

April 3, 1974

Memorandum

To: Team Manager, Historic Preservation Team, DSC

Through: Associate Manager, Production, Denver Service Center

From: Team Manager, Western Team, Denver Service Center

Subject: Haslett Warehouse, San Francisco, California

We wish to express our appreciation for the prompt and efficient assistance offered by you and members of your team in the accomplishment of the study and report on the Haslett Warehouse. We especially wish to commend Mr. Jerome Greene, Historian, for his thorough and well-written report on the history of the warehouse.

The report was forwarded to the Regional Director, Western Region within the time schedule determined by that office.

(sgs) Kenneth Raithel, Jr.

Kenneth Raithel, Jr.

cc:
Jerome Greene, Historic Preservation Team, DSC

Judge Restrains Warehouse Sale

Sacramento

A temporary restraining order blocking sale of the historic Haslett Warehouse in San Francisco was served on the State Public Works Board yesterday.

The board had been planning to approve the sale of the property for \$3.1 million to developer Thomas Fong for commercial use.

A hearing will be held at 9:30 a.m. Tuesday before San Francisco Superior Court Judge Ira Brown at which the board will be asked to show cause why the order should not be made permanent.

State Finance Director Verne Orr, board chairman, instructed the attorney general's office to ask the court if the plaintiff should be required to post bond in the amount of the full bid to pre-

vent any monetary loss to the state should the sale be lost.

The plaintiff is San Francisco Tomorrow, a conservation group that contended the sale would be an irreparable loss of historic property, and that the warehouse should first have been offered to San Francisco for sale at an appraised fair market value of \$2.2 million.

The state bought the four-story brick structure, located in the western half of the block bounded by Jefferson, Beach, Leavenworth and Hyde streets, for about \$746,000 in November 1968. The state declared it surplus in May 1971.

Fong's attorney said his client will not withdraw the bid for at least 30 days, while court maneuvering goes on.

Our Correspondent

March 29, 1974

Memorandum

To: Regional Director, Western Region

From: Team Manager, Western Team, Denver Service Center

Subject: Special Report, Haslett Warehouse, San Francisco

Enclosed are two copies of the subject report for your information and use. As you know, this effort was severely restricted by the availability of time. Certainly a complete structural analysis and study of planning concepts related to visitor use would have been ideal. Such studies would require additional funding and time to prepare.

We do believe, however, that the information contained in the report does offer insight into the factors that would ultimately affect a final decision concerning the feasibility of managing this structure as a visitor use complex as a part of the Golden Gate National Recreation Area.

We feel Mr. Greene, Historian; Mr. Wendt, Structural Engineer, and Mr. Hutchison, Engineer, Western Team, did a commendable job in assembling the data.

Please accept this document as meeting our obligation with regard to your request and subsequent programming of the project.

If any of the team can be of further assistance, please contact them directly.

By copy of this memorandum we are sending Superintendent Whalen at Golden Gate NRA two copies for his use.

(Sgd) Kenneth Raithel, Jr.
Kenneth Raithel, Jr.

cc: Superintendent, Golden Gate
Mr. Greene, HP Team, DSC
Mr. Wendt, DSC



United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

May 10, 1978

IN REPLY REFER TO:

A5623(560)

Memorandum

Annual Review

SPECIAL DIRECTIVE 78-3

To: Directorate and Field Directorate

From: Director

Subject: Removal, Major Alteration, or Neglect of Old Structures

This directive supersedes the Director's "Historic Buildings" memorandum of January 26, 1973.

Chapter V of the NPS Management Policies states that proposals for the removal, substantial alteration, or neglect of structures listed or eligible for listing in the National Register of Historic Places shall be advanced only during the planning process, or on the basis of a thorough professional review, and shall be subject to the Section 106 compliance procedures of the Advisory Council on Historic Preservation. In addition, past Directors have required specific approval above the park level for such proposals concerning all older structures, including those not determined to qualify for the National Register. This directive reaffirms the substance of those approval authorities and provides further direction on the treatment of old structures.

No structures or structural remains over 50 years old shall be removed, importantly altered, or consciously left to deteriorate without the approval of the Regional Director and the concurrence of the Associate Director, Management and Operations. Proposals submitted for concurrence shall be forwarded with supporting documentation and justification to the attention of the Chief, Cultural Resources Management Division, Washington Office. Since a question might be raised about the potential eligibility of a structure in this category for the National Register (assuming no previous determination of eligibility), the appropriate State Historic Preservation Officer should be consulted following internal approval and concurrence. If the State Historic Preservation Officer agrees that the property does not meet the National Register criteria and no question is raised by a responsible third party, the proposed action may proceed; otherwise, a determination of eligibility for the National Register shall be sought in accordance with the procedures in 36 CFR Part 63, published in the Federal Register of September 21, 1977. ("Guidelines for Level of Documentation to Accompany Requests for Determinations of Eligibility for Inclusion in the National Register" appear in the same issue of the Federal Register.)

No structure or structural remains under 50 years old shall be removed, importantly altered, or consciously left to deteriorate without the approval of the Regional Director. Following such approval in the case of any structure whose potential eligibility for the National Register might be questioned, external consultation and subsequent action shall proceed as stated above.

In general, old structures should be used to serve park needs whenever feasible. Consistent with national energy goals, consideration should be given to adapting such structures for necessary housing, storage, maintenance, or other administrative functions in preference to new construction.

A handwritten signature in cursive script, reading "Henry F. Thauer". The signature is written in dark ink and is positioned on the right side of the page, below the main body of text.

DISCUSSION: HASLETT WAREHOUSE REPORT

The Service Center Report dwells at length on the past history of the warehouse, fails to discuss recent political history (those events after passage of GGNRA Act) and accepts the State conclusions on the cost of renovation without reference to or consideration of differing opinions. The report contains two technical errors of a political nature.

Random background data and comments follow:

Potential Uses

- Maritime Museum (including workshops related to historic ships).
- Western Regional Recreation Information Center--Central location for information on NPS, Forest Service, BLM, Corps Engineers State Parks, PG&E campgrounds, regional parks, etc.--campground & room reservation center.
- Historic Center unifying interests of California Historical Society--California Pioneers, etc.--Exhibit and meeting space.
- GGNRA Visitor Center with space for meetings--programs--information, etc.

Original Planning Team Concept - Haslett was the NPS thrust into the urban scene. Located at a focal point of visitor activity between Ghirardelli Square and Fishermans Wharf it would serve to draw the urban visitor into the NPS world and open the door to the adjacent GGNRA. It would also become the focal point for a major Western Maritime Museum incorporating the ships of the State Maritime Historical Park, the Balclutha and museum collection owned by the San Francisco Maritime Museum augmented by additional ships and artifacts. Cost estimates for developing such a facility were not presented to Congress because of a decision in WASO not to include any costs related to State Park properties in the legislative support data. Thus, the \$58 million ceiling on development does not recognize the costs of development of the State Park properties should they be donated to NPS.

It must also be noted that the original management concept for the GGNRA included the State as a partner in the venture. Proposed legislation would have allowed expenditure of Federal funds on State Park properties. This concept was not acceptable to NPS WASO but was endorsed by BOR. When legislation introduced in Congress, the provisions for joint management were not in evidence. The State has taken the attitude that it was double crossed since it had endorsed the concept only to have it changed without consultation.

The GGNRA faces numerous high cost development projects, for example:

1. Redevelopment of Fort Mason--5-20 million depending upon scope of development concept plan.
2. Alcatraz--6.10 million for minimal demolition, stabilization and development as interpretive site and semi-natural area. Additional funds to restore historic structures and/or restore to a natural state. Some proposals could run into literally hundreds of millions.
3. Revamping of Crissy Field and adjacent waterfront areas. 4 million and up depending upon selected level of development.
4. Transportation systems--cost unknown.
5. Development of Angel Island--up to 25 million if State Master Plan followed.

These are just examples of major cost items facing NPS. Where does the Haslett fit into the overall picture? As a single item a 10-million renovation cost seems high. As part of a 110-million dollar (minimum) redevelopment cost for the entire NRA, it does not seem excessive.

NPS must make a decision. Will it (and Congress) accept the challenge of the NRA or should the decision be made to back off and reduce the scope now before we get too deeply involved.

Alternatives

1. Drop the Haslett from the NRA--At the same time NPS should delete the State Maritime Historical Park, Aquatic Park and the S.F. Maritime Museum from its boundaries. Retain the foot of Van Ness Ave and the Municipal Pier as the NPS edge on the urban scene.
2. Drop the above and Van Ness/Muni Pier making Fort Mason the edge of the NRA.
3. Drop the Haslett but retain the other areas attempting to utilize the existing Maritime Museum as the focal point for future development and programs.
4. Seek cooperative development with State and City.
5. Endorse the original concept.

Comments on Cost Analysis

While I cannot argue with the projected costs for renovating the structure for public use, I must point out that there is no discussion of the report to the San Francisco Maritime Museum by an independent architectural/engineering firm. This report proposes a method for bringing the structure up to code and providing museum quality spaces for substantially less money. The conflict between this report and the State report is one of the major issues which has not been resolved. It is argued that the State report was biased and prepared to convince the legislature to dispose of the structure.

Much emphasis is laid on a comparison of the Independence Hall Visitor Center and the Haslett Warehouse. While the existing floor area of Haslett is 200,000 sq. ft. versus 40,000 or five times greater, the cubic footage of Haslett is only slightly double that of the visitor center. The uses are totally different. The visitor center is designed to herd a maximum number of visitors through a pre-programmed space. All proposed uses for the Haslett would provide a variety of experiences for the visitor plus auxiliary spaces for museum work, ship and artifact maintenance and repair, and community facilities. While I cannot deny that the Haslett would be an expensive item, I believe that an innovative structural engineer and imaginative architect would achieve a solution at less cost than is projected by the Denver Service Center.

Political

Costs and proposed uses aside, the political aspects weigh heavily at this time. NPS stated that it wanted the warehouse--a mapping error raised doubts that it was legally in the recreation area and NPS management is beginning to question the initial concept. We cannot pull an Alcatraz cop out and say we will wait several years to make a decision. Political pressure demands a decision soon.

Recommendations

Present the problem to the GGNRA Advisory Commission (and possibly the WRO Advisory Commission) for discussion and recommendation. Send reports, explanations, and recommendations to Director, WRO for decision. If necessary, involve the Secretary's Advisory Commission and let him make the decision.

Corrections to Report

1. The statement on page 2 para. 1, last line, that the State has indicate its desire to donate it to the National Park Service is not true. The State has indicated a willingness to dispose of the building to another agency, if it will be used for public purposes. It has not approved any proposals to date. The recent history of

delay in disposing of the structure to give NPS time to come up with a report and proposal is not included and should be discussed.

2. Page 28 para. 2, line 4--"The Haslett Warehouse was excluded from the boundaries." is inaccurate. Congress intended the warehouse to be included according to the record but the boundary map, hurriedly drawn after the Act passed, left the warehouse off. It is a mapping error which we are asking Congress to correct.



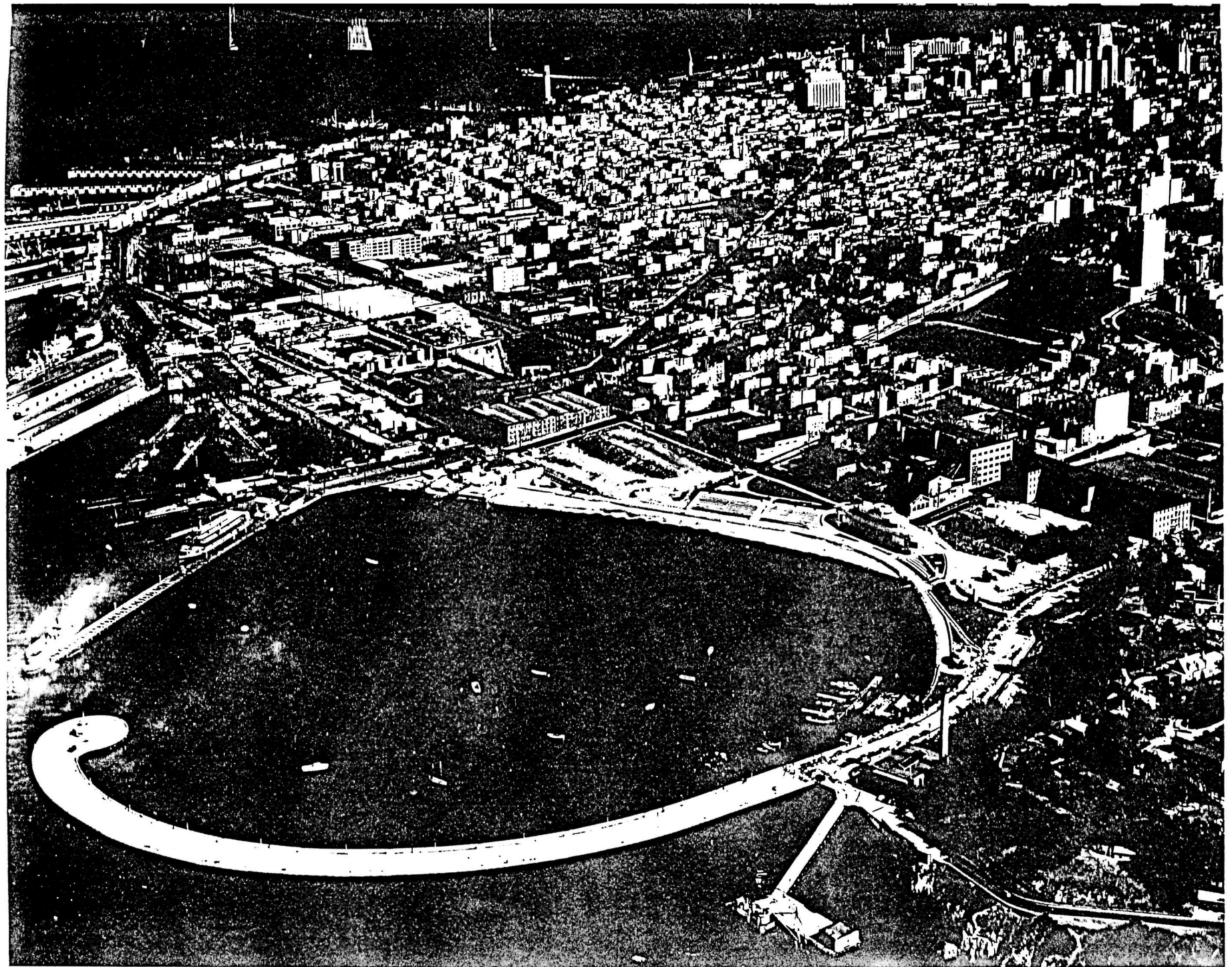
1908 GREAT WHITE FLEET
(San Francisco Maritime Museum)
Haskell Bldg + Cannery left

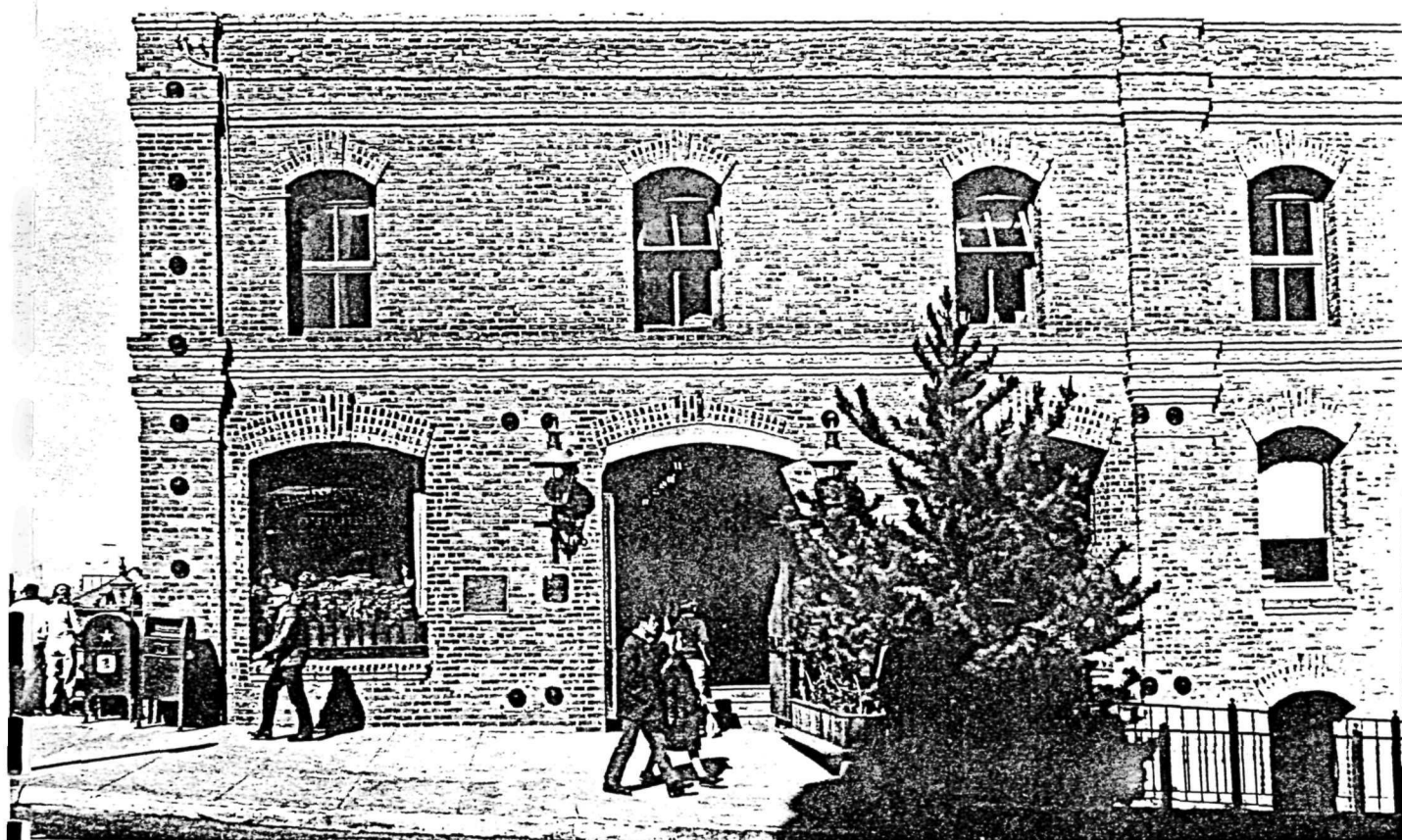
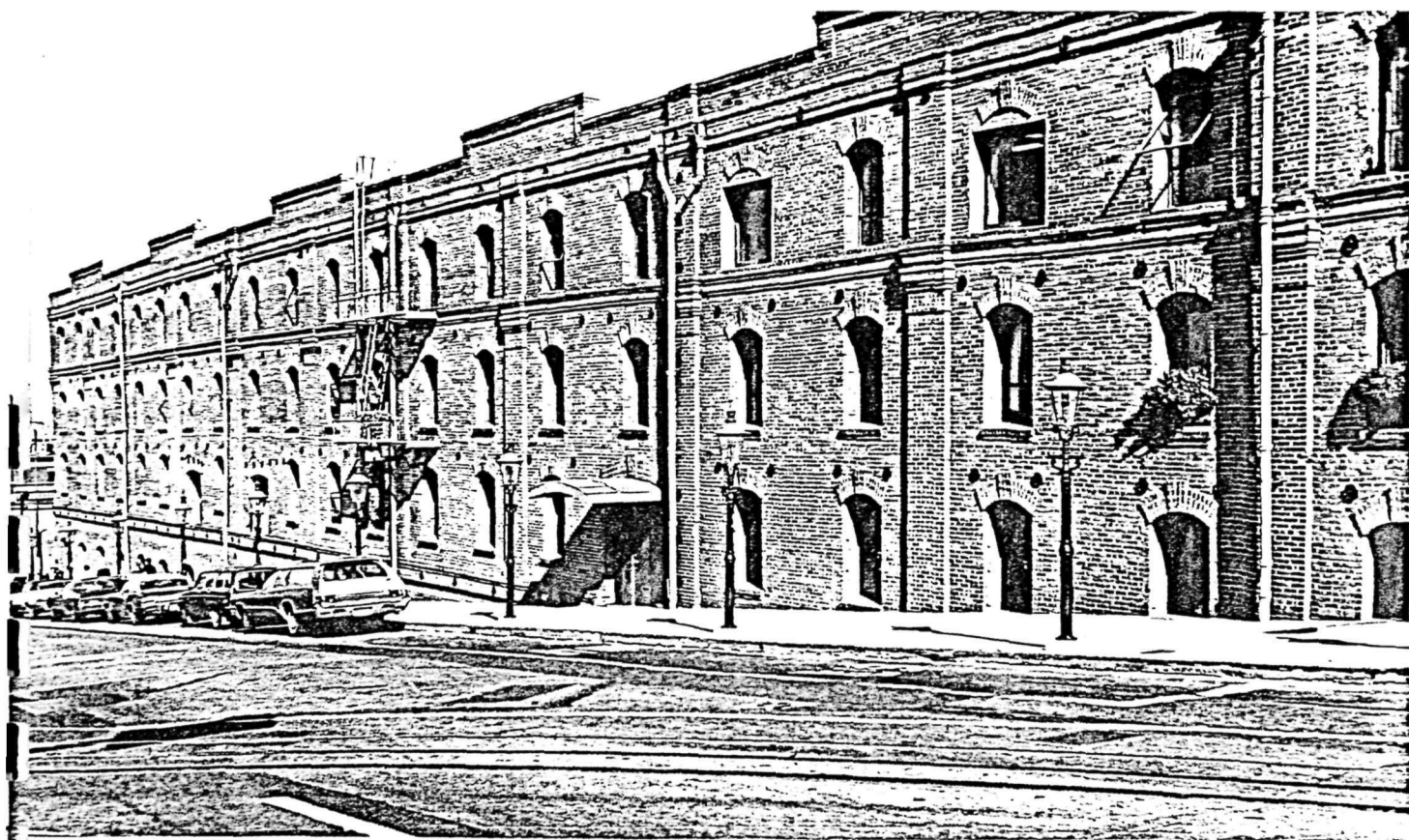
special report

HASLETT WAREHOUSE

San Francisco/California

Prepared by
Denver
Service
Center





INDEX

	<u>Page</u>
I. Summary of Findings	1
A. Background	
B. Historical Significance	
C. Physical Conditions	
D. Space Utilization and Costs	
E. Comparison with a Major Visitor Center	
F. Conclusions	
II. History of Haslett Warehouse	5
A. Introduction	
B. Land History and Chain of Title	
C. Construction of the Warehouse	
D. Alterations	
E. Occupation of the Warehouse	
F. The Controversy	
G. Conclusion	
III. Physical Conditions	30
A. Background	
B. Investigation and Reports	
1. Conclusions	
2. Recommendations	
IV. Space Utilization and Costs	35
A. Architectural Configurations	
B. Cost Estimates	
C. Conclusions	
V. Comparison with a Major National Park Service Visitor Center	38
A. Visitor Center Requirements	
B. Comparison	
C. Conclusion	

I. SUMMARY OF FINDINGS

A. Background

Mr. William J. Whalen, Superintendent, Golden Gate National Recreation Area, forwarded a copy of his January 23, 1974 memorandum to Regional Director, Western Region to Kenneth Raithel, Jr., Team Manager, Western Team, Denver Service Center, requesting that the Denver Service Center evaluate the Development/Study Package Proposal, Package No. 106, Haslett Warehouse, and:

1. Prepare an analysis of structural stability.
2. Estimate costs for renovation for visitor uses.
3. Identify further studies required.

Subsequent conversations with Mr. Whalen and Regional Office staff clarified the scope of work, responsibility, coordination, and other factors. The Denver Service Center agreed to provide a limited research effort to assist in the evaluation of this structure as a candidate for inclusion in Golden Gate National Recreation Area.

A firm completion date for the report was dictated by a prior commitment to advise the State of California of the National Park Service's decision by April 1, 1974.

Mr. Herbert Wendt, Senior Structural Engineer, Denver Service Center, visited the warehouse on February 6, 7 and 8, 1974 to evaluate the structural condition of the building and prepare an estimate for renovation required to make the building suitable for public uses. His findings are incorporated in Section III, Physical Conditions.

Mr. Jerome Greene, Historian, Denver Service Center, visited the warehouse the week of March 4 - 9, 1974. He researched public and city sources for historic background data pertaining to Haslett Warehouse. His findings are provided in Section II, History of Haslett Warehouse.

Mr. Douglas B. Cornell's memorandum to the files dated February 7, 1974 suggested three basic configurations to be considered for the warehouse:

1. Major museum complex with multi-story space in portions of the structure.
2. Museum and office space with two small theaters.
3. Renovation within the existing four-floor configuration.

B. Historical Significance

Haslett Warehouse was built in 1907-09 as a major storage facility of the California Fruit Cannery Association. In 1948, the Warehouse Investment Company acquired it and leased it to its subsidiary unit, the Haslett Warehouse Company. In 1963, the State of California obtained the property through condemnation procedure to use as part of the developing San Francisco Maritime State Historical Park. Renovation plans for the building never materialized and in 1966, Abbott Western, an investment firm, acquired a lease and at sizeable cost began remodeling the upper two stories into offices which were sublet. When the firm's lease expired in 1971, the State General Services Department took over administration of the building. Abbott Western has since sued the State for misuse of power, while the State has indicated its desire to auction the structure or to donate it to the National Park Service.

The warehouse possesses little intrinsic historical worth; no important events were associated with it. Yet it reflects San Francisco's maritime tradition and exhibits salient architectural features of early twentieth century building design. Consequently, the history of Haslett Warehouse as a factor in the City's unique maritime past, together with its contemporary architectural characteristics, constitutes its value for preservation purposes.

C. Physical Conditions

The consensus of all reports covering the physical condition of the building is that the building is grossly deficient in fire and life safety features and does not provide protection from seismic forces. This entails major structural modifications, installation of an automatic fire sprinkler system, and meeting other code requirements for electrical, heating, plumbing and roof systems.

The brick exterior walls are apparently sound and when made an integral part of any new structural system their life would be extended.

To accommodate any type of public use requires compliance with Title 24 State of California Code and the current San Francisco building code; total rehabilitation of the building will be necessary.

D. Space Utilization and Costs

The range in costs for rehabilitation approach that of a new structure, \$48 to \$63 per square foot versus \$80 per square foot respectively. Even this may be misleading due to the enormous area (200,000 square feet) involved.

No consideration was given to parking or traffic flow problems inherent with developing the warehouse. The costs for modifying the building should be adequate to provide limited parking inside.

The cost of the property was not considered.

The cost for a major museum of two floors plus office space is estimated to range from \$6,878,200 to \$8,421,900 for 133,400 square feet.

A minor museum with two theaters and office space is estimated to range from \$9,895,500 to \$11,985,500 for 190,000 square feet.

Renovation into light use such as office space is estimated to range from \$9,730,500 to \$11,930,500 for 200,000 square feet.

E. Comparison with a major Visitor Center

The Independence Hall Visitor Center now under construction in Philadelphia consists of a 40,000 square foot structure having two 300-seat theaters plus staging areas, restrooms, lounges, etc. The center is designed to accommodate up to 10,000 visitors on a peak day. The bid price of \$3,343,356 breaks out at \$85.58 per square foot.

The Haslett Warehouse at 180' x 276' x 4 floors has roughly five times the square footage of the Independence Hall Visitor Center sited on a space of 251' x 165' or 2.8 times the volume.

Consideration of space and volume relations provided in the Independence Hall Visitor Center lends perspective to a structure the size of the Haslett Warehouse.

F. Conclusions

The warehouse reflects San Francisco maritime tradition and exhibits architectural features of the early twentieth century, yet has little intrinsic historical worth except by indirect association with the wharf area. The warehouse is a part of a vastly popular commercial development that holds international recognition for utilizing period architecture.

Current Fire and Life and Siesmic Codes dictate, and Park Service policy supports compliance where public use is permitted. A major cost of renovation would be to achieve code compliance. The almost total replacement of the structural system from footings through the roof, allows the planner to develop multi-story configurations; the constraint of planning within the existing four floors is removed.

The costs for renovation to the architectural configurations considered range from \$6,878,200 (51.56/sq.ft) to \$11,985,500(\$63.08/sq.ft.) and approaches the cost of a new structure.

The immense size of the building poses intricate problems of utilization when compared to say a visitor center for 10,000 people per day.

The impact of parking, traffic flow, protection, foot traffic, etc., not to mention social factors involved should the building be opened to the public must be weighed.

Perhaps the State would want to discuss transfer to the Park Service of say one portion of the warehouse. This could provide a more manageable facility. However, covenants regarding the restoration and use of the remaining portion would seem essential to our objectives.

II. HISTORY OF HASLETT WAREHOUSE

A. Introduction

The Haslett Warehouse, standing at number 680 Beach Street, represents one of the few red brick warehouse structures dating from the early twentieth century yet remaining in San Francisco. The building lies within lot 2 of assessor's block 10, that section bounded north, south, east and west by Jefferson, Beach, Leavenworth, and Hyde Streets, respectively. Immediately east of Haslett Warehouse is The Cannery, a building once commercially associated with the warehouse and recently remodeled by private interests to accommodate tourists and shoppers in the area of Fisherman's Wharf and the Hyde Street Pier. The Haslett structure measures 180 feet east to west and 275 feet north to south, encompasses nearly all of the land between The Cannery and Hyde Street, east to west, and all that between Jefferson and Beach Streets, north to south. It is four stories high, 52 feet in elevation as originally designed, and contains 24 windows per story on the east and west sides and 15 or less per story on the north and south ends. The entire structure occupies ground space of 54,500 square feet. The warehouse's past relation to the city's maritime and commercial activities rests with its location on the waterfront of San Francisco Bay. In recent years the ultimate disposition of the building has been the subject of a continuing controversy that seems to defy imminent resolution.

Architecturally, the Haslett Warehouse is unique. It is a red brick structure possessing features representative of late nineteenth and early twentieth century architectural design. Decorative brickwork highlights the exterior, though it is mainly confined to the three upper stories of the building. The Hyde Street facade displays pilasters dividing it into 12 equidistant bays each with two windows per floor, while on Beach and Jefferson Streets pilasters separate five bays, each containing three windows per story. The windows exhibit arched brick cornices. All are tall, narrow, and recessed into the walls, especially those at the first level. Brick cornices embellish the structure at the second and fourth levels and at the roof. Parapets line the roof level on all facades, with ornamental crenels appearing on the Hyde Street side and on that facing The Cannery. Recent alterations have modified some windows on the upper stories, but the overall fenestration remains essentially the same.

The building is extensively studded with tie rod anchor plates designed to resemble five-pointed stars. Situated on the western half of assessor's block number 10, the four-story warehouse remains only partially visible because of the gradual slope of the surrounding ground. Four stories are seen at the Jefferson Street facade, but only two appear at the intersection of Beach with Hyde. Along Hyde Street the visible portion of the structure varies between two and four stories.¹ Taken as a whole, the design reflects an ambitious adaptation of Renaissance motif to an industrial building, few examples of which remain extant in San Francisco today.

B. Land History and Chain of Title

The earthquake that leveled much of San Francisco on April 18, 1906, and the fire of succeeding days destroyed many pertinent records of land ownership and transfer of property title. Some fragments of information concerning the early occupation of what eventually became the Haslett Warehouse ground survived the holocaust and offer at best a superficial account of the circumstances affecting that property.

Sometime in the mid-nineteenth century the land was occupied by the Selby lead smelting works, a business that either moved elsewhere or had become defunct by 1900.² The property lies within the survey district known as Fifty Vara and in 1894 was owned by William B. Cluff and William F. Harris.³ These two individuals held all but a 137.6 foot square in the southeast corner of the block bounded by Jefferson, Beach, Leavenworth, and Hyde Streets. In 1894 Roger O'Donnell, a real estate broker, owned

1. Case Report on Haslett Warehouse, August 22, 1973, pp. 2-3. Landmarks Preservation Advisory Board, City Planning Commission, San Francisco.

2. Information contained in "Wharfside" letterhead of letter dated March 21, 1969, in the files of the Office of the Director of Property, San Francisco.

3. Anonymous, Handy Block Book of San Francisco (San Francisco: The Hicks-Judd Company, 1894), p. 86. Vara is a unit of Spanish measure wherein 1 vara equals 7.74 square feet and 50 vara equals 387 square feet. Information provided by the California Pioneers Society, San Francisco.

the corner section.⁴ By 1906 Cluff had obtained title to the O'Donnell tract and he and Harris controlled the entire block.⁵ Cluff, who in 1907 was president of the William Cluff Company, a wholesale concern specializing in groceries and tobacco, apparently speculated in real estate throughout the city before and after the earthquake.⁶

Whatever buildings stood on the property in 1906 were probably damaged or destroyed by the seismic catastrophe that shook San Francisco in April of that year. In 1907 the Jefferson-Beach-Leavenworth-Hyde Street square was considered part of the burned district, and tentative street modification plans called for the extension of a new Montgomery Street to pass diagonally from southeast to northwest across the block.⁷ The plan never materialized and the streets reverted to their former locations.

The confusion generated by the earthquake affected the status of property ownership in San Francisco; the city hall was destroyed and many public documents were irretrievably lost. Sometime in 1906 the California Fruit Canners Association acquired by lease the present warehouse premises. In the post-earthquake municipal disorder, however, it appears that some question of title arose over the property, for in 1907 and 1908 three people, H. L. Hutchinson, Joseph Cuneo, and Alice H. Walter, petitioned the courts to quiet conflicting claims to the land.⁸ The exact outcome of the action remains unknown, although the fact that the California Fruit Canners Association proceeded with its design for a warehouse on the property suggests that the petitioners failed in their intent.

4. Ibid.; Anonymous, Langley's San Francisco Directory for the Year Commencing April, 1894 (San Francisco: Ravely Printing Company, 1894), p. 1090.

5. Anonymous, Plan of Proposed Street Changes in the Burned District and Other Sections of San Francisco (San Francisco: The Hicks-Judd Company, 1906), p. 58.

6. Anonymous, Crocker-Langley San Francisco Directory for the Year ending October 1907 (San Francisco: H. S. Crocker Company, 1907), p. 413.

7. Anonymous, Plan of Proposed Street Changes, p. 58.

8. The petition was filed under the McInerny provision, the code of civil procedure outlined in the Lost, Burned, and Destroyed Act instituted after the earthquake. See 50 Vara, II, p. 115, in Office of the County Recorder, San Francisco. The J. Cuneo Company (Estate of J. Cuneo) is listed in Crocker-Langley San Francisco Directory, 1907, p. 471. Alice H. Walter is described as a "widow." Ibid., p. 1630. Hutchinson is not listed.

Moreover, in August, 1948, the then California Packing Corporation won a judgment by which it secured clear title to the land.⁹

Purchase of the warehouse property by the California Fruit Cannery Association probably occurred October 3, 1916, during a consolidation move by the firm to control all the lots in assessor's block number 10, that lying within the Jefferson-Beach-Leavenworth-Hyde Street perimeter.¹⁰ The corporation occupied the block with its cannery and warehouse buildings until 1948, conveying title in that year to other interests. The cannery property was granted to the Security Lithograph Company on February 16, 1948, while the warehouse went to the Warehouse Investment Company, a Nevada Corporation, which leased the property to its subsidiary enterprise, the Haslett Warehouse Company, on May 4, 1950.¹¹ An amendment dated November 25, 1955, extended the Haslett lease to December 31, 1970.¹² In 1963, however, the State of California acquired the structure by virtue of eminent domain condemnation with the intention of utilizing the warehouse as part of its developing maritime park.¹³ The deed transferring title on January 3, 1963, affords a precise description of the property involved:

Beginning at the point of intersection of the southerly line of Jefferson Street with the easterly line of Hyde Street; running thence easterly along said line of Jefferson Street 202.834 feet to a point distant thereon

9. Deed Book 4977, p. 375, in Office of the County Recorder, San Francisco.

10. Sales Ledger, Volume I, Blocks 1-142, 1914-1938, in Office of the Assessor, San Francisco.

11. Sales Ledgers, Volume I, Blocks 9-435, 1939-1947, and Volume I, Blocks 10-421, 1948-1958, Office of the Assessor, San Francisco; Deed Book 4815, p. 487, Office of the County Recorder, San Francisco; Deed Book 5466, pp. 554-60, Office of the Director of Property, San Francisco. One account maintains that the San Francisco Warehouse Company occupied the building during World War II. Conversation with Donald Haslett, March 6, 1974, San Francisco.

12. Copy in the files of the Office of the Director of Property, San Francisco.

13. Sales Ledger, Volume I, Blocks 10-306, 1959-1967, Office of the Assessor, San Francisco.

209.666 feet westerly from the westerly line of Leavenworth Street; thence deflecting 89° 55' 30" to the right and running southerly 141.370 feet; thence southerly and southeasterly along a curve to the left tangent to the preceding course, which curve has a radius of 301.90 feet, a central angle of 26° 16' 49.43", an arc distance of 138.475 feet to a point on the northerly line of Beach Street; thence deflecting 116° 21' 19.43" to the right from the tangent to the preceding curve at last said point and running westerly along said line of Beach Street 234.400 feet to the easterly line of Hyde Street; thence northerly along said line of Hyde Street 275.00 feet to the point of beginning. * * * . . . together with a perpetual easement appurtenant to the above described property over a strip of land 3.50 feet in width lying contiguous to and easterly of the eastern boundary line described above. . . . 14

Under an agreement dated December 6, 1962, the Haslett Warehouse Company continued its lease of the premises pending determination of the future status of the building.¹⁵ The Haslett Company removed from the location in 1964 and the structure remained empty for the next few years. In 1966, after development plans had dissipated, the State Department of Parks and Recreation approved Haslett's rental of the building to Abbott Western, a real estate development firm, which proceeded to remodel the interior of the two uppermost floors into an office complex called "Wharfside." The transaction apparently included verbal affirmation by the Parks Department that would extend the pact beyond its 1971 expiration, and much of the current debate evolves around the 1966 agreement.¹⁶

C. Construction of the Warehouse

Early in 1907 the California Fruit Cannery Association commissioned Architect William S. Mooser, Jr., to design its waterfront warehouse. Prominent in his field, Mooser had designed most of the brick buildings in the adjacent Ghirardelli Square complex, and was the son of William Mooser, well known for his architectural plan of Pioneer Mills in Ghirardelli Square. Mooser, Jr., had achieved additional stature in professional

14. Deed Book A524, p. 45, Office of the County Recorder, San Francisco.

15. Ibid., p. 621.

16. Frank Kiefer, "Both Sides of Wharfside," San Francisco, XI (March, 1969), p. 27.

circles for his work on the New Western Hotel and the French Hospital Building, which was erected in 1894. Furthermore, he became the first San Francisco city architect, serving from 1900 to 1904, and managed the first Bureau of Buildings in the city.¹⁷

On the basis of plans prepared by Mooser, Engineer Philip L. Bush applied on April 25, 1907, for a permit to erect a four-story brick warehouse on the Association's waterfront property. Chief Building Inspector J. P. Fleorgan approved the application on May 15, after Bush agreed to comply with the fire warden's required placement of staircase fire escapes on the exterior of each street front.¹⁸ In light of the demolition of so many inadequately constructed buildings by the recent earthquake, Bush determined that the warehouse would be a solid enough structure to survive subsequent seismic upheavals.¹⁹

Built as conceived, the warehouse measured 180 feet at front and rear and ran 275 feet deep with a height of 52 feet. The walls were of brick set in lime mortar and were 26 inches thick at the first level, 21 inches at the second and third, and 17 inches at the fourth. Two equidistant brick fire walls, each the same thickness as the exterior walls at the different levels, protruded through the roof to form parapets. The foundation of concrete, composed of 1 part cement to 2½ parts sand and 5 parts broken stone, consisted of footings, each 8 feet 2 inches in height, which rested on wooden piles driven vertically into the ground.

The first floor measured 16 feet in height, the succeeding ones 10½ feet. Heavy wooden columns, placed about 11 feet apart, supported the floors. Those on the first level measured 16 by 20 inches in thickness, while the higher stories contained piers of 14 by 16 inches, 12 by 12 inches, and 6 by 6 inches, respectively. The piers were topped by wooden girders 11 feet long and 16 by 16 inches thick, which in turn held up joists 3 by 14 inches thick and running 12 feet in length. The flat wooden roof was covered

17. Case Report on Haslett Warehouse, p. 1.

18. Application for Building Permit, Brick Building, No. 9828. Copy on file in the library of the San Francisco Maritime Museum, San Francisco.

19. "The San Francisco Real Estate Board Property Parade," July 9, 1971, p. 1.

with tin, while cornices and coping were of brick. Inside, there were four stairways, each enclosed by wood partitions, and four elevators. Fire shutters were also of wood with tin surfacing.²⁰

The construction proceeded from 1907 to 1909, and the structure evidently went up in three contiguous sections, with the massive fire walls serving short term exterior functions during the building process. Estimated construction cost was \$200,000, although work to finish all three sections totaled \$262,497.²¹

D. Alterations

Numerous additions and modifications, mostly to the interior of the warehouse, occurred between 1908 and 1970. In May, 1908, a ventilator was erected at a cost of \$750. Ten years later a loading platform was attached facing the cannery which cost \$2,800. Alterations amounting to \$7,000 took place in 1930, and in 1953 part of the fourth floor was converted into an office area. This renovation by the Haslett Company involved the addition of an acoustic tile ceiling, an asphalt tile floor, walls of sheetrock, and partitions of wood and glass. Also added were fluorescent lighting, a gas furnace, and a women's toilet. Total costs were \$20,000.²²

Still further improvements by Haslett were made in 1955 and cost the company about \$25,000. These created 20 more office rooms, two additional toilets, and more sheetrock walls, acoustic ceilings, and asphalt tile floors. Additional fluorescent lights were installed, as was another gas furnace. Work completed in 1958 involved the remodeling of office floors, walls, and partitions and changes to the entrance doors at a cost of approximately \$9,000. Minor adjustments amounting to \$2,165 occurred in 1960, and the following year more sheetrock partitions were placed in the building, one wall was sandblasted, and the wood truss of the

20. Application for building permit.

21. Ibid.; Building Card for Block 10 Lot 2, in Office of the Assessor, San Francisco.

22. Ibid.

roof was fixed. Most of the 1961 work repaired damages caused by a fire that started on the fourth floor December 31, 1960.²³

As of April, 1959, the Haslett Warehouse contained two rooms on each of the first three stories and 38 on the fourth. By then the roof had been finished in tar and gravel and staircase fire escapes were located on the east and west sides. Twenty-four water fixtures comprised the main plumbing, along with six toilets. The overall condition of the building was pronounced "good" to "fair," and it was valued in 1962 at \$130,950. Floor space covered a total of 203,840 square feet.²⁴

After 1966, when the State of California leased the warehouse via Haslett to Abbott Western, the development firm renovated the upper two floors, making them into offices which now number 107. The plan was tastefully executed and incorporated much of the early brickwork, thus permitting the new decor to blend with the building's original character and design. Work to date has cost nearly \$2,000,000, and the offices have been subleased to tenants.²⁵

E. Occupation of the Warehouse

The California Fruit Cannery Association, later the California Packing Company, occupied the warehouse from the time of its construction until 1948. Founded in 1899, the organization evolved from a merger with the Fontana Company, the King-Morse Canning Company, and most other leading California canning firms of the time. William Thomas, who masterminded the consolidation, became the first president of the California Fruit Cannery Association.²⁶

23. Ibid.

24. Ibid. Value of the structure in 1933 was placed at \$78,100; in 1948, \$72,600; in 1954, \$98,000; in 1956, \$118,000; and in 1959, \$121,500. Ibid.

25. San Francisco Sunday Examiner & Chronicle, October 27, 1968. With the expiration of Abbott Western's original lease on the premises, and extension refused by the State of California, rent payments from the offices have gone to the State. As a consequence, Abbott Western has filed a \$10,000,000 suit against the State for misuse of public power.

26. Martin A. Meyer, Western Jewry: An Account of the Achievements of the Jews and Judaism in California (San Francisco: Emanu-el, 1916), p. 185; Bailey Millard, History of the San Francisco Bay Region (2 vols.; San Francisco: The American Historical Society, Inc., 1924), I, 135; II, 297.

In 1907, when work on the warehouse began, William Fries was president and Sanford L. Goldstein, formerly associated with the Fontana Company, was vice-president and treasurer.²⁷ Other officers in the Association were R. I. Bentley, general manager; M. J. Fontana, general superintendent; and Charles E. Carr, secretary.²⁸ By 1915, the California Fruit Canners Association, describing itself as "the largest packers of canned fruits and vegetables in the world," managed operations in 22 California locations ranging from Chico in the North to Santa Ana in the South and including plants in Fresno, Oakland, and Los Angeles. Products marketed carried the Del Monte label.²⁹ In 1916 the Association merged with three other concerns and became the California Packing Company.

From 1909 to 1936 the warehouse received canned goods prepared in the adjacent cannery building, which had been erected at the same time. Riverboats brought vegetables and fruits to San Francisco from Sacramento and other interior points and docked them at the wharf fronting the cannery. Here were preserved asparagus, tomatoes, pork and beans, peaches, pears, cherries, apricots, and plums for sale nationwide. The canned products were then shuttled across to the warehouse to await distribution.³⁰

In the mid-thirties labor and transportation problems determined a shift of the canning operation to East Bay, closer to the source of produce and inland transportation routes as well as to a rural, and thus cheaper, labor market. Between 1937 and 1948 the cannery became the North Branch Warehouse, sharing a storage function with its neighboring structure.³¹

During the tenure of the California Packing Company, the now-designated Haslett Warehouse served publisher William Randolph Hearst. In 1930 the stones of a disassembled European monastery were stored there, awaiting shipment to Hearst's San Simeon estate.

27. Meyer, Western Jewry, p. 185; Anonymous, Crocker-Langley San Francisco Directory, 1907, p. 356.

28. Ibid.

29. Anonymous, California Fruit Canners Association (San Francisco, 1915), pp. 1, 6, 33.

30. Anonymous, "Haslett Warehouse and The Cannery, 1907-09." Typed copy in files of Landmarks Preservation Advisory Board, City Planning Commission, San Francisco.

31. Ibid.

They were never delivered, however, and in 1943 were transferred to a storage facility near the Japanese Tea Garden in Golden Gate Park. The stored numbered pieces have since caught fire and deteriorated considerably. Presumably from lack of State reassembly funds, they have never been forwarded to San Simeon.³²

In 1948 the Warehouse Investment Company purchased the property and two years later leased it to the Haslett Company, a subordinate firm prominent in warehousing since 1878. As one of Haslett's chain of 16 storage units, the warehouse served as a public repository and in the 1950's became bonded with accounts assumed from the Seawall Warehouse. Stored merchandise included tires, automobiles, and sundry Chinese manufactures.³³

Following World War II the warehouse served as an interim mortuary, receiving many deceased Chinese slated for shipment to China, Hong Kong, and later Taiway for burial. Brokers detained the embalmed bodies until a full cargo could proceed to China, and doubtless large numbers were stored in the warehouse at various times up to at least 1960.³⁴

The Haslett Company continued occupancy after the State of California purchased the warehouse in 1963. After Haslett vacated the building in 1964 it remained virtually empty, the bottom floor affording workshop and storage space for the San Francisco Maritime State Historical Park. In 1966, however, Abbott Western leased the building through the Haslett people and began a renovation of the third and fourth floors. Today at "Wharfside" there are 107 office spaces housing several legal firms and such private businesses as the Buena Vista division of Walt Disney Productions and Warner Brothers Records. The first floor yet constitutes the chief maintenance facility for the State Historical Park, located at the pier across Hyde Street.

At least three fires, and probably more, have damaged the warehouse through the years. In the 1940's stored cotton bales caught fire along the Jefferson Street side and burned on all floors, although most destruction occurred on the fourth level.³⁵

32. Ibid.; Case Report on Haslett Warehouse, p. 1.

33. Ibid., pp. 1, 2.

34. Ibid., p. 2; San Francisco Chronicle, January 1, 1961.

35. Conversation with Donald Haslett, March 6, 1974, San Francisco.

On New Year's Eve, 1960, a three-alarm blaze broke out on the third floor and spread to the fourth. Although firemen contained it in a short time, the flames caused an estimated \$25,000 worth of destruction, to include a shipment of sugar and water damage to some rice and newsprint stored there. Two firemen were injured.³⁶ Again, in the spring of 1970, as construction proceeded to remodel the third and fourth floors, a fire erupted on the third level but was extinguished in a short time.³⁷

F. The Controversy

The debate centering on Haslett Warehouse dates from the conception in 1949 of San Francisco Maritime State Historical Park, a joint endeavor between the city and the State. Original plans envisioned a railroad museum in the Haslett building to complement the maritime attractions of the park. The \$2,000,000 park proposal won state support and funding in 1957, at which time the acquisition of Haslett Warehouse was approved.³⁸ Through the San Francisco Board of Supervisors the Chamber of Commerce approved the contemplated development, dubbed "Project X," but spurned the idea of expanding the park east of Hyde Street because the property, including that occupied by Haslett Warehouse, was worth approximately \$50,000 annually in city taxes. Inclusion, it was thought, would also harm the warehouse industry.³⁹

If acquired, the Haslett building was to be part of "one of San Francisco's finest tourist attractions," which would comprise "sailing ships, early ferries, horse-drawn cable cars, woodburning railroad engines and much else."⁴⁰ The proposed railroad museum attracted much community support; as early as 1949 the Railroad and

36. San Francisco Examiner, January 1, 1961; Location of Fires by Streets Ledger, San Francisco City and County Fire Department, San Francisco.

37. Conversation with Donald Haslett, March 6, 1974, San Francisco.

38. U. S. Senate, Subcommittee on National Parks and Recreation, Hearings, to Establish a National Recreation Area in San Francisco and Marin Counties, California, 92 Cong., 2 Sess., 1972, pp. 88-89. (Hereafter cited as Hearings, 1972.)

39. San Francisco Chronicle, January 16, 1957; Hearings, 1972, p. 89.

40. San Francisco Examiner, April 13, 1959.

Locomotive Historical Society had volunteered its collection of cars and engines to the project.⁴¹ The historic structure was viewed as the "keystone" of the entire park development, situated as it was adjacent to the Hyde Street Pier and the proposed Victorian park with its cable car terminus. Besides the rolling stock to be exhibited in the warehouse, the upper stories offered space for a 500-foot relief map of California as well as surviving dioramas of the 1939 World's Fair, whole storefronts, and other large memorabilia.⁴² As one newsman summarized it, "there is no alternate to the Haslett Warehouse in completing this State financed project for San Francisco. . . ."⁴³ While the project drew many adherents, some of the realities involved were difficult to accept. In 1959 Fire Captain George W. Ryst urged the City Planning Commission to consider the warehouse carefully. If used as a museum, he said, "it would have to be torn down and rebuilt." When Planning Director James R. McCarthy responded that \$400,000 had been programmed by the State for repairs, Ryst remarked that the building could not be remodeled.⁴⁴ On assurances by the State that existing inadequacies would be remedied, the Commission and the Board of Supervisors approved the plan for building.⁴⁵

Thus in time opposition sentiment reluctantly changed. Moreover, the Haslett Company wanted the warehouse condemned and purchased by the State in order to build a new facility in Oakland. The Chamber of Commerce finally yielded to allow for the warehouse's inclusion in the park development and in April, 1961, the State Public Works Board authorized the purchase. The State duly condemned the site in 1962 and bought it the following year with \$729,000 of tidelands oil royalties.⁴⁶

41. San Francisco News, December 26, 1949.

42. San Francisco Territorial News, December 17, 1959.

43. Ibid.

44. San Francisco Chronicle, June 26, 1959; San Francisco Examiner, June 26, 1959. There was also some concern that the floors were too weak to support the heavy locomotive exhibits. Conversation with San Francisco Maritime State Historical Park Area Manager Harrison J. Dring, March 5, 1974, San Francisco.

45. City Planning Commission Resolution No. 5146, September 12, 1959; San Francisco Chronicle, December 15, 1959.

46. Hearings, 1972, pp. 89-90; San Francisco Chronicle, April 25, 1961; San Francisco Chronicle, November 1, 1962.

Victorian Park, of which the warehouse would be a cornerstone, opened October 16, 1962.⁴⁷ The State Department of Parks and Recreation secured a forty year lease from the San Francisco Port Authority for a portion of the Hyde Street Pier which would be rehabilitated to berth historic sea vessels.⁴⁸ Plans to develop the railroad museum, however, went awry, despite the enthusiasm generated by its promoters. To accommodate the locomotive displays, refurbishment designs called for completely removing the second floor. A fireproof concrete ceiling would be added, as would a spectator gallery around three sides of the interior. Prospective renovation also included new entrances on both the Jefferson and Hyde Street sides.⁴⁹ But these plans never made headway. Compounding the situation was the fact that three agencies were involved in maneuvers and counter-maneuvers: the Maritime Museum, the private city-funded organization whose director had initially conceived the park scheme; the City of San Francisco, which expected to benefit materially from the project; and the State of California, which financed most of the operation.⁵⁰ Debate as to who would do what, and when, and to whose detriment, flourished for several years. By 1966 it was determined that it would take \$1,500,000 to completely rehabilitate the warehouse for its intended purposes,⁵¹ but since no funds had been allocated to implement its conversion at the time of purchase, the building remained idle. The whole program foundered from "a lack of single direction."⁵²

In the meantime, Abbott Western acquired a five year lease and began remodeling the two upper stories into office spaces which were ultimately sublet. Open house for the nearly finished

47. San Francisco Chronicle, October 17, 1962.

48. Hearings, 1972, p. 90.

49. The Bakersfield Californian, February 11, 1961.

50. San Francisco Sunday Examiner and Chronicle, May 8, 1966.

51. Ibid.

52. Hearings, 1972, p. 90.

"Wharfside" project took place in April, 1968.⁵³ Almost simultaneously San Francisco Mayor Joseph L. Alioto presented a plan by which the city might assume jurisdiction over the park and port area. In that event, the Maritime Museum might operate the Hyde Street Pier and the contemplated transportation museum.⁵⁴ But these hopes dimmed with the announcement in May, 1968, that the train exhibit scheduled for Haslett Warehouse would go instead to a proposed Sacramento state park. Karl Kortum, director of the Maritime Museum, and the leading proponent in the initial park program, termed the decision "despicable." "It's a dirty trick," he said, "that the Parks and Recreation Department would be dickering for this collection behind our backs."⁵⁵ In view of the Abbott development, he added, "questions should be asked why the official state policy turned from making the entire building into a museum, for which it was bought with San Francisco's fair share of state park funds, to making it into a commercial enterprise."⁵⁶ For all practical purposes, it appeared, the transportation museum element of the project would not survive.

California State Senator George Moscone, a San Francisco Democrat, reacted angrily to what he called "a great train robbery."⁵⁷ He demanded an immediate explanation from the State Department of Parks and Recreation. Assemblyman Willie Brown deplored what "seems to be an obvious effort to subvert the intent of the /state/ Legislature."⁵⁸ On Monday, May 6, 1968, the San Francisco legislative delegation unanimously agreed to counter with an effort to defeat an item in Governor Ronald Reagan's budget providing facilities for the collection in Sacramento.⁵⁹ Moscone suspected collusion between Abbott Western and William Penn Mott, who headed the Department of Parks and Recreation. "There are obviously many discrepancies here,"

53. "Wharfside Open House" brochure, in files of the San Francisco Maritime Museum, San Francisco.

54. San Francisco Chronicle, April 30, 1968.

55. San Francisco Chronicle, May 5, 1968.

56. Ibid.

57. San Francisco Chronicle, May 6, 1968.

58. San Francisco Examiner, May 6, 1968.

59. San Francisco Chronicle, May 7, 1968.

reported Moscone.

Few business firms would invest \$1.5 million dollars and hire high-priced architects to design further expansions without definite assurance of a long term lease. The Public Resources Code forbids the leasing of State Parks to private individuals and the Haslett Warehouse site is part of San Francisco's State Park. Consequently, we are at a loss to see how Abbott-Western or any other private individual might come into the area.⁶⁰

Mott readily acknowledged receipt of Abbott Western's layout designs for the building,⁶¹ and Moscone pressed for an investigation of the affair. Robert Abbott explained the development of the warehouse as a "joint venture" between his firm and the Haslett Company, which still held a lease. Arguing that renovation of the structure for a museum would cost the State upwards of \$6,000,000, Abbott explained that the taxes garnered from "Wharfside" would contribute \$120,000 in state sales and property taxes, as well as \$100,000 a year in rental fees.⁶² Nevertheless, the envisioned public use of the property seemingly succumbed to private interests motivated primarily by profit considerations. Abbott bolstered his defense by citing documents of the City Planning Department which suggested "retail restaurant and maritime uses" for the waterfront area.⁶³ Furthermore, said Abbott, he expected an extension on his lease in order to realize profit from his investment: "We must have a long term lease to make any money on this venture."⁶⁴ Yet Director Mott still contended that the building would ultimately house the public museum. And to confuse matters more, the Locomotive and Railroad Historical Society suggested that some tangible decision on the Haslett building might yet divert the rolling stock from its Sacramento destination.⁶⁵

60. The (Trona, California) Argonaut, May 15, 1968.

61. Ibid.

62. The tax figures were based on a projected \$17,000,000 annual income in retail sales. San Francisco Chronicle, May 7, 1968; San Francisco Chronicle, May 8, 1968.

63. Ibid.

64. San Francisco Examiner, May 7, 1968.

65. Ibid.

The controversy grew more heated when Abbott stated that he had received an implied indication from the State that the museum would not be built. Mott denied the statement and indicated instead that the offices constructed by Abbott would have to be vacated on expiration of the lease in 1971.⁶⁶ The need for some clarification was obvious. As one Examiner reader declared, "It just doesn't smell good and it has nothing to do with the odors from the bay nearby."⁶⁷

Still other factors clouded the disposition of Haslett Warehouse. The Railroad and Locomotive Historical Society now began to hedge on its earlier qualification. Said a director: "All the commercial ventures are really ruining the area for anything but a commercial sideshow." "I don't think the promoters would let anyone put in a serious museum," he added, "but if it were a fun ride, it would be welcome."⁶⁸ The statement indirectly supported Abbott's conviction that the railroad museum was scuttled. The State's only recourse, he believed, was to take bids on the property, which would allow him to obtain the warehouse.⁶⁹ Director Mott, in explaining the situation before the State Parks and Recreation Commission, blamed the loss of the railroad museum on San Francisco's prolonged civic indifference and said that Abbott's "lease" constituted no more than a letter of intent from Charles DeTurk, Mott's deceased predecessor, in 1966.⁷⁰ Suspicions were now focussed on the lease and why Abbott's firm invested so much money in the building if it was to expire in 1971, unless some unknown arrangements for extension had been made.⁷¹

Almost immediately efforts began to regain the railroad museum and the lost train collection. The San Francisco State Assembly and Senate delegations pledged themselves to that end. Major Alioto promised his "immediate attention" to the matter and

66. San Francisco Chronicle, May 8, 1968.

67. May 8, 1968.

68. San Francisco Examiner, May 9, 1968.

69. San Francisco Examiner, May 10, 1968.

70. Ibid.

71. San Francisco Chronicle, May 11, 1968.

San Francisco schoolchildren launched a letter writing campaign expressing their urgent wishes to city newspapers that the museum be completed.⁷² Alioto still hoped to obtain local control over the entire park development and in July named a six-man committee to work towards its transfer from the State to the city. While the mayor still believed the Haslett building could be "the Nation's outstanding transportation museum,"⁷³ his zeal was dampened when the railroad society finally decided to send its train collection to Sacramento. As a consolation, the society's cable car collection would remain in San Francisco.⁷⁴

Abbott Western offered another sedative by announcing its conception of a "San Francisco Golden Era Museum" in the first floor of Haslett Warehouse, obviously an attempt to still the clamor and win a long term lease on the structure.⁷⁵ The museum would comprise a part of the second phase of Abbott's plan, which included developing the lower stories into a complex of boutique shops set in an early San Francisco design.⁷⁶ The Golden Era Museum was never put in the first floor, but today occupies space in Abbott's fourth floor office.

In December, 1968, the mayor's select committee met with state officials and presented its proposals to bring the park under city management. It asked that the rights and title to Haslett Warehouse be transferred to San Francisco and that income derived from the building be applied to maintain the park for three years and thereafter the State phase out its operating deficit.⁷⁷ On March 14, 1969, the State Parks Commission voted

72. San Francisco Chronicle, May 17, 1968; San Francisco Chronicle, May 23, 1968; San Francisco Examiner, May 13, 1968.

73. San Francisco Chronicle, July 23, 1968; San Francisco Examiner, July 30, 1968.

74. Ibid.

75. The Argonaut, August 10, 1968. The "Golden Era" museum promoters placed an advertisement in the California Historical Society Quarterly, XLVII (September 1968), which read in part: "Upon completion, the Museum will be turned over by the founders to a non-profit corporation to operate. Chartered as the San Francisco Golden Era Museum Association, the operation will be guided by a Board of Trustees comprised of leaders from the City's business and cultural community who will have sole jurisdiction over its affairs."

76. San Francisco Examiner, August 23, 1968; The Argonaut, February 21, 1969.

77. San Francisco Chronicle, December 18, 1968.

to approve the transfer despite Abbott's charge of bad faith.⁷⁸ But then the San Francisco Board of Supervisors stalled the matter pending a report from the director of property to determine the economic feasibility of such a transfer, as well as the consequences of the city's competing with the private Ghirardelli Square and Cannery interests to the detriment of city taxpayers.⁷⁹ City Property Director Wallace Wortman filed his report November 21, 1969. It would, he said, cost the city \$206,000 a year to administer the park, including Haslett Warehouse. Although San Francisco might realize \$119,000 per year from lease of the warehouse, this would have to subsidize calculated losses of \$325,000 for the Hyde Street Pier, its historic ships, and Victorian Park. Moreover, the entire building would have to meet anti-earthquake requisites of the San Francisco building code, and this cost Wortman estimated at \$800,000.⁸⁰ "Speaking as a businessman, not as a public official," warned Chief Administrative Officer Thomas J. Mellon, "I'm inclined to shy away from such an investment."⁸¹

State Senator Moscone, calling the assessment figures "pure rot and nonsense," ascribed them to "greedy, private interests" who were trying to thwart the whole historical complex. "The figures prepared by /city/ government officials, with the assistance of downtown interests and the tenant /Robert Abbott/ himself, must be suspect to even the most politically naive." Moscone branded as "shortsightedness" the action of the Board of Supervisors which threatened to "cost the city one of the truly great pieces of San Francisco's blossoming waterfront."⁸² Counteracting the belief that the city would incur heavy debt from the warehouse, A. W. Gatov, president of the Maritime Museum Association, pointedly guaranteed that "the city will not lose a nickel if it accepts the State's gift offer."⁸³ At its meeting December 12, 1969, the Association reiterated its goal of acquiring, via the

78. San Francisco Chronicle, March 15, 1969.

79. San Francisco Chronicle, June 14, 1969; San Francisco Examiner, June 28, 1969.

80. San Francisco Chronicle, November 21, 1969; San Francisco Progress, November 28, 1969.

81. Ibid.

82. San Francisco Chronicle, December 11, 1969.

83. San Francisco Chronicle, December 12, 1969.

city, the Haslett Warerouse for a transportation museum.⁸⁴ The issue now had become economic; Mayor Alioto still favored his original goal, but only with assurances that the city would lose no money. Private entrepreneurs, he thought, might better prevent an anticipated deficit for the city. He consequently recommended that San Francisco accept bids from private developers.⁸⁵

Tempered by the mayor's suggestion, the Board of Supervisors' State and National Affairs Committee drafted a resolution advocating acceptance of the park lands only after "economically sound proposals for the development of the properties . . . will guarantee that no economic loss to the city will occur as a result of /the/ transfer."⁸⁶ Furthermore, Abbott Western should have the first opportunity to extend its lease and thereby finish its development.⁸⁷ The resolution, however, called upon potential developers to underwrite the deficit of the Hyde Street Pier, something Robert Abbott refused to do. If the resolution passed the Board of Supervisors, Abbott implied, he would take legal action to protect his investment.⁸⁸

On December 22, 1969, the San Francisco Board of Supervisors voted to tentatively accept the State's offer, providing prospective developers could guarantee against economic loss to the city. The resolution that passed differed in context from its earlier form. It included no reference to the Abbott interests or any other specific concern; it also established a deadline of June 30, 1971, for a decision on who would lease and develop Haslett Warehouse and the Hyde Street Pier, which in turn would determine the city's final acceptance of the property.⁸⁹ State Parks Director

84. San Francisco Examiner, December 13, 1969.

85. San Francisco Chronicle, December 16, 1969.

86. San Francisco Chronicle, December 17, 1969.

87. Ibid.

88. San Francisco Progress, December 19, 1969.

89. "Recommendation of State and National Affairs Committee," File No. 306-68-1, in files of San Francisco Maritime Museum, San Francisco. San Francisco Chronicle, December 23, 1969. Columnist Dick Nolan termed the board's recommendation "maladroit extortion"

Mott wanted an answer before that so that his department might have time to reconcile problems with the Abbott firm, whose lease would expire on that date.⁹⁰ But the city decided to adhere to its own timetable. Meanwhile, the Maritime Museum Association proceeded with plans looking to its anticipated management of San Francisco Maritime State Historical Park.⁹¹

Members of the Board of Supervisors awaited final approval of the transaction by the State Legislature before revising their scheduled decision date, however.⁹² The Board won little support from other city offices. The Chamber of Commerce resisted the acquisition of Haslett Warehouse because it believed income from private development would not remedy the deficit operation of the Hyde Street Pier. To accept the warehouse from the State, said a spokesman, would "saddle the City with a loser."⁹³ The Chamber petitioned the Board of Supervisors to rescind its tentative acceptance.⁹⁴

Leading the pro-transfer forces in the State Legislature was Senator Moscone. His bill, which would give title to the warehouse to the city, specified reimbursing the State for capital costs should the public building come into private control. "I'm not interested in working for a bill to make the city a real estate

brought on by the pressure tactics of Chronicle editor Scott Newhall, A. W. Gatov, and Assistant Maritime Director David Nelson on members of the board. San Francisco Examiner, December 24, 1969. Another view is that the board was influenced by the success of private enterprise in the Ghirardelli Square and The Cannery complexes; "a city operation is not likely to succeed where the state has already failed. Perhaps . . . private enterprise can find a way." San Francisco Examiner, December 26, 1969.

90. San Francisco Examiner, February 27, 1970.

91. San Francisco Examiner, February 14, 1970.

92. San Francisco Chronicle, February 28, 1970.

93. San Francisco Examiner, March 18, 1970.

94. News and Views, July, 1970, p. 4.

worker," he said.⁹⁵ Governor Reagan approved the legislation on September 20, 1970 but Director Mott imposed yet another obstacle by disapproving city plans to operate the park, and the Haslett building, through a private concessioner. This, he said, would give the State only remote control. In addition, he requested a decision from the city by October 1, 1970. The Board of Supervisors was unprepared, for proposals from private developers had been solicited only after the bill had received the Governor's signature. The search had just begun and the Mott demand left little time.⁹⁶ City Property Director Wortman sought legal opinions clarifying the issue. City efforts to obtain private proposals continued.⁹⁷

The imbroglio engendered by conflicting interests finally toppled plans for Haslett Warehouse. On May 14, 1971, the State Parks and Recreation Commission voted to declare the structure "surplus property" and, with legislative sanction, to allow it to be administered by the State General Services Department which might dispose of it by sale or lease. The city-State conflict had run its course; as terms of transfer had never been accomplished, the Commission decided to unload Haslett Warehouse elsewhere.⁹⁸ State Senator Moscone blasted the move as a "breach of faith" by Mott and "a low and contentious blow" to those who had worked so long towards realization of the project.⁹⁹ To make matters worse, the Board of Supervisors had by this point found a potential backer.¹⁰⁰

Senator Moscone now introduced a new bill seeking to permit San Francisco more time to decide on the property. Robert Abbott, whose lease would expire the end of June, opened negotiations with the General Services Department, which had already notified his tenants that the State of California would receive their rental

95. San Francisco Chronicle, August 15, 1970.

96. San Francisco Examiner, September 30, 1970.

97. San Francisco Examiner, October 7, 1970.

98. San Francisco Chronicle, May 15, 1971.

99. Ibid.

100. Ibid.

payments beginning in July.¹⁰¹ Abbott and the Chamber of Commerce favored resisting Moscone's bill and supporting another that would allow General Services to sell the building to private interests.¹⁰² Still trying to insure the survival of its dream, the Maritime Museum, in conjunction with the Wrather Corporation, a Beverly Hills investment company, outlined plans before the Board of Supervisors for a \$26,500,000 waterfront development.

Finally, on June 30, 1971, the State withdrew its offer to transfer Haslett Warehouse to San Francisco. On the same day Robert Abbott's lease expired, and he and the Haslett Company filed a suit in the City Superior Court seeking a three-year lease, as allegedly contained in the 1966 agreement, "negotiations in 'good faith' for a long term lease, and a temporary restraining order enjoining the state from interfering with their 'peaceful enjoyment' of the warehouse."¹⁰³ The following day the State of California countersued, calling on Abbott Western and the Haslett interests to vacate the building or pay \$700 per day to remain.¹⁰⁴ On July 20 Superior Court Judge Lawrence S. Mana denied Abbott Western and Haslett an injunction and threw out the case, permitting the plaintiffs time, however, to amend their complaint with a specific "cause of action."¹⁰⁵

Ultimately, the court ruled in favor of the State and Governor Reagan vetoed the Moscone bill for extension. Abbott Western continued pressing its own modified suit for either a long term lease or damages to compensate its investment in the structure. Through the California Historical Society, the Maritime Museum still fought

101. San Francisco Examiner, June 3, 1971. Abbott's worthy restoration of the upper part of the building won plaudits from the California Heritage Council "as an outstanding example of preservation. . . ." San Francisco Chronicle, June 29, 1970. And the City Board of Supervisors commended Abbott for his efforts to "protect, preserve and promote" San Francisco's architectural heritage. San Francisco Progress, April 28, 1971.

102. San Francisco Chronicle, June 12, 1971.

103. San Francisco Examiner, July 1, 1971.

104. San Francisco Examiner, July 2, 1971.

105. San Francisco Examiner, July 21, 1971.

to acquire at least a part of the warehouse. The State meantime prepared to offer new leases to "Wharfside" tenants in January, 1972.¹⁰⁶

At this juncture the federal government entered the scene. In 1971 Congressman Phillip Burton (D-Calif.) authored a bill favoring the establishment of a National Recreation Area in San Francisco and San Marin Counties, California. House Resolution 9498 of the first session, ninety-second Congress, included provisions "to accept the donation by the State of California of any park or recreation lands /including, of course, San Francisco Maritime State Historical Park/ immediately adjacent to the /proposed/ recreation area, if such donation is made without charge to the United States."¹⁰⁷ Hearings followed in August, 1971, at San Francisco, at which time representatives of the California Historical Society and the Maritime Museum Association lobbied for federal acknowledgment of their designs for Haslett Warehouse.¹⁰⁸ Passage of the bill to include the structure would seemingly rectify elements of the debate over it. As Assistant Director of the Maritime Museum Association David Nelson interpreted it, the legislation, if enacted,

will provide the State, the City and County, and those private and semi-private organizations involved, the great opportunity to choose whether sponsorship --

106. San Francisco Examiner, November 22, 1971. The California Historical Society released a multi-page statement describing its intentions for the warehouse. Justifying its interest, the society concluded "that the State must either resell the building or dispose of its use in some fashion compatible with the original public purposes of the condemnation." Anonymous, The California Historical Society & the Haslett Warehouse Building (San Francisco, 1971), p. 1.

107. Hearings, 1972, p. 3. Early drafts of the bill apparently contained specific reference to Haslett Warehouse in this regard which were omitted from the final draft of the document. Conversation with William Thomas, former administrative aide to Congressman Burton, March 7, 1974, San Francisco. A similar bill was presented by California Congressman William S. Mailliard. Hearings, 1972, pp. 6-8.

108. Ibid., pp. 64-65, 89-90.

subsidy if you will -- of the great maritime park which has been building for over two decades, by the Federal government, is or is not a wise choice.¹⁰⁹

A form of the original bill was included in President Richard Nixon's environmental message of February 8, 1972. Legislation creating Golden Gate National Recreation Area passed Congress the following October 27.¹¹⁰ The Haslett Warehouse, however, was excluded from the boundaries. As viewed by the National Park Service, the warehouse, if acquired, "would become not only a part of a maritime history complex but would offer a single source of recreation information and a focal point for the varied historical resources of the Bay Area."¹¹¹ If the building will indeed function as an interpretive liaison with the public, the bounds of the recreation area must be redesignated to facilitate its incorporation. In the meantime, the State of California, after determining from private developers that remodeling would constitute an unfeasible investment, considers the warehouse surplus property and has indicated its ultimate intention to sell it as auction.¹¹² The San Francisco Landmarks Preservation Advisory Board recently won approval from the City Planning Commission to classify Haslett Warehouse as a landmark possessing "special character and special historical, architectural and aesthetic interest and value."¹¹³ The Board of Supervisors ratified the measure and Mayor Alioto signed it January 4, 1974.¹¹⁴

109. Ibid., p. 88.

110. Preliminary working draft of Master Plan entitled "Golden Gate National Recreation Area," prepared by the National Park Service, Denver, Colorado, 1973, pp. 5-6.

111. Ibid., p. 77.

112. San Francisco Examiner, April 18, 1973.

113. San Francisco City Planning Commission Resolution No. 7075, September 20, 1973. Copy in files of the Landmarks Preservation Advisory Board, Department of City Planning, San Francisco.

114. San Francisco Board of Supervisors Ordinance No. 11-74 (File no. 90-73-7).

G. Conclusion

If the prime factor determining the acceptance or rejection of Haslett Warehouse by the National Park Service is to be the building's historical significance, the question should receive substantive deliberation. Haslett Warehouse cannot claim major historical significance because of momentous events which occurred there.¹¹⁵ However, it is a vivid reminder of San Francisco's maritime heritage and it is one of the few surviving structures of the early post-earthquake period on the famous waterfront. Thus, the history of Haslett Warehouse as a factor in the City's unique maritime history, coupled with its interesting contemporary architectural features, comprise its value for preservation purposes.

In recent years the warehouse has acquired a dubious fame: the building has become a political battleground. In terms of San Francisco's municipal past, Haslett Warehouse looms large against a backdrop of political infighting and public and private machinations. The controversy generated on all fronts by stilted hopes and renewed dreams furnishes a lesson in civic, state, and private indecision and irresponsibility. In retrospect, those with vested interests, either financial or idealistic, have by their singular conflicting commitments to the Haslett Warehouse over the past two decades unwittingly contributed to an added element of historic significance!

115. A 1908 photograph of the "Great White Fleet" entering San Francisco Bay shows the warehouse during a stage of its completion. Photographic files of the San Francisco Maritime Museum, San Francisco.

III. PHYSICAL CONDITIONS

A. Background

The design features of the Haslett Warehouse are aptly described in Section II, C, and subsequent alterations under Section II, D. No major modifications have been made to the structural features of the building over the years. Minor alteration projects have served to improve only limited portions of the building. Consequently, the warehouse does not meet current fire and life codes or seismic code for San Francisco. This is documented in studies and investigations conducted by the Department of General Services and the State Fire Marshal, State of California.¹¹⁶, ¹¹⁷, ¹¹⁸, ¹¹⁹, ¹²⁰ The January 19, 1971 report¹²¹ updated and expanded previous reports, including the January 11, 1971 report from the Fire Marshal.¹²²

116. Report to Charles E. Dixon, Director, Department of General Services, 915 Capitol Mall, Sacramento, California, Reference SF 553 SF., Subject: Haslett Warehouse - Wharfside, Fire and Life Survey, by Senior Deputy Clausen and Deputy Schierenberg of the State Fire Marshal's Office, January 11, 1971.

117. Comparative Explanation of 116, to Charles E. Dixon, Director, with recommendations should the facility come within the jurisdiction of the City and County of San Francisco, by Ormond B. Stull, Fire Prevention Engineer for Albert E. Hole, State Fire Marshal, March 3, 1971.

118. Memorandum to E. F. Zancai, Supervising Structural Engineer, Office of Architecture and Construction, Department of General Services, Sacramento, California, Reference/File No. SF 553 SF, Subject: Haslett Warehouse - proposed automatic sprinkler system as alternative to various items of 116 and 117, by Harvey to Clausen, Associate Fire Prevention Engineer, February 2, 1973

119. Memorandum to Robert F. Cooper, Supervising Land Agent, Dept. of General Services, Sacramento, California, File No. WO GS02 278R, Subject: Discussion of alternatives and recommendations for rehabilitating the Haslett Warehouse, including preliminary estimate, from E. F. Zancai, Supervisory Structural Engineer, Office of Architecture and Construction, Dept. of General Services, February 13, 1973.

120. Structural and Safety Study Report - Haslett Warehouse, Dept. of General Services, by Stricker, Zancai, Grant, Roche; Wright and Pistoresi. Work Order No. GS09 236 R, January 19, 1971

121. Ibid.; Structural and Safety Study Report - Haslett Warehouse, Dept. of General Services, January 19, 1971.

122. Ibid.; Report of State Fire Marshal's Office, January 11, 1971.

Mr. Herbert Wendt, Senior Structural Engineer, Denver Service Center, conducted a preliminary reconnaissance of the structural condition in February 1974.

Under the 1969 edition of the San Francisco Building Code, (Riley Act) as interpreted by State authorities, it appears that if occupancy remains unchanged and structural alterations do not involve more than 30% of the floors of the building, the building operation is not in conflict with the San Francisco Building Code.¹²³ Also, the Riley Act would apply only to vintage type buildings where extensive modification is not anticipated.¹²⁴ Consequently, current code requirements pertain to vintage type buildings where extensive modification is planned.¹²⁵

The City and County Fire and Life Safety Codes are applicable without qualifications.

Requirements of Title 24 of the California Administrative Code and the latest edition of the San Francisco Building Code offer adequate earthquake protection.¹²⁶

123. Ibid.; Memorandum from Supervising Structural Engineer, Dept. of General Services, February 13, 1973.

124. Ibid.; Structural and Safety Study Report - Haslett Warehouse, Dept. of General Services, January 19, 1971.

125. Ibid.; Structural and Safety Study Report - Haslett Warehouse, Dept. of General Services, January 19, 1971

126. Ibid.; Memorandum from Supervising Structural Engineer, Dept. of General Services, February 13, 1973.

B. Investigations and Reports

1. Conclusions: The Department of General Services, Office of Architecture and Construction's recommendations of February 13, 1973¹²⁷ were predicated on accomplishing any rehabilitation of the warehouse by financing from rental income of \$20,000 per month - a limiting feature - with day-labor forces.

The above report states "The structure offers very little if any resistance to seismic forces, and in the event of an earthquake would be a real hazard to life."¹²⁸ Any rehabilitation of the building should conform with current State and City codes if under State ownership and would be mandatory under new private ownership.¹²⁹

Stricker, et al¹³⁰ reached the following conclusions after evaluating the building:

- a. Magnitude of modifications planned demands compliance with current code lateral force requirements.
- b. Brick walls appear sound but no visible or recorded evidence of steel reinforcement within the walls.
- c. No visible evidence of distress that could be attributed to the foundation system.
- d. The vertical load carrying capacity is more than adequate; the present lateral load resistance is grossly deficient.

127. Ibid.; Memorandum from Supervising Structural Engineer, Dept. of General Services, February 13, 1973.

128. Ibid.; Memorandum from Supervising Structural Engineer, Dept. of General Services, February 13, 1973.

129. Ibid.; Memorandum from Supervising Structural Engineer, Dept. of General Services, February 13, 1973.

130. Ibid.; Structural and Safety Study Report - Haslett Warehouse, Dept. of General Services, January 19, 1971

The building is deficient in complying with Fire and Life Codes on structural fire resistiveness, non-rated corridors, exits, stairways, shafts and heating systems, according to the State Fire Marshal.¹³¹ This report was modified in certain categories by the Fire Marshal's report of February 2, 1973, where an automatic fire sprinkler system as an alternate was considered for eliminating a number of the more serious deficiencies in the building. The electrical and heating systems have not been fully inspected and no reports made regarding compliance with applicable codes.¹³²

The Structural and Safety Study Report¹³³ page 1, gives the following conclusion: "The building in its present state does not meet minimum code requirements for lateral force resistance and for fire and life safety."

Mr. Wendt's findings corroborate the conclusions of the above reports. Also to provide greater spacing between columns would require a soil investigation study, a complete structural design and construction of a totally new interior using the existing masonry walls as facade.

Except for Mr. Wendt's and the Railroad Museum study for the Maritime Museum¹³⁴ the reports did not consider new column spacing to achieve a more open and flexible floor plan.

The renovations made by Abbot Western to the third and fourth floors apparently did little or nothing toward meeting Fire and Life and Seismic Codes. For the purpose of this report, the improved floors are considered the same as the remaining unimproved sections of the building.

The Dept. of General Services, Office of Architecture and Construction recommendations on the structural rehabilitation were two-fold:

131. Ibid.; Report of the State Fire Marshall's Office, January 11, 1971.

132. Ibid.; Memorandum by Associate Prevention Engineer, February 2, 1973.

133. Structural and Safety Study Report - Haslett Warehouse, Dept. of General Services, January 19, 1971.

134. Letter to Mr. Douglas Cornell, Chief Planner, Golden Gate NRA, Subject: Comments on study made for conversion of Haslett Warehouse to a railroad museum, from Karl Kortum, Director, San Francisco Maritime Museum, November 8, 1973.

a. If the State intends to keep and operate the building for the foreseeable future, the structure be rehabilitated to comply with Title 24 of the California Administrative Code and the San Francisco Building Code, or

b. If the intent of the State is to divest itself of this property, then it would appear illogical to spend any more money than necessary.¹³⁵

To achieve compliance with lateral force code requirements, 10" of the brick could be removed and replaced with similar thickness of reinforced concrete or gunite in the exterior walls. The interior walls and footings would be replaced.

The State Fire Marshal recommended in his February 2, 1973 report that the installation of the automatic sprinkler system be given first consideration followed by correction of the remaining items in this and previous reports. The later items dealt primarily with securing an integral structure by providing longer fire-rated construction for interior and exterior openings, corridors, shafts, and fire walls. The furnace units also must be enclosed with fire-resistive materials, duct penetrations provided with protective fire dampers, etc.

The electrical and heating systems should be completely inspected.

The consensus of all reports is that the building must be brought to code for any sort of public use. This entails very major structural modifications, installation of an automatic fire sprinkler system, and meeting other fire and life code requirements, rewiring, new plumbing and heating systems, roof system - in fact, any use other than warehousing will result in TOTAL REHABILITATION with very minimal salvage for the portion of the building involved. This can be considered either a disadvantage or an opportunity, depending on the availability of resources and commitments to a long-range development plan.

The portions of the warehouse developed by Abbot Western and other structures recently renovated for commercial use in the area demonstrate the public's acceptance for retaining old buildings.

IV. SPACE UTILIZATION AND COSTS

A. Possible Configurations

For preliminary investigation purposes, three basic architectural configurations are considered for Haslett Warehouse:

1. Development of a major museum complex which would require multi-story spaces in portions of the structure. (Plan developed by San Francisco Maritime Museum)*with west and middle sections having two floors plus mezzanine and east section having four floors).
2. Development of a museum and office space and two small theaters. Some open spaces two stories high would be required. A dual 300 seat auditorium on the second and third floors, museum, visitor complex, office space and other light load uses is considered.
3. Renovation within the existing four-floor configuration. Revised column spacing with light loading use such as office space.

These configurations are intended to be general, yet they contain the basic options for providing any combination of space utilization desired.

TABLE I

Conversion of Cost Estimates to April 1974

Factor: Assume increase in construction costs at 7%/year prior to January 1971 and $1\frac{1}{2}\%$ /month since January 1971. Use Compound Amount Factor (Caf₁)

Reference Date/Alternate	(119) Alt. IV 2/22/73	(121) 1/19/71	(119) Alt. III 2/22/73	(120) (6) 1962
Structural	\$1,081,000	\$800,000	\$1,081,000	\$640,000*
Fire Code	<u>1,229,000</u>	<u>300,000</u>	<u>566,000</u>	<u>x 1.33</u>
Caf ₁	<u>\$2,310,000</u>	<u>\$1,100,000</u>	<u>\$1,647,000</u>	<u>\$853,120</u>
	<u>x 1.232</u>	<u>x 1.787</u>	<u>x 1.232</u>	<u>1.945</u>
				1,659,000
				<u>x 1.232</u>
Est. 4/74 Cots	\$2,845,900	\$1,965,700	\$2,029,100	\$2,043,900

*for 2/3 of the structure.

B. Cost Estimates

Alternate IV achieves full conformance to San Francisco's code and Title 24 of the State. The other presentations stop short by varying degrees from achieving complete and optimum conformance with the structural and fire codes, hence the lesser cost. Alternate IV (Col. 1) is used for Configurations 2 and 3. Col. 4 is used for estimating Configuration 1.

To the above estimates must be added costs for adapting and rehabilitating the structure to whatever use is considered. This cost, without furnishings and equipment, covers heating, ventilation, electrical, plumbing, basic wall and roof work, etc. A general range of \$30.00 to \$40.00 per square foot is used for estimating at this preliminary stage. The third and fourth floors were renovated at a cost of approximately \$20.00 per square foot several years ago. Costs have escalated and the amount of work involved would be greater, thus the range in cost per square foot.

1. <u>Architectural Configuration #1</u>	<u>\$30.00/sq.ft</u>	<u>\$40.00/sq.ft.</u>
1st and 2nd floors - 100,000 sq.ft.	\$3,000,000	\$4,000,000
3rd and 4th floors (east section) 33,400 sq.ft.	1,002,000	1,336,000
Mezzanine - 25' x 276' = 6,900 sq.ft.	207,000	276,000
Structural and Fire Code	2,043,900	2,043,900
Sub-total	\$6,252,900	\$7,655,900
Contingencies - 10%	625,300	766,000
Range	\$6,878,200	\$8,421,900
Total cost per square foot	\$51.56	\$63.13
2. <u>Architectural Configuration #2</u>	<u>\$30.00/sq.ft</u>	<u>\$40.00/sq.ft.</u>
1st and 4th floors - 100,000 sq.ft.	\$3,000,000	\$4,000,000
2nd and 3rd floors - 80,000 sq. ft.	2,400,000	3,200,000
Auditorium/theater - 10,000 sq. ft. @ \$75/sf	750,000	850,000
Structural and fire code	2,845,900	2,845,900
Sub-total	\$8,995,900	\$10,895,900
Contingencies - 10%	899,600	1,089,600
Range	\$9,895,500	\$11,985,500
Unit cost per square foot	\$52.08	\$63.08
3. <u>Architectural Configuration #3</u>	<u>\$30.00/sq.ft.</u>	<u>\$40.00/sq.ft.</u>
Four floors - 200,000 sq.ft.	\$6,000,000	\$8,000,000
Structural and fire code	2,845,900	2,845,900
Sub-total	\$8,845,900	\$10,845,900
Contingencies - 10%	884,600	1,084,600
Range	\$9,730,500	\$11,930,500
Unit cost per square foot	\$48.65	\$59.65

Planning, design and construction supervision costs, including overhead, will add an additional 46 percent to the above estimated costs.

C. Conclusion

The cost estimate range derived for each architectural configuration is a preliminary one and should be considered as being within 15% to 20% accurate based on April 1974 costs. Any future programming should account for anticipated project cost changes through to the award phase of the work.

The unit costs are within range of new construction costs on a per square foot basis but this may be misleading due to the enormous area (up to 200,000 square feet) involved. The cost of property was not considered a factor. Determining the optimum functional use(s) for the building has not been considered - only a range of options with a range of costs.

V. COMPARISON WITH A MAJOR VISITOR CENTER

A. Visitor Center Requirements

The Independence National Historical Park Visitor Center can be used in visualizing space requirements versus Haslett Warehouse for a major visitor contact point in the heart of a metropolitan area. The center anticipated upwards of 10,000 people visiting the center on a peak day.

The Independence Visitor Center was designed to accommodate a visitor flow of 1500 people per hour through a dual 300 seat auditorium, each having two showings per hour of a 20-minute film and ten minutes each for egress, ingress. Ample space was provided for staging tours, lounging, restrooms and staff areas. Access is by subway, transit bus and foot traffic, plus some automobiles. The breakdown by areas follows:

<u>Areas:</u>		<u>Square Feet</u>
Entry Lobby	Welcome and information, city reservations	2,000
Film Lobby	Waiting for film, large-scale exhibit	5,000
Film Theatres (2)	Total seating 600; 5,00 sq.ft/theatre	10,000
Reorientation	Garden view, park view, exhibits	1,500
Liberty Bell	150 people x 10	1,500
Exit Lobby	Tour staging 300 people 50 children lecture Information Lounge (100 people) Book sales	 2,500 4,000 6,500
Rest Rooms 1	Near entry lobby, men & women	750
Rest Rooms 2	Near exit lobby, men & women	750
Staff Areas	Ranger Office Secretary Staff Lounge Public First Aid Staff Toilets (M & W) Work Room-Control Center Storage Lockers	 200 100 300 100 200 400 500 200 2,000

<u>Areas (continued)</u>		<u>Square Feet</u>
Miscellaneous	Mechanical equipment, janitors supplies	2,000
Circulation	(25% allowance)	<u>8,000</u>
Total square feet		40,000

B. Comparison

The total area of the Independence Visitor Center is only one-fifth of the space available within the Haslett Warehouse.

Perhaps the Park Service and State would consider transfer of only one section of the building with development of the remaining portions covered by restrictive covenants. The utilization of 200,000 square feet (4.59 acres) of building space boggles the imagination.

The Haslett Warehouse contains 2,583,000 cubic feet versus 1,100,000 cubic feet for the Independence Hall Visitor Center.

The 1972 construction estimate for the Visitor Center was \$71.28 per square foot and made in June 1971. The latest "Means Handbook for Estimators" lists San Francisco construction costs as being 108% of the National average and 102% for Philadelphia.

C. Conclusion

The Independence Hall Visitor Center is designed to accommodate a flow of 10,000 people on a peak day through a 40,000 square foot complex. The bid price for providing the new facility was \$3,343,356 or \$83.58 per square foot.

The reader is asked to visualize the comparison of the warehouse with the efficient space utilization and visitor flow provided in the Independence Hall Visitor Center - then draw his own conclusion.