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May 17, 2024

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Re: Proposals to develop 605-613 Bridgeway: HAA Application for 47 units submitted on January 31, 2024 and SB 35 Pre-Application for 59 units submitted on February 20, 2024.

Dear Director Phipps, Mayor Sobieski, and Honorable Members of the City Council:

I write on behalf of Save Our Sausalito ("SOS"), an organization comprised of numerous active residents of the City of Sausalito. SOS and its members are deeply concerned with a proposal to place a massive luxury condominium development in the heart of Sausalito's downtown historic district at 605-613 Bridgeway ("projects"). We provide the information below to assist city staff and governing bodies as they consider this application.

The city has full legal authority to deny both of these project applications because they are inconsistent with the city's zoning ordinance, general plan land use designation, and the maximum density specified in the general plan housing element.

SB 35

The applicant's pre-application for the 59-unit project is preliminary to a request for ministerial approval of pursuant to SB 35. The project is not eligible for ministerial approval under SB 35 because it is not consistent with objective standards in the city's zoning ordinance or general plan, for the reasons discussed below in relation to the Housing Accountability Act. For example, at 109 feet the project violates Ordinance 1022's height limit of 32 feet.

It has been suggested that the 59-unit project submitted pursuant to SB 35 may not be inconsistent with the the city's objective standards because those standards may be waived by applying the Density Bonus Law. This is incorrect.

The city must make a threshold determination as to whether the project is eligible for the ministerial review process provided by SB 35. One of the criteria for eligibility is that "The development, excluding any additional density or any other concessions, incentives, or waivers of development standards for which the development is eligible pursuant to the Density Bonus Law in Section 65915, is consistent with objective zoning standards . . ." (Gov. Code § 65913.4(c)(5).)

The plain language of the statute requires "excluding" consideration of "additional density or any other concessions, incentives, or waivers of development standards" that may be available under the Density Bonus Law. Any other interpretation requires rewriting the statute to change the term "excluding" to the term "including," its direct opposite.

Rewriting the statute to substitute "including" for "excluding" violates the cardinal rules of statutory construction that "the words of the statute . . . are the most reliable indications of the Legislature's intent" (*Adolph v. Uber Technologies, Inc.* (2023) 14 Cal.5th 1104, 1120) and that "courts may not add provisions to a statute or rewrite it to conform to an assumed intent that does not appear from its plain language." (*In re Y.A.* (2016) 246 Cal.App.4th 523, 527.)

The error of substituting "including" for "excluding" is also shown by a parallel provision in the Density Bonus Law and a converse provision in SB 35.

Under the Density Bonus Law, the city must make a threshold determination as to whether the project is eligible for bonus units. Similar to SB 35, this determination requires considering the "base" density of the project "excluding any units permitted by the density bonus awarded pursuant to this section." (Gov. Code § 65915(b)(1).)

In contrast, when a project located in the California coastal zone is submitted pursuant to SB 35, the Legislature specifically provided that "receipt of any density

bonus, concessions, incentives, waivers or reductions of development standards, and parking ratios to which the applicant is entitled under Section 65915 shall not constitute a basis to find the project inconsistent with the local coastal program.” (Gov. Code § 65913.4(t)(3).)

Thus, the Legislature knows how to adopt, and has adopted, a statute that “includes” rather than “excludes” density bonus incentives and concessions in SB 35’s remedial scheme where it deems it appropriate to do so. The Legislature did so in the context of applying coastal zone protections to projects that are otherwise eligible for ministerial approval under SB 35; but did not do so for purposes of the city’s threshold determination as to whether the project is eligible for SB 35’s ministerial review process.

In sum, the city cannot substitute “including” for “excluding” in section 65913.4(c)(5)) and the 59-unit project is not eligible for ministerial approval under SB 35.

Housing Accountability Act

Subdivisions (d) and (j) of the Housing Accountability Act, at Gov. Code § 65589.5 (“HAA”), limit the grounds on which a city may deny or condition a housing development project and these limits may require applying general plan standards where these are inconsistent with a zoning ordinance.¹

Paragraph (5) of subdivision (d) provides that a city may deny a housing project where:

The housing development project . . . is inconsistent with both the jurisdiction’s zoning ordinance and general plan land use designation as specified in any element of the general plan as it existed on the date the application was deemed complete, and the jurisdiction has adopted a revised housing element in accordance with Section 65588 that is in substantial compliance with this article.

Here, the projects are inconsistent with the zoning ordinance, i.e., Ordinance 1022. For example, at proposed heights of 85 feet for the 47-unit version and 109 feet for the 59-unit version, the projects exceed Ordinance 1022’s maximum height of 32 feet for this district.

¹Gov. Code § 65860(c), paragraph (2), does not apply to these projects because the projects are subject to and governed by the Housing Accountability Act at Gov. Code § 65589.5.

The project is also inconsistent with the “general plan land use designation” for the site, which is “Central Commercial.” (See General Plan, Figure 1-1.) The General Plan describes Central Commercial as follows:

Located along Bridgeway and a small portion of Princess Street. This designation describes the intense retail shopping area serving residents and visitors. First-floor uses should be retail commercial with general office and residential uses on the upper floors of buildings in this area. The vast majority of the parcels in this area are located within the city’s Historical District and all development must respect its historic character.

(General Plan, p. LU-4, (*italics added*)).

As shown in the City’s March 14, 2024, Historic Design Analysis report regarding the 47-unit version of this project, the project will not respect the historic character of the Historical District. As stated in that report:

The average height of buildings in the Historic District is two to three stories. This southern portion of the District generally has smaller storefronts and a mix of one and two-story buildings. By adding six stories directly over the original single-story structure, the new addition will destroy the spatial relationships and integrity that characterizes the property as well as its surrounding commercial Historic District. Because the building does not maintain Sausalito’s commercial facade character, it is not compatible to the District. The bulk and mass of the new building are out of scale with the existing waterfront streetscape and, as a result, it overwhelms, dwarfs, and damages this area of Sausalito.

(March 14, 2024, Amended Historic Design Analysis report, p. 8 (attached as Exhibit 1.)

Thus, the projects are inconsistent with the general plan land use designation for this site.

Also, Subparagraph (A) paragraph (5) of specifies conditions that would preclude the city from denying approval based on the criteria stated in paragraph (5), providing that:

This paragraph cannot be utilized to disapprove or conditionally approve a housing development project if the housing development project is proposed on a site that is identified as suitable or available for very low, low-, or moderate-income households in the jurisdiction’s housing element, and consistent with the density specified in the housing element, even though it is inconsistent with both the jurisdiction’s zoning ordinance and general plan land use designation.

Here, subparagraph (A) does not apply, and therefore, does not preclude denial of the project based on the criteria in paragraph (5), because the projects are inconsistent with the density for the cite specified in the general plan housing element.

The 2023 Housing Element states that the “Potential Capacity by Household Income Level” for this site (i.e., site 201) is currently “20 Units Realistic Capacity (11 ELI/VL, 6 L, 1 M, 2 AM).” (Appendix E, p. E-24.) The projects propose 47 and 59 units, which exceeds the density specified in the housing element.

Indeed, the General Plan indicates that the entire Central Commercial area has no capacity for increased residential units. (General Plan, p. LU-10.) And the 2023 Housing Element indicates that the site is suitable for a total of 17 very low, low and moderate income affordable units. The project proposes only 8. This is further evidence that the projects are not consistent with the density specified in the housing element.

Subdivision (j) of the HAA also limits the circumstances in which a city may deny a project based on inconsistency with objective zoning or general plan standards. Paragraph (4) of subdivision (j) provides:

For purposes of this section, a proposed housing development project is not inconsistent with the applicable zoning standards and criteria, and shall not require a rezoning, if the housing development project is consistent with the objective general plan standards and criteria but the zoning for the project site is inconsistent with the general plan.

In *Snowball West Investments L.P. v. City of Los Angeles* (2023) 96 Cal.App.5th 1054, the Court of Appeal addressed this “rezoning exemption.” The developer sought approval of a project with a number of units and density that exceeded the maximum allowed by the zoning ordinance but complied with the maximum density specified in the general plan. Therefore, the application required rezoning. The city denied the rezoning application. After that, the developer asked the City to approve its subdivision map, claiming it was entitled to the approval based on the “rezoning exemption” in paragraph (4) of subdivision (j) because the zoning for the project site was inconsistent with the general plan. The city denied this also and the developer sued.

While the general plan’s land use designations did not list the more restrictive zoning designations as “corresponding” to the project areas’s land use designation, the general plan contained catch-all provisions stating that “the Plan permits all identified corresponding zones, as well as those zones which are more restrictive, as referenced in Section 12.23 of the Los Angeles Municipal Code (LAMC)” and “Each Plan category permits all indicated corresponding zones as well as those zones referenced in the Los Angeles Municipal Code (LAMC) as permitted by such zones” On these facts the Court held that the general plan incorporated the more restrictive zoning for the area.

This decision demonstrates that the courts will accept the language of the existing general plan at face value, regardless of the city's possible intent to amend the general plan in the future and that both projects are inconsistent with the "density specified" in Sausalito's general plan.

Density Bonus Law

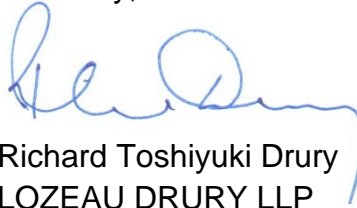
The Density Bonus Law, at Gov. Code § 65915, requires cities to grant bonus units that exceed the maximum density allowed by zoning if the developer commits to building certain minimum percentages of affordable units.

Importantly, however, density bonus incentives and concessions are not available where they "would have a specific, adverse impact on any real property that is listed in the California Register of Historical Resources." (Gov. Code § 65915, subd (d).)

As noted above, the city has already documented that the project will have a specific, significant adverse impact on real property listed in the California Register of Historical Resources. Therefore, the city cannot grant the applicant any incentives or concessions under the Density Bonus Law.

Thank you for your attention to this matter.

Sincerely,



Richard Toshiyuki Drury
LOZEAU DRURY LLP

EXHIBIT 1

HISTORIC DESIGN ANALYSIS

of

Waterstreet Condominiums
605 - 613 Bridgeway Boulevard
Sausalito, California

February 28, 2024

Amended March 14, 2024

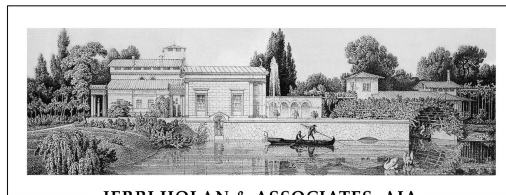


605-613 BRIDGEWAY - FRONT ELEVATION, FEBRUARY, 2024

Prepared for:

City of Sausalito

Prepared by:



JERRI HOLAN & ASSOCIATES, AIA
Architects ♦ Engineers ♦ Planners

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HISTORIC DESIGN ANALYSIS

605 Bridgeway Boulevard

METHODOLOGY

In February, 2024, the City of Sausalito retained Jerri Holan & Associates to evaluate a proposed condominium addition to 605-613 Bridgeway, an historic single-story retail property in the Downtown Historic District. The condominium proposal adds six stories to the property, consisting of 47 new units in 76,636 square feet including a two-story parking structure. The historic analysis identified impacts to the historic structure and its surrounding Historic District. It was based on plans submitted to the City of Sausalito in February, 2024, for Housing Development Application #2024-00014. The plans were prepared by Francis Gough Architect, Inc.

In March, further research was conducted at the Sausalito Historical Society's History Research Room, the Northwest Information Center, and the California Office of Historic Preservation. The current analysis amends the previous one with this additional information.

The evaluation was prepared by Jerri Holan, FAIA, a preservation architect and architectural historian. Since 1991, Ms. Holan has been professionally qualified as a Preservation Architect and Architectural Historian per *The Secretary of the Interior's Standards and Guidelines for Historic Preservation*. Holan has also been certified with the State of California, Office of Historic Preservation, since 2004, as a Historical Resource Consultant. Jerri Holan has an advanced degree from the University of California, Berkeley, and is a Fulbright research scholar and a Fellow of the American Institute of Architects.

DESCRIPTION OF 605-613 BRIDGEWAY BOULEVARD

The building which contains the 605 and 609 Bridgeway retail units was constructed in 1912-1914. The addition, which contains the 611 and 613 Bridgeway units, was added to the original building in 1924. The property was owned by the Noble family from 1914 until the 1960s and there is no record of the builder or architect. The building is known as the Marin Fruit Co. after its second tenant, Willie Yee. Mr. Yee was so well-respected in Sausalito that, in 1977, Princess Park was renamed Yee Tok Chee in his honor. The Marin Fruit Co. operated on the site from 1915 until 1998.

The building has been altered very little up to the present day. A simple, one-and-a-half-story building, it is finished with textured stucco and a brick cornice line. The southern portion of the building features three heavy vertical columns with the building's name in stucco relief above the transom windows. The northern portion of the building is a bit shorter,

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has a different stucco texture and has four stucco columns. The storefronts are typical for their time, with tile bulkheads (now concealed), recessed entries, storefront windows and steel sash transom windows. The facade today appears original and exhibits minor alterations. [For a historic summary of the building, see Preservation Architecture's Survey from January, 2024.]

The Marin Fruit Co. is a historic resource in Sausalito's Downtown Historic District. The building itself was placed on the California Register of Historic Places on 1/1/81 and is also eligible for listing in the National Register. It's California Status Code is 2D: "*A contributor to a multi-component resource determined eligible for NR by the Keeper. Listed in the CR.*"

DESCRIPTION OF SAUSALITO HISTORIC DISTRICT

Sausalito's Downtown Historic District was established in 1981 with the purpose of promoting the conservation, preservation, and enhancement of the historically significant structures and sites that form an important link to Sausalito's past. It is the only historic district in Sausalito and requires all new construction, as well as alterations, to existing buildings to be reviewed by the Historic Preservation Commission. Additional information regarding the regulations of the District are found in Sausalito's Zoning Ordinance Chapters 10.28 and 10.46.

The historic district boundaries were determined to be that of the present and historical central business district. Within the central area, a variety of architectural styles are evidence of the city's growth and change since 1868. District styles emerged between 1885 and 1900 and again between 1914 and 1924. Both periods represent times of growth and heavy construction in the downtown area. The commercial architecture in the historic district exemplifies some of the most notable examples of these time periods. The first period was typified by an Italianate commercial, a variation of Northern California storefront Victorian. These structures sported false fronts, friezes, bracketed or boxed cornices, flat windows with hoods or pediments, or bay windows decorated with medallions or flat columns. The second period was characterized by a more utilitarian approach to commercial architecture - sturdy brick or concrete construction, recessed entryways, plate glass windows, transoms, and reserved exterior decoration except for occasional false-front silhouettes, mission style revivals or grand classic revival facades.

Sausalito's District is one of eight National Park Service Certified Historic Districts in California. These Districts are local historic districts that have been certified by the Secretary of the Interior, for purposes of the Tax Reform Act of 1986, as substantially meeting all the requirements for listing in the National Register of Historic Places. As a result of this

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determination, individual property owners of depreciable buildings within the certified district may pursue Federal tax incentives for historic preservation. All new construction and alterations to existing structures must meet *The Secretary of the Interior's Standards & Guidelines for the Rehabilitation of Historic Buildings*. It should be noted that changes to a certified historic district may render the certification null and void and may require re-certification for continued benefits under the above laws.

Certification is for purposes of the Federal Preservation Tax Incentives Program only and is not a listing on the National Register of Historic Places (NR). It constitutes eligibility for listing in the NR because the District was evaluated under NR criteria and found to meet them. In California, a District that is Certified is automatically on the California Register (CR). Sausalito's Historic District is on the California Register and its Status Code is 2S: "*Individually determined eligible for the NR by the Keeper. Listed in the CR.*"

I. SOI ANALYSES OF PROPOSED PROJECT

The definition of a historic resource is contained in Section 21084.1 of the California Environmental Quality Act (CEQA) Statute as amended in January, 2005. For purposes of this Evaluation, an historical resource is a resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources (CRHR).

CEQA requires projects to be evaluated based on *The Secretary of the Interior's Standards for Treatment of Historic Properties with Guidelines for Rehabilitating Historic Buildings* (SOI). A project must follow *The Standards and Guidelines* to have less than a significant impact on historic resources. In the following discussion, the proposed project is evaluated relative to the *SOI Standards and Guidelines*.

A. ANALYSIS – SOI STANDARDS

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

The proposed project meets a portion of this rehabilitation Standard. The original use of the property, a retail commercial building, remains unchanged. The new residential addition above and behind the original structure preserves the historic facade with minimal changes to its distinctive materials, features and spaces. However, the new addition radically changes the

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spatial configuration of the historic building and its relationship to the surrounding Historic District. While preserving the historic structure is important, the proposal's mammoth scale outweighs any mitigating effect its preservation may have. The Historic District does include residential properties, but, as designed, the new residential use for this site is an inappropriate way to introduce new housing into the Historic District. Consequently, the proposal does not meet this Standard.

Standard 2 - The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

The proposed project meets a portion of this rehabilitation Standard. While the project does preserve the distinctive facade, features and materials of the historic building, its overwhelming scale dominates the property and it does not retain the character and scale of the one- and two-story commercial buildings surrounding it. Consequently, the proposal does not meet this Standard.



PROPOSED RENDERING (EAST) OF WATERSTREET PROJECT AT 605-615 BRIDGWAY

Standard 3 - Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties will not be undertaken.

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This Standard discourages changes to property that create a false historical development. The historic building will remain as a physical record of its place. The new building would introduce a new architectural style that is also a record of its time, place, and use. Since no conjectural features are being added to either the old or new building, the project does meet this Standard.

Standard 4 - Changes to a property that have acquired historic significance in their own right will be retained and preserved.

The project is preserving both the 1912 building and its 1924 addition. The tile bulkheads on 605 and 609 have been covered and the project will remove the plywood covering and restore the original tile. Consequently, the project meets this Standard.

Standard 5 - Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

The proposed project meets this rehabilitation Standard because it preserves the original building.

Standard 6 - Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

The project appears to comply with this Standard as no deteriorated materials are evident and the original tile bulkhead will be restored.

Standard 7 - Chemical or physical treatments will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

The project appears to comply with this Standard as no chemical or physical treatments are proposed.

Standard 8 - Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Plans should indicate that, if any significant archeological resources are found, the City of Sausalito would be notified and that they would be mitigated with appropriate measures.

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

The project does not meet this Standard. Perhaps the most relevant Standard to this project, Standard 9 encourages new construction to avoid destruction of original historic structures and spatial relationships to ensure the integrity of the existing environment.

The average height of buildings in the Historic District is two to three stories. This southern portion of the District generally has smaller storefronts and a mix of one and two-story buildings. By adding six stories directly over the original single-story structure, the new addition will destroy the spatial relationships and integrity that characterizes the property as well as its surrounding commercial Historic District. Because the building does not maintain Sausalito's commercial facade character, it is not compatible to the District. The bulk and mass of the new building are out of scale with the existing waterfront streetscape and, as a result, it overwhelms, dwarfs, and damages this area of Sausalito.

While the new work is differentiated from the old and the use of stucco and steel windows is appropriate, the large expanses of glass are incompatible with the historic building and the District. New windows are out of proportion to historic windows and are out of scale with other traditional openings in the District.



NORTH & SOUTH ELEVATIONS OF PROPOSED WATERSTREET PROJECT

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

The project meets this Standard as the new building is being proposed on a vacant lot and could easily be removed without impacting the form and integrity of the original historic building.

B. ANALYSIS – SOI GUIDELINES

The SOI Rehabilitation Guidelines reinforce *The Standards'* compatibility requirements for historic buildings and settings. They provide specific guidance on how to integrate new construction onto a historic site and into a historic district. The following *Guidelines* are applicable to the addition at 605 - 613 Bridgeway:

- 1) A new addition to a historic property or district must be compatible with the massing, size, scale and design of the historic building and site. It can be any style - contemporary or traditional - but must achieve a balance between differentiation and compatibility to maintain historic character. Extreme contrasts between old and new construction and identical construction are not compatible. The addition should be stylistically appropriate (p. 26).

The proposal for condominiums at 605 - 613 Bridgeway is not compatible with the existing historic building nor compatible with the Downtown Historic District. The design uses an extreme contemporary architectural style with no relation to surrounding traditional styles and its massing and density is incompatible with the District.

- 2) The Guidelines do not recommend substantially changing important site features that diminish its character (p. 137).

An important feature of this site and surrounding small-scale buildings is its open character, the trees and residences on the hill behind Bridgeway are visible from the street and waterfront. The proposed condominium building will create a tall facade which disrupts the neighborhood and destroys the site's visibility. The sheer size of the condominium building substantially changes a single-story facade into a seven-story facade, diminishing the building, the site, as well as transforming the District.

- 3) The Guidelines do not recommend adding buildings to a site that create an inaccurate historic appearance (p. 138).

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The seven-story facade is not an accurate or appropriate appearance for the Historic District which features mainly one- two- and three-story buildings.

- 4) The Guidelines recommend retaining the historic relationship between buildings and their landscape (p. 138).

The seven-story building destroys the relationship between the existing one- and two-story structures, the residential hillside properties behind it, and the waterfront. The result is a loss of historic fabric.

- 5) The Guidelines recommend that a new use be as unobtrusive as possible to retain the historic relationship between the building and the district (p.146).

The massive seven-story facade is very obtrusive and overwhelms existing buildings and the Historic District.

- 6) The Guidelines recommend that a new use should not be visually incompatible. A new addition that is significantly different and thus, incompatible, with historic building is not recommended (p. 156).

The District is a consistent architectural grouping of older commercial buildings of late 19th Century styles. The contemporary style and massing of the new addition is not visually compatible with the Historic District's traditional buildings.

- 7) The Guidelines do not recommend constructing a new addition on or adjacent to a primary elevation or placing new construction too close to the historic building so that it damages the building's character and setting (pp. 156, 161).

The proposed design locates the new addition directly above the historic building and is too close to the other historic buildings in this neighborhood thereby destroying the existing spatial relationships and historic integrity.

- 8) The Guidelines do not recommend constructing a new addition that is as large as – or larger than – the historic building which results in the diminution of its historic character (p. 156).

The proposed 7-story design is much larger than the existing 1-story building. The original building volume consists of 77,250 cubic feet while the new building volume

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consists of 10,348,920 cubic feet – 133 times the size of the historic building. The mass of the proposal completely obscures the historic building as well as diminishes the District.

- 9) The Guidelines do not recommend constructing a rooftop addition that is highly visible which negatively impacts the building and its historic setting or district (p. 159).

The proposed design locates the new addition directly above the historic building and is highly visible. Its visibility obscures the building, its historic setting, and the surrounding district.

- 10) The Guidelines do not recommend constructing a highly-visible, multi-story rooftop addition on a low-rise, one- to three-story historic building that alters the building's and the district's character (p. 160).

The proposed multi-story design locates a highly visible, six-story addition directly above the existing, low-rise one-story building. This damages and alters the character of the building and its historic setting.

C. SOI ANALYSES CONCLUSION

After reviewing the project, it has numerous negative impacts on the historic resources, both the building and its surrounding District. Consequently, it is not in conformance to *The Secretary of the Interior's Standards for Treatment of Historic Properties with Guidelines for Rehabilitating Historic Buildings*.

D. PRESERVATION BRIEF 14

In addition to The Standards and Guidelines, the National Park Service offers further recommendations through its Technical Information Services. In particular, *Preservation Brief 14 - New Exterior Additions to Historic Buildings* provides useful guidelines and gives many examples of successfully integrated projects.

An important section of PB 14 discusses rooftop additions. Generally, a rooftop addition should be stepped back at least one full bay from the primary elevation. It should be no more than one story in height. A rooftop addition is more likely to be compatible on a building that is adjacent to similarly sized or taller buildings (Grimmer and Weeks, p. 14).

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The proposed project at 605 - 613 Bridgeway clearly does not follow recommended practices or protocol described in Preservation Brief 14 for new additions on historic buildings or in historic districts.



PRINCESS STREET ELEVATION OF PROPOSED WATERSTREET PROJECT

II. SAUSALITO HISTORIC DESIGN GUIDELINES ANALYSIS

City codes require historic projects to be evaluated based on Sausalito's *Historic Design Guidelines* (HDG). Sausalito's *Historic Design Guidelines* protect the Downtown Historic Overlay Zoning District. They promote the conservation, preservation, and enhancement of the historically significant structures and sites that form an important link to Sausalito's past. Because this project is adding new construction to the Historic District, it is evaluated according to Chapters 4 and 5 of the HDG.

A. CHAPTER 4 ANALYSIS

4A. GENERAL PRINCIPLES - To assure authentic character, the HDG recommends that new buildings be a product of their time while respecting key features of its context.

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Contemporary interpretations of traditional designs are encouraged while the imitation of older historical styles is discouraged (p. 59).

The proposed contemporary multi-story condominium is a product of its time. However, it does not contain any key features of the surrounding context which is a traditional two- to three-story Downtown Commercial Historic District.

4B. COMMERCIAL BUILDINGS - To maintain human scale in the District, the HDG requires new buildings to maintain the District's massing, scale, and building patterns.

The proposed seven-story facade is too large, does not respect the existing height-to-width proportion of the block, and has no relation to the low-density pattern of adjacent historical structures.

4.1 TRADITIONAL SIZE - Buildings should not be monolithic or contrasting to the established scale of the streetscape. The height of a new facade should fall within the existing range of roof lines.

The current proposal contrasts sharply with its surrounding neighborhood. It's scale does not reflect the small commercial buildings from the 19th Century and it's roofline is much higher than adjacent structures.

4.2 TRADITIONAL SPACING - New buildings in the District should reflect the range of widths found on a block and should use design elements to break up the facade so that it appears as a collection of smaller building modules.

The proposed condominium project has large, uniform, monolithic facades that do not maintain the width of other buildings found on the block. All of the proposed building facades are homogeneous and unbroken with few small elements that reflect a human scale.

4.3 BASE, MIDDLE, AND CAP - Traditional buildings are composed of these three basic elements and incorporating similar elements for the new design reinforce the visual continuity of the area.

The proposed condominium project does not have any tri-partite facades and disrupts the continuity of the waterscape and District.

HISTORIC DESIGN ANALYSIS

605 Bridgeway Boulevard

4.4 SITE POSITION - The HDG recommends locating taller structures away from small buildings to minimize the looming and shadow effects on neighbors.

With seven stories and lot-line to lot-line development, this project does not meet the HDG. It will loom over the neighborhood, casting shadows over a good deal of the District.

4.4 HUMAN SCALE - The HDG requires new buildings to have vertical and horizontal divisions, changes in color and texture, and to use architectural features and materials to convey interest.

The proposed condominium only has horizontal divisions, has very few changes in color or texture, has monolithic planes of glass and stucco, and does not incorporate architectural features that convey interest.

B. CHAPTER 5 ANALYSIS

5.A DESIGN GOALS AND VISION - All improvements in the Historic District should help achieve preserving the character and scale of the District, its architectural integrity, streetscape scale, and view corridors (p. 71).

As designed, the new Bridgeway building will not preserve the character or scale of the District, it damages the neighborhood's integrity, it disrupts the street scale, and destroys view corridors.

5.1 COMMERCIAL FACADE CHARACTER - The traditional commercial buildings have a clear distinction between street and upper facades. Windows are proportional and storefront stories are typically taller than upper stories.

As designed, the project makes a clear distinction between the existing single-story building and the new project above it. However, the six stories that are being proposed for this site have no distinction between each other, they are all similar with overlarge windows, and they have no relation to the other facades in the area.

5.2 TRADITIONAL UPPER STORY WINDOWS - The HDG recommends traditional proportions and spacings of windows with the height of headers and sills similar to existing upper-story windows.

HISTORIC DESIGN ANALYSIS

605 Bridgeway Boulevard

Floor-to-ceiling glazing on the proposed project has no relation to other windows in the District and the large areas of glazing have no rhythm or spacing. Its windows are too large for the existing traditional commercial corridor.

C. HDG ANALYSIS CONCLUSION

After reviewing the project, it does not conform to Sausalito's *Historic Design Guidelines*.



WEST ELEVATION OF PROPOSED WATERSTREET PROJECT

III. SAUSALITO GENERAL PLAN - HISTORIC PRESERVATION ELEMENT

Sausalito's *General Plan* (GP) outlines policies for its Historic District and properties in Element 4. In this "Community Design, Historic and Preservation Element," the GP outlines important strategies for reviewing developments on or near historic properties. The discussion below summarizes relevant sections of the Element that are applicable to the Waterstreet project.

The purpose of the Preservation Element is stated in its Introduction, "The policies contained in the Element ensure the future design and development are well-integrated into Sausalito's existing design style, the city's history is preserved and honored, the distinct culture of Sausalito is supported and the iconic views of the natural landscape are maintained. The preservation of historic buildings will be balanced with the incorporation of new buildings that respect the existing scale and diverse architectural character of the community."

HISTORIC DESIGN ANALYSIS

605 Bridgeway Boulevard

A. DESIGN GOALS AND VIEWS SUMMARY (pp. CD-2 - CD-6)

A major factor in achieving the desired appearance is promoting the City's rich architectural history, its existing character, and the scale of development. Size and location of structures are important factors in considering new development proposals. Maximum bulk limits shall be placed on new development to minimize potential negative impacts. Designs of new development should be considerate and compatible with surrounding properties.

Other considerations that promote quality design include, but are not limited to, views, privacy, light and air, and scale. View corridors from streets and paths, special vantage points, and views from private properties will all be considered in the development review process.

B. OBJECTIVES, POLICIES AND PROGRAMS SUMMARY (pp. CD-10 - CD-20)

Many of the objectives listed in the Element are similar to the HDG and SOIS Guidelines. Policy CD-1.2 discusses new development being compatible with historic landmarks and the District. CD-3 stresses that new projects have minimal interference with primary views from structures on neighboring properties and public view corridors. CD-4 promotes maintaining the uniqueness of Sausalito's neighborhoods. Lastly, CD-4 .3 lists desirable qualities for each of the City's Sub-Areas. For the Southern Waterfront (Princess Street south to the City Limit), the Element promotes maintaining a primarily open, unobstructed visual character of the area.

C. HISTORIC ELEMENT ANALYSIS

After reviewing the *GP Preservation Element*, it is clear that the Waterstreet project does not align with the City's goals and policies for historic buildings and its Downtown Historic District. The project is not compatible with, nor integrated to, the Historic District. Its bulk and mass are too large for the neighborhood and it interferes with view corridors. It does not maintain the open quality recommended for this area and it will significantly impact light, shadows, and air for surrounding structures.

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