japanese Tea Garden in Golden Gate Park, and a seven-sided plaster urn that serves as a planter in the Conservatory of Flowers in Golden Gate Park.<sup>36</sup> In San Mateo County, the Administration Building of the Japanese Exhibit and the Japanese Tea House were moved by barge to Belmont. In Marin County, several pavilions from the PPIE were reconstructed in Belvedere as the Clyde Payne House, and the San Rafael Improvement Club was once the Victor Talking Machine Company Pavilion. A 20-inch refracting telescope, originally located in the Palace of Liberal Arts, is still in use in the observatory at Chabot College in Hayward. Locomotive No. 1915 of the Overfair Railway, a one-third scale train, can be seen at the California State Railroad Museum in Sacramento. "The End of the Trail," a famous sculpture by James Earle

<sup>30</sup> "Historic Preservation Guidelines," *City of Sausalito*, web site accessed 24 January 2011 from: <http://www.ci.sausalito.ca.us/Index.aspx?page=201>.

<sup>31</sup> "Please *do* enter the park."

<sup>32</sup> "Panama-Pacific International Exposition," Wikipedia, web site accessed 14 February 2011 from: [http://en.wikipedia.org/wiki/Panama-Pacific\\_International\\_Exposition](http://en.wikipedia.org/wiki/Panama-Pacific_International_Exposition).

<sup>33</sup> William Lipsky, *Images of America: San Francisco's Marina District* (Charleston, SC: Arcadia, 2004), 101.

<sup>34</sup> Harris D. H. Connick, San Francisco, to Honorable Mayor of Sausalito, Sausalito, 16 November 1915.

<sup>35</sup> Berdahl.

<sup>36</sup> "Palace of Fine Arts," Wikipedia, web site accessed 14 February 2011 from: [http://en.wikipedia.org/wiki/Palace\\_of\\_Fine\\_Arts](http://en.wikipedia.org/wiki/Palace_of_Fine_Arts).

Fraser originally located in the Court of Palms, is now in the Cowboy Hall of Fame in Oklahoma City.<sup>37</sup>

The abiding legacy of and nostalgia for the PPIE is well represented by the numerous relics that have found new homes around the San Francisco Bay Area. The 1915 world's fair continues to be viewed as an extraordinary achievement and its significance has lasted into the twenty-first century.

#### WILLIAM B. FAVILLE

Architect William Baker Faville (1866-1946) was born in San Andreas, California, and grew up in western New York State. As a young man, he served an apprenticeship in Buffalo, New York with the architecture firm Green & Wicks and studied architecture at the Massachusetts Institute of Technology where he met his future partner, Walter Danforth Bliss. The two were employed at the office of McKim, Mead & White in New York until 1898, when they moved to San Francisco and started a firm together.<sup>38</sup> Bliss & Faville was among the most established architectural firms in San Francisco in the first quarter of the twentieth century, a period when the city largely rebuilt itself in the aftermath of the 1906 earthquake.<sup>39</sup> Of the two partners, Faville was somewhat more prominent than Bliss. Faville served as the National President of the AIA from 1922 to 1924 and on the Board of Advisors for the Panama-Pacific International Exposition of 1915. In this latter role, Faville earned the commission to design the Palace of Education on the Exposition grounds (1915).

Their training at McKim, Mead & White, the preeminent nineteenth-century revival architects in America, prepared Bliss and Faville well for a career of designing conservative buildings in historical styles, calculated to appeal to those seeking a respectable and solid image. Their earliest commissions, including the St. Francis Hotel (1904), the Bank of California (1907), the Geary Theater (1909), and the Oakland Hotel (1910), were clearly influenced by their education and apprenticeship. These designs adhered closely to classical precedents and works by McKim, Mead & White. In time, however, dogmatic adherence to precedent faded as the designers grew in experience and confidence. The Italian Renaissance became the most frequent inspiration for their buildings and their designs became freer interpretations, more clearly their own.<sup>40</sup> Their interest and skill at adapting Italian Renaissance forms merged with the larger American Renaissance movement and the vision of America as the heir to European culture and power. The Masonic Temple (1914), the Metropolitan Club (1916 and 1922), the Southern Pacific Building (1916), the Bank of Italy (1920, now known as One Powell), the Matson Building (1921), and the California State Building (1922) are examples of their work in San Francisco from this later period.

In May 1936, Faville was officially recognized by the City of Sausalito for his gift of the two monumental elephant sculptures that marked the entrance to Plaza Viña del Mar. Under Resolution Number 726, he was commended as "an esteemed, ardent, progressive, public spirited and visioned citizen and resident of the City of Sausalito," and it was proclaimed that the donated elephants "shall stand as a continual refreshing inspiration to all public-minded, understanding people."<sup>41</sup>

<sup>37</sup> "A Sense of Wonder: The 1915 San Francisco World's Fair," *The Museum of American Heritage*, web site accessed 14 February 2011 from: <http://www.moah.org/exhibits/archives/1915/>.

<sup>38</sup> David Parry, "Walter D. Bliss," *San Francisco Real Estate*, web site accessed 25 January 2011 from: <http://www.classicsfproperties.com/Architecture/WalterDBliss.htm>.

<sup>39</sup> Information compiled from San Francisco City Directories and available at San Francisco Heritage Archives, 2007 Franklin Street, San Francisco, California 94109-2996.

<sup>40</sup> *Architect and Engineer* January 1914, 48-49.

<sup>41</sup> City of Sausalito, "Resolution Number 726" (19 May 1936). The resolution does not mention the fountain that Faville donated to the city.

## JACQUES THOMAS

Sausalito Mayor Jacques Thomas (ca. 1852-1912) was born in Bischwiller, Alsace, France and was a resident of Sausalito for more than 30 years. He was a town barber and a staunch opponent of gambling (known locally as an “antipoolie”). He was a school trustee, a park commissioner, and for 12 consecutive terms he occupied a seat on the Sausalito Board of Trustees.<sup>42</sup> In 1902, he was reelected to the Board and named mayor (1902-10).<sup>43</sup> During his campaign, Thomas pledged to clean up Sausalito and made elimination of “the Pond” a personal goal. He persuaded the North Shore Railroad Company to include a landscaped plaza in front of its new terminal building and the *Sausalito News* happily reported the decision: “The eternal source of trouble, bickering and un-noseable odors—the Pond—will be filled, [and] the rickety building along its front [Peter Claudiano’s Yacht House] will be removed.” In 1904, the land was deeded to the Town of Sausalito and the new plaza, officially named Depot Park, was called Thomas’s Park by the town’s grateful citizens who felt that “it was chiefly through his untiring efforts that we have our pretty little park.”<sup>44</sup>

Thomas was instrumental in the development and enhancement of Sausalito, spearheading fundraising campaigns and supervising construction projects. After the esteemed public figure’s untimely death in 1912, a memorial drinking fountain was set in the low stone wall surrounding the plaza with the following simple inscription: “Dedicated to Jacques Thomas, Founder of this Park, Sept. 1912.”<sup>45</sup> Mayor Thomas was remembered for his many excellent qualities, including “his civic virtues, public spirit, forwardness in promoting all worthy enterprises, showing him to have been a very valuable citizen to this community...his great devotion to his family and the priceless legacy he has left them in an honored name and a clean life.”<sup>46</sup>

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<sup>42</sup> “Last Rites for Former Sausalito Mayor Today,” *San Francisco Call* (29 April 1912) 7.

<sup>43</sup> Tracy, 78.

<sup>44</sup> “Pioneer Laid At Rest,” *Sausalito News* 28.19 (4 May 1912), 3.

<sup>45</sup> Tracy, 80.

<sup>46</sup> “No Firework on Fourth, Ex-Mayor Thomas Eulogized,” *Sausalito News* 28.20 (11 May 1912), 3.

## VI. EVALUATION

### NATIONAL REGISTER OF HISTORIC PLACES & CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The National Register of Historic Places (National Register) is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. According to *National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation*, resources over fifty years of age are typically eligible for listing in the National Register if they meet any one of the four criteria of significance (A through D) and if they sufficiently retain historic integrity. However, resources under fifty years of age can be determined eligible if it can be demonstrated that they are of "exceptional importance," or if they are contributors to a potential historic district.

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The California Register of Historical Resources follows nearly identical guidelines to those used by the National Register, but identifies the Criteria for Evaluation numerically.

In order for a property to be eligible for listing in the National Register or California Register, it must be found significant under one or more of the following criteria.

- *Criterion A/1 (Events):* Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.
- *Criterion B/2 (Persons):* Resources that are associated with the lives of persons important to local, California, or national history.
- *Criterion C/3 (Architecture):* Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.
- *Criterion D/4 (Information Potential):* Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.
- Resources eligible for the National Register are automatically listed in the California Register of Historical Resources.<sup>47</sup>

The following section examines the eligibility of Plaza Viña del Mar for individual listing in the National and California Registers. The park appears to be eligible for individual listing in the California Register under Criterion 1 (Event) and 2 (Person), but does not appear to be eligible for listing in the National Register under any criteria.

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<sup>47</sup> California Office of Historic Preservation, *Technical Assistant Series No. 7, How to Nominate a Resource to the California Register of Historic Resources* (Sacramento, CA: California Office of State Publishing, 4 September 2001) 11.

Criterion A/1 (Event)

Plaza Viña del Mar appears individually eligible for listing in the California Register under Criterion 1 (Event) for its association with the 1915 Panama-Pacific International Exposition (PPIE), and as an example of Sausalito's early municipal development trends.

Plaza Viña del Mar is home to several intact relics from the PPIE. Originally created in 1904, Plaza Viña del Mar acquired its most identifiable features—the central fountain and elephant sculptures—in 1916 after the conclusion of the Exposition. The Exposition Company's program to salvage and reuse elements from the fair sent sculptures and structures to communities around the Bay Area and beyond, and Marin County is home to a number of such artifacts. Plaza Viña del Mar was expressly selected by architect William Faville to highlight the salvaged fountain and elephant sculptures, and the park's spatial organization developed around and in relation to these objects. The elephant sculptures have since obtained iconic status: the elephant and candelabrum has been adopted as the logo for the Sausalito Chamber of Commerce. Plaza Viña del Mar's association with these artifacts is significant, and effectively illustrates the enduring legacy of the PPIE and the contribution it has made to the identity of the City of Sausalito.

Plaza Viña del Mar is also significant as an example of early municipal development trends in Sausalito. As ferries and railroads transformed Sausalito into a bustling transportation hub, the city saw corresponding civic improvements. Beautification of the city—especially cleaning up “the Pond”—was a top priority, and Plaza Viña del Mar was one of the city's first planned parks. Setting aside the land for the park therefore reflects city planning goals during this period of the community's growth. However, the design of the park has evolved over time, and does not specifically reflect landscape architecture trends at the time of its establishment (1904).

Plaza Viña del Mar does not appear to be individually eligible for listing in the National Register under Criterion A because it does not strongly represent the above-mentioned themes on a national scale. Other extant relics from the PPIE—namely the Palace of Fine Arts in San Francisco—would better represent the significance of the PPIE's contributions on the National Register.

Criterion B/2 (Person)

Plaza Viña del Mar appears individually eligible for listing in the California Register under Criterion 2 (Person) for its association with Sausalito Mayor Jacques Thomas (1902-10). Thomas was responsible for the development of the area known as “the Pond” and the creation of the park for posterity. Contemporary accounts demonstrate that Thomas was one of Sausalito's most beloved mayors, and this park was his primary contribution to the physical development of the city. A memorial drinking fountain with an inscription naming Thomas is located in the southeast corner of the park, which demonstrates Thomas's association with the site. Because Thomas was a leading figure in the city's evolution and was instrumental in orchestrating the park's creation and development, Plaza Viña del Mar is eligible for listing under this criterion as a reflection of Thomas's productive life.

Plaza Viña del Mar does not appear to be individually eligible for listing in the National Register under Criterion B because Mayor Jacques Thomas's contributions do not appear to be significant enough on a national scale to qualify under this criterion. Compared to mayors of other Bay Area cities at the turn of the twentieth century, Thomas's influence does not appear to be as widespread, and therefore other persons may better represent significant accomplishments in the same field on the National Register.

#### Criterion C/3 (Architecture)

Plaza Viña del Mar does not appear to be eligible for listing in the National Register or California Register under Criterion C/3 (Architecture). The park does not significantly represent a particular type or period of construction; with the exception of the spatial relationship of the elephants, fountain, and paved landing, the landscape of the park was not formally designed. While Plaza Viña del Mar contains several notable objects from the PPIE, the design of the park as a whole does not exhibit enough hallmarks of turn-of-the-century landscape design or sufficient artistic value to qualify for listing under this criterion. Similarly, the objects from the PPIE were associated with prominent architects—Bliss & Faville (1898-1925) and McKim, Mead & White (1879-1909)—but these objects are not significant within either architect's body of work. McKim, Mead & White are best known for their large-scale civic buildings, grand residences, and clubhouses. William Faville is best known for his civic and commercial buildings, and despite commendation by the City of Sausalito in 1936, his contributions to Plaza Viña del Mar are not a significant representation of his professional work. Plaza Viña del Mar is not significantly associated with any landscape architects. Instead, the park's significance is derived from its contribution to the development of Sausalito and as the location of relics from the PPIE, and is therefore better expressed under Criterion A/1 as described above.

#### Criterion D/4 (Information Potential)

Plaza Viña del Mar does not appear to be eligible for listing in the National Register or California Register under Criterion D/4 (Information Potential) because it is not likely to yield additional information about prehistory or history.

### DOWNTOWN HISTORIC OVERLAY ZONING DISTRICT & LOCAL REGISTER

Chapter 10.46 of the City of Sausalito Zoning Ordinance regulates historic overlay zoning districts and properties listed on the local register. Individual structures and sites with historic or architectural significance may be listed on the Sausalito Local Register if an application is submitted by a private interested party or the Historic Landmarks Board (HLB). Historic districts and historically sensitive areas may be classified as "Historic Overlay Zoning Districts" under these regulations.

A structure may be listed on the Local Register if all of the following findings can be made:

1. The structure or site proposed for the local register is significant to local, regional, state, or national history;
2. Listing the proposed structure or site on the local register has been subject to environmental review and the appropriate findings have been made; and
3. Listing the proposed structure or site on the local register will preserve the historic character or integrity of the structure or site;
4. Structure or site proposed to be listed on local register has a significant architectural or historical character that can be preserved or enhanced through appropriate controls and incentives on new development and alterations to existing structures and landscaping.<sup>48</sup>

#### Sausalito Local Register

Plaza Viña del Mar appears eligible for listing in the Sausalito Local Register. As described above, the park is significant for its association with the 1915 Panama-Pacific International Exposition (PPIE), Sausalito's early municipal development trends, and the contributions of Mayor Jacques Thomas. Listing the park in the register would help preserve its historic character, and it would benefit from

<sup>48</sup> "Zoning Ordinance, Chapter 10.46," *City of Sausalito*, web site accessed 14 February 2011 from: <http://www.ci.sausalito.ca.us/Index.aspx?page=287>.

having controls on potential alterations. Plaza Viña del Mar therefore meets all four findings for listing in the Local Register.

#### Downtown Historic District

Plaza Viña del Mar is a contributor to the Downtown Historic Overlay Zoning District. The park is a prominent feature within the downtown, and anchors the District. The District exhibits a consistent architectural grouping of late-nineteenth-century commercial styles, and provides a view of the San Francisco skyline. Plaza Viña del Mar's significance has not changed since the District was originally documented, and therefore the park still appears to be eligible for listing in the National Register and California Register as a contributor to this District.

#### INTEGRITY

In order to qualify for listing in the California Register, a property must possess significance under one of the aforementioned criteria and have historic integrity. The process of determining integrity is similar for both the California Register and the National Register. The same seven variables or aspects that define integrity—location, design, setting, materials, workmanship, feeling and association—are used to evaluate a resource's eligibility for listing in the California Register and the National Register. According to the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, these seven characteristics are defined as follows:

Location is the place where the historic property was constructed.

Design is the combination of elements that create the form, plans, space, structure and style of the property.

Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building/s.

Materials refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history.

Feeling is the property's expression of the aesthetic or historic sense of a particular period of time.

Association is the direct link between an important historic event or person and a historic property.

Plaza Viña del Mar retains integrity of location and feeling as a landscaped park fronting Bridgeway in downtown Sausalito. Plaza Viña del Mar is still located in a commercial neighborhood of two- and three-story buildings that are now part of the Historic District, and its southern edge (El Portal Street) continues to face Hotel Sausalito (1915). The park has lost some integrity of setting due to the 1970s demolition of the railroad tracks and terminal that once bordered its eastern edge (now Tracy Way), and a parking lot now separates the park from the waterfront. Plaza Viña del Mar retains its integrity of association with the 1915 Panama-Pacific International Exposition since its character-defining features are intact and their origin is commonly known.

The park retains many of its original materials and site elements, although the raised landing has been resurfaced and lowered. The alterations to the landing that occurred in the 1970s—new paving materials, addition of railing, change in number of steps, and lowering of landing height—have diminished the integrity of design, materials, and workmanship of this feature to the degree that it no longer contributes to the significance of the site. Overall, the park retains integrity of design in that the configuration of major site elements has been minimally altered. The spatial relationships among the elephants, fountain, and paved landing were conceived by William Faville, and are still intact. Where a pair of wooden flagpoles was once supported by the elephant statues, now metal flagpoles stand behind the elephants on the lawn. The rock wall boundary of the park's north corner has been obscured by a paved triangular extension of the island and additional landscaping, but is still extant. Key site elements such as the current elephants and fountain have required significant maintenance over time, but because the alterations occurred during the park's period of significance, these elements retain integrity of workmanship. Although Plaza Viña del Mar has been altered over the course of its lifetime, the park as a whole does possess integrity.

#### CHARACTER-DEFINING FEATURES

For a property to be eligible for national or state designation under one of the significance criteria, the essential physical features (or character-defining features) that enable the property to convey its historic identity must be evident. To be eligible, a property must clearly contain enough of those characteristics, and these features must also retain a sufficient degree of integrity. Characteristics can be expressed in terms such as form, proportion, structure, plan, style, or materials. The character-defining features of Plaza Viña del Mar include:

- Triangular parcel relative to vehicular and pedestrian circulation;
- Location in downtown Sausalito with access to the waterfront and ferry terminal;
- Central fountain;
- Elephant sculptures and electric candelabra;
- Peripheral rock wall and drinking fountain in southeast corner;
- Mature Canary Island date palms (original plant material);
- Open lawn surrounded by low plantings;
- Designed spatial relationship of the elephants, fountain, and paved landing;
- War memorial; and
- Pair of flagpoles.

Features that are not considered to be character-defining include:

- Site furnishings including the benches and trash cans that do not appear to be original;
- Landing, which was altered in the 1970s and therefore lacks integrity;
- Metal railings installed in the 1970s;
- Brick paving installed on the landing and sidewalk in the 1970s;
- Asphalt walkway along El Portal Street and between the landing and the fountain;
- Brick paving along El Portal Street;
- Triangular extension at the north corner of the park including landscaping, hardscaping, and site furnishings; and
- Electrical cabinet.