

Architexas

Historic Preservation Assessment Report

Institute of Texas Culture
801 E Cesar Chavez Blvd.
San Antonio, TX 78205

February 1, 2023

This report includes the existing conditions, goals and recommendations for the University of Texas at San Antonio's Institute of Texas Culture at HemisFair Park.



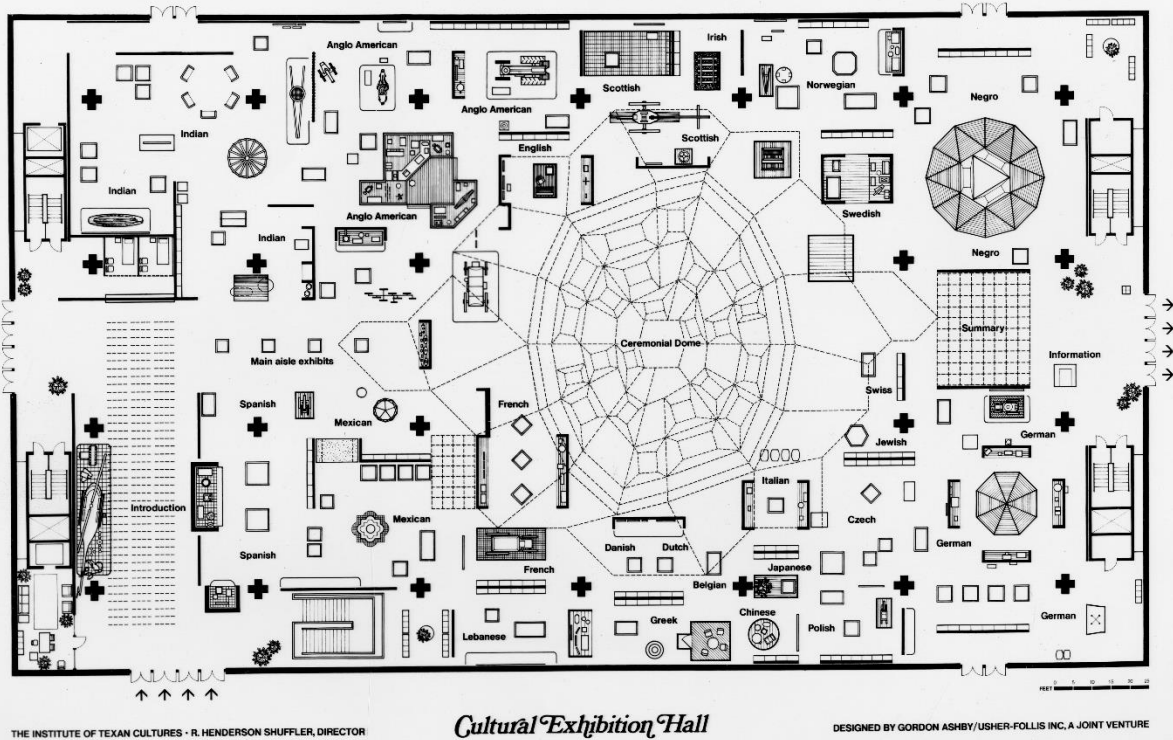


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Section I

Project Statement

Architexas was retained by WT Partnership on behalf of the University of Texas at San Antonio to prepare a historic preservation assessment report of the Texas Pavilion at HemisFair, also known as the Institute of Texan Cultures, or ITC. The ITC is currently in the Evaluation phase of its Centennial 2068 planning initiative and is considering multiple options for its future home, including:

- Remaining in the Texas Pavilion with renovations to meet AAM accreditation requirements
- Relocating to another facility within HemisFair Park
- Relocating to another facility outside of HemisFair Park

The goal of this report is to provide an assessment of the site and building, documenting original (historic) conditions and changes from the original construction, and to provide recommendations for rehabilitation of the facility in alignment with the above stated options. This report will serve as a complement to assessments being prepared by other consultant teams, not under the control or supervision of Architexas, and should not be considered a comprehensive facilities assessment. This report will not address deficiencies in code compliance, accessibility standards, the building's envelope, or its structural, mechanical, electrical, plumbing, HVAC, fire protection, life safety, vertical conveyance, or low voltage systems. The report will generally include:

- Research of the history and chronology of the structure to gain an understanding of the original architecture and interior museum exhibits, and modifications to the building over time
- Visual assessment of the existing conditions of the facility and documentation of remaining original (historic) features
- Recommendations for the treatment of the facility and historic features with the consideration of:
 - Local historic designations
 - Compliance with state and federal historic tax credit programs
 - Compliance with AAM accreditation requirements

The recommendations of this report are based on the Secretary of the Interior's Standards for the Treatment of Historic Properties as outlined by the National Park Service (NPS). The Institute of Texan Culture Historic Preservation Assessment Report was prepared by Architexas under the direction of John P. Allender, AIA, Principal.

Executive Summary

Since its conception for the San Antonio's 1968 HemisFair, the Institute of Texas Cultures has strived to promote an understanding of the various cultural and ethnic groups that contribute to the state's identity. The building remains remarkably unchanged from its original design and construction. A large portion of the original fixtures, info-graphic displays, and artifacts from the 1968 HemisFair exhibit remain in their original locations within the exhibit hall. The building and its exhibits represent a unique experience for those interested in history and Texas culture. The facility may be the only purpose-built museum in the state of Texas that retains the majority of its original exhibits, at least of its age.

Because it was originally constructed as an exhibition building, the Texas Pavilion presents challenges for rehabilitation if considering a change of use. However, the building is in good condition, and with proper updates, it should continue to serve its users for another 50 years (and beyond).



Castroville Hearse, Institute of Texan Culture – UTSA Special Collections

Financial Incentives for Restoration

The Texas Pavilion is designated as an Individual Landmark by the City of San Antonio and sits within the HemisFair Park Historic District. The property has no other state or national historic designations. At the time of this report's issuance, a National Register of Historic Places nomination was being prepared by the San Antonio Conservation Society, but no documentation has been submitted to the THC or NPS for review.

The Texas Pavilion, its land and improvements, are owned by UTSA through the University of Texas System. Because it is a state agency, the facility is not subject to building permitting through the City of San Antonio, and therefore is not required to submit Certificate of Appropriateness or Certificate of Demolition applications for review and approval by the Office of Historic Preservation (OHP) or the Historic and Design Review Commission (HDRC). The building is subject to UTSA's Design and Construction Standards and its Real Estate, Construction and Planning requirements for plan review and inspections.

Because it pays no municipal taxes, the Texas Pavilion is not eligible for local tax exemptions for substantial rehabilitation of designated local landmarks or properties within a historic district.

The Texas Pavilion is not eligible for historic rehabilitation tax credits through the state or federal tax credit programs under its current ownership structure. The Texas Historic Preservation Tax Credit Program, established in 2015 and worth 25% of eligible rehabilitation costs, is only available to

income-producing or private non-profit building owners. (As of January of 2022, public institutes of higher education are no longer eligible for the state tax credit.) The Federal Historic Preservation Tax Incentive Program, established in 1976 and worth 20% of eligible rehabilitation costs, is only available to income-producing building owners.

To benefit from the state and federal historic tax credit programs, UTSA and the ITC would need to partner with a for-profit development partner and/or sign a long-term lease with a for-profit tenant that would operate the building. Alternately, if the ITC established itself as a private, non-profit institution with 501(c)(3) status and signed a long-term lease or purchased the building, it could potentially be eligible for the state tax credit program. The requirements of these programs are complicated and Architexas cannot give tax advice or determine if a specific owner is eligible to receive tax credits. We recommend consulting with a qualified tax consultant regarding IRS regulations and their implications for this specific project.

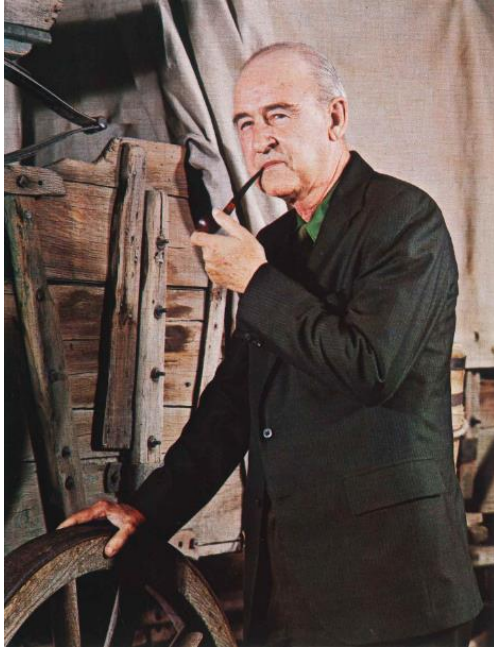
There are several non-profit institutions that provide grant money for the rehabilitation of historic structures. These include:

- San Antonio Conservation Society Grants Program
- Texas Historical Foundation
- The National Trust for Historic Preservation

Participation in the tax credit programs requires that any modifications to the building follow the Secretary of the Interior's Standards for the Treatment of Historic Properties and will involve review by the Texas Historical Commission and National Park Service tax credit program staff. The reviewers consider all modifications, including site, exterior and interior work.

If UTSA ITC elects to not participate in the state or federal tax credit programs, following the Secretary of the Interior's Standards should still be considered best practices, as these standards outline procedures and methodologies that recognize the importance of stewardship and protection of our historic cultural resources.

Historic Summary



R. Henderson Shuffler

The Texas Pavilion was constructed in 1968 as part of San Antonio's HemisFair campus. It was built to house the Institute of Texan Culture, a new unorthodox approach to a museum conceived of by R. Henderson Shuffler at the request of then governor John Connally. Shuffler's vision was that of "a center employing various modern means of communication, in addition to textual displays and artifacts, to explore(sic) the popular Texas myths and help visitors explore the state's rich heritage and cultural diversity" (Eckerman, 1988, p.1). Shuffler believed this new concept would be impactful beyond the scheduled six-month duration of the HemisFair event. His vision was for an institution serving the entire state as a source of evolving interpretation of what it is to be a Texan.

The Texas Pavilion was designed by Caudill Rowlett Scott (CRS) of Houston, with Callins & Wagner serving as associate architects in San Antonio, and Mullen and Powell of Dallas providing structural engineering. A joint venture between Gordon Ashby and Usher-Follis, Inc. out of Los Angeles designed the exhibits.

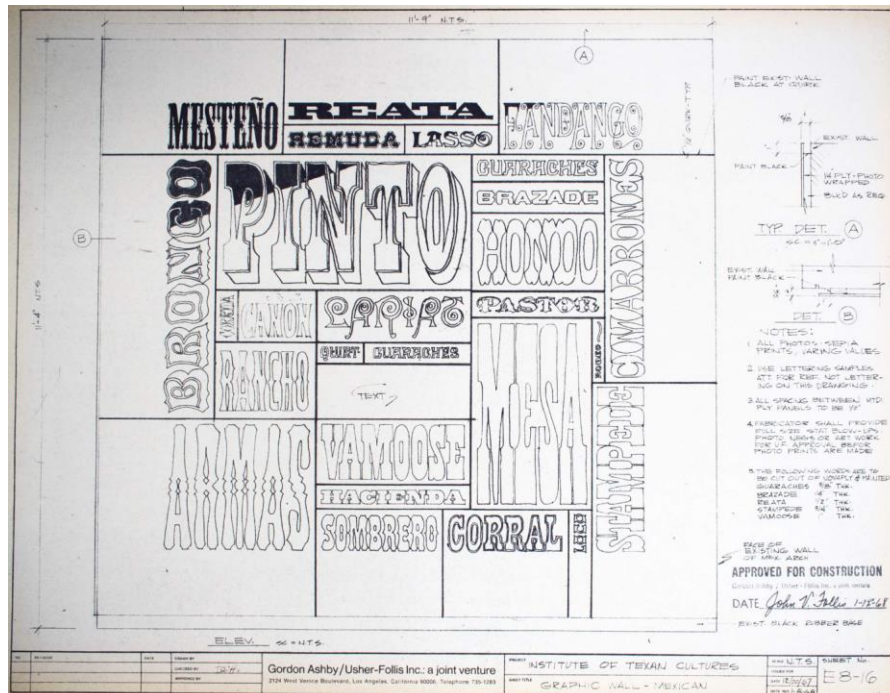


Exhibit design documents by Gordon Ashby / Usher-Follis, Inc. – UTSA Special Collections

According to David C. Tiller in his August 24, 2014, article "University of Texas Institute of Texas Culture," in the *Handbook of Texas Online*, after the close of HemisFair '68, the Institute of Texas Culture was taken over by the University of Texas System on June 5, 1969, with its new official name of the University of Texas Institute of Texan Culture at San Antonio. The institute became a part of the University of Texas at San Antonio in February of 1973.

The ITC continues to serve as a repository of Texas history and cultural artifacts, with approximately 65,000 square feet of exhibit space showcasing twenty-seven cultures and ethnic groups that continue to contribute to the story of Texas. The institute's grounds include the Back 40, a living history exhibit that features a one-room school house, an adobe structure and barracks building. The facility hosts multiple events, including the Asian Festival and the Texas Folklife Festival. The ITC also houses the UTSA Special Collections Library.

Architectural Description

Exterior and Site

The Texas Pavilion was designed in the Brutalist style, as characterized by its large geometric form, treatment of surface texture and expressed concrete structure. The building is approximately 182,000 square feet over three-levels, with 65,000 square feet of exhibitions on its main level. The pavilion is defined by a cast-in-place concrete structure supporting an inverted, truncated pyramid of textured, pre-cast concrete panels. One enters the site from a grouping of 24 flagpoles at the northwest corner that mark the beginning of pathway leading to the main entry. The building sits within a bank of earthen berms and is accessed by a concrete and granite bridge spanning a water feature and fountain. The bridge, constructed of white Portland cement-based concrete and granite pavers, originally held granite benches along the sides. These benches have been removed. The site, defined by the earthen berms, holds a terrace with live oak trees accessed by a series of steps leading from the southwest section of the porch, an outdoor amphitheater on the southeast corner, and a collection of buildings at the far southern end of the site that serve as a living history exhibit known as the "Back 40."

The water feature and fountain, non-functional at the time of this report, is comprised of a series of twenty-five channels, incised into granite blocks, that then flow into a basin with fountain nozzles. Named Confluence Fountain after the HemisFair '68 theme, *Confluence of Civilizations in the Americas*, the fountain was designed as a symbol of the many different cultures in Texas. It also serves as part of the facility's water management system.

After crossing the bridge, a series of tapered, rectilinear quatrefoil columns ring the perimeter of the lower and middle level, creating a continuous sheltered porch and walkway around the entire second level. The exterior cladding of the porch, along with the porch paving, appears to be sunset red granite, more commonly known as "Texas pink" most likely quarried near Marble Falls, Texas. The ceiling of the porch is a concrete two-way joist system, or waffle slab, which extends to the interior of the building. The porch railing is white Portland concrete with the same surface texture matching the columns and panels, with black steel railing inserts.

The exterior of the third level of the building is clad in pre-cast panels constructed of white Portland cement-based concrete and light-colored aggregate with a rough surface texture that has been media blasted. The pre-cast panels were originally installed with no windows or ornamentation. A bank of six narrow windows were installed in the northern-most corner of the front facade in the

1970's as part of a renovation to the director's apartment. Except for the concrete waffle-slab, all of the exposed exterior concrete surfaces are of similar appearance.

Interiors

One enters the pavilion at the middle, or second level, through a set of sliding, automatic doors of dark bronze anodized storefront. This second level serves as the main exhibition floor. The concrete quatrefoil columns introduced on the exterior extend to the interior and form a uniform square grid throughout the building and are spaced at 42'-0" on center. The concrete waffle-slab structure continues from the exterior porch into the exhibition spaces, but it is painted black on the interior.

The main level is defined by its collection of exhibits showcasing the many ethnic groups and cultures that built and continue to contribute to Texas' identity. Remarkably, the majority of the original exhibits remain intact. This includes display cases, "info-graphic" wall panels mounted to a series of ceiling tracks allowing for their repositioning, original signage, and a significant percentage of the original exhibit artifacts. The UTSA Special Collections Library holds the original exhibit design documents by Gordon Ashby and Usher-Follis, as well as photographs of the installation process and final exhibits. A review of these documents and comparison to the existing exhibit shows that approximately 75% of the furnishings, displays, info-graphics, and artifacts are from the original 1968 HemisFair exhibition.

The other significant element of the original exhibition is the Dome Theater, a double-height installation composed of thirty-six fabric projection screens measuring 60 feet by 80 feet, extending into the upper level. The installation was the highlight of the exhibition, a 360-degree experience of slide sequences, movies, recordings and music celebrating all things Texas. The projection screens remain in good condition. The original equipment installation, including projectors, lighting, and catwalks remain and are accessed from the third level. The projection equipment was not functional at the time of this report, but UTSA staff indicated there was a desire to upgrade the equipment and return the installation to working condition.

The lower-level of the Texas Pavilion is accessed by a broad, open stair leading from main entry. This level contains a lecture hall, ticket booth and wide public corridors that serve as gallery or exhibit space. Pecan-wood paneling clads the walls leading to the lecture hall. The same paneling most likely remains in the gallery areas, but it has been concealed behind gypsum board wall panels. The remainder of the lower level contains receiving areas, shops, maintenance facilities and offices.

The upper third level of the building is roughly a ring in plan, with occupied spaces at the exterior and mechanical, storage and the upper levels of the Dome Theater in the center. A continuous corridor rings the entire floor. The upper level originally held the executive office suite, a reference library and apartment for the institute's director at the north corner of the building. The offices remain, though the apartment has been converted into a conference center with kitchen and restrooms. The original pecan-wood wall panels, wood storefronts and doors at the entries to the executive offices remain. The offices were not accessible at the time of this report. Radio station KLRN installed a broadcast station on the third level in 1968 and broadcasted from that location during HemisFair until 1994. The radio station had a dedicated entrance and elevator on the southwest corner of the building. This area has been converted into a reading room and as storage for UTSA Special Collection. UTSA Special Collections also occupies an area on the southeast side of this level.

Section II

Findings

As noted previously in this report, the Texas Pavilion remains largely as it was originally constructed in 1968. Changes that have been made over the years include:

1. The large site berm that ringed four sides of the site was modified, the front section of the berm was removed, most likely to improve visibility to the front door, and a portion of the rear eastern berm was removed to provide access to the Back 40 exhibit.
2. Granite benches that were installed on the bridge over the main fountain at the entry have been removed.
3. A set of six windows were installed in the 1977 in what was then the director's apartment.
4. The main entry exhibit has been removed and a reception desk installed.
5. The elevator lobby lounge, which according to the UTSA special collections senior curator housed a fine collection of mid-century furnishings, has been removed.
6. The main open stair to the lower-level public areas has been enclosed on two sides with gyp board partitions, and a section of the exhibit hall has been partitioned off to create a temporary collections exhibit gallery.
7. The apartment on the third floor was converted into a conference room.
8. The lower-level public areas originally had pecan-wood paneling and doors. A section of this paneling has been covered with gyp board, but it appears the original finishes remain.

The main buildings systems, including structural, MEP, and life safety systems were not reviewed as part of this report. However, observations while on-site did reveal some deficiencies that should be addressed:

1. The lighting systems through out the main exhibition level appear to be largely original track lighting fixtures. Electrical and low-voltage wiring has been added and modified throughout, though it appears in some instances to not meet current electrical codes.
2. The mechanical system returns through a series of large wood-slat grills on all levels. On the upper, third level, it was observed that the mechanical return appeared to draw through the Globe Theater, into the upper-level returns. Further, there does not appear to be any fire or smoke separation between the second and third levels. With the open stair connecting the lower level to the middle, second level, and then the unprotected opening of the Globe Theater through to the third level, the building effectively has an atrium condition connecting three levels and does not meet current building codes for this condition.
3. UTSA Special Collections holdings are in areas not originally designed for archival storage. Staff have installed dehumidifiers and monitoring equipment, but the effectiveness of this equipment was not determined.

Recommendations

The Texas Pavilion is designated as an Individual Landmark by the City of San Antonio and sits within the HemisFair Park Historic District. The property has no other state or national historic designations. At the time of this report's issuance, a National Register of Historic Places nomination was being prepared by the San Antonio Conservation Society, but no documentation has been submitted to the THC or NPS for review.

The Texas Pavilion, its land, and improvements, are owned by UTSA through the University of Texas System. Because it is a state agency, the facility is not subject to building permitting through the City of San Antonio, and therefore is not required to submit Certificate of Appropriateness or Certificate of Demolition applications for review and approval by the Office of Historic Preservation (OHP) or the Historic and Design Review Commission (HDRC). The building is subject to UTSA's Design and Construction Standards and its Real Estate, Construction and Planning requirements for plan review and inspections.

Because the pavilion has only local historic protections which are not enforceable by city ordinances, UTSA and the ITC are not obligated to follow any historic preservation guidelines when considering the future of the building. However, as owners and stewards of a historic building, it is the recommendation of this report to follow the Secretary of the Interior's Standards for the Treatment of Historic Properties as a guide for rehabilitation. Further, if the ownership structure of the Texas Pavilion is changed so that the project can enjoy local, state and/or federal tax incentives, listing on the National Register of Historic Places is a requirement of both state and federal programs. The Secretary of the Interior's Standards will apply to modifications to the site and exterior for local tax abatement programs, and to modifications to the site, exterior and interior of the facility for state and federal tax credit programs.

Therefore, this report will consider the Secretary of the Interior's Standards when making recommendations for rehabilitation and/or redevelopment of the building. Maintaining eligibility for inclusion on the National Register of Historic Places will also be considered.

Response to AAM Accreditation Report

The three options presented in the ITC's Centennial 2068 Planning Initiative have different implications when considering the historic nature of the building. If the ITC remains in the building and seeks AAM accreditation, most of the renovations will focus on improving the building envelope, fire/life-safety, mechanical, electrical and security systems. This would be extensive work, but there are options that would not negatively impact the historic characteristics of the building. There are also options for reincorporating most of the original fixtures and artifacts into new exhibits.

The "AAM Accreditation Facility Assessment Report" prepared by M. Goodwin Museum Planning, Inc. on June 17, 2021 concludes that, in its current state, the ITC facility does not meet the AAM accreditation standards.

According to the report's authors, "Modification, replacement or repair of the existing building and building systems will not solve many of the challenges to accreditation, including site access, live load capacity, limited ceiling heights, the absence of a vapor barrier for climate stabilization, and the absence of a professional loading dock. The ITC's building and the immediately surrounding site, as

currently built (meaning the berms), do not support the development or implementation of revenue-producing areas and programs needed to sustain operations.”

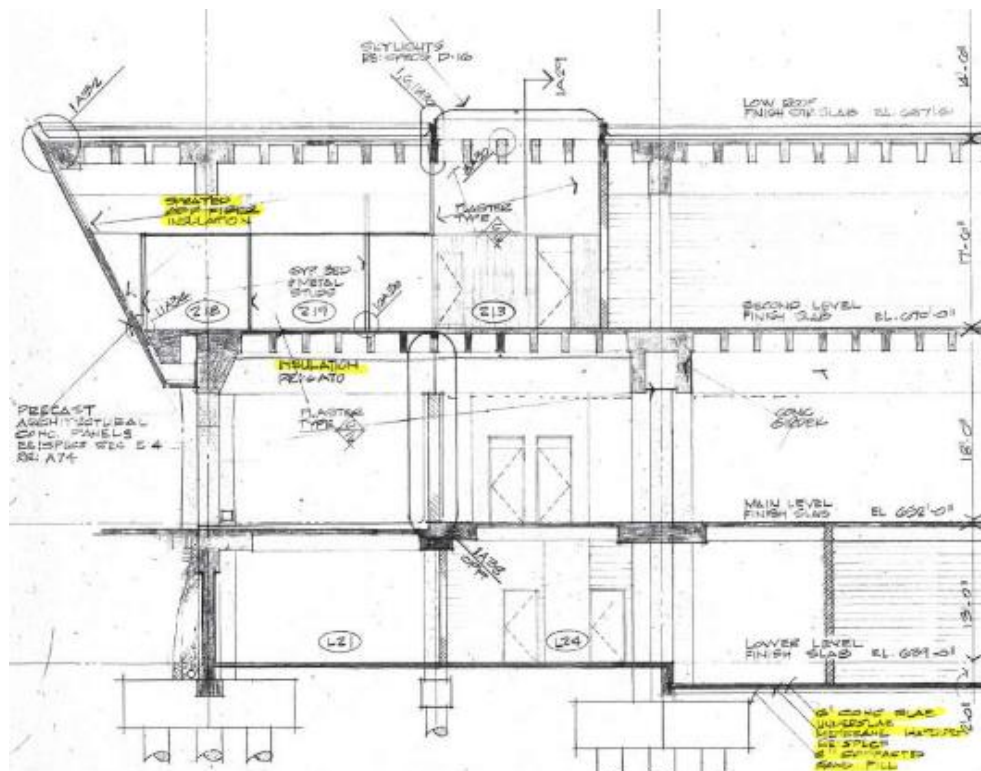
Following is an opinion on how addressing each of the deficiencies noted in the report may or may not impact the historic nature of the facility and its eligibility for listing on the National Register of Historic Places.

No academic mandate

Whether or not the institute is considered “Community Services” or a part of UTSA’s academic facilities has no impact on the building’s historic designation. The AAM accreditation report does note the building has no study or seminar areas. The lower-level lecture hall and ticket counter could be used for seminars. Further, modifications to the lower-level plan could create study areas without adversely affecting the building’s eligibility for listing on the National Register.

Not envisioned as a collecting institution

The AAM accreditation report’s statement that “The ITC started as a short-term exhibition center, one with no mandate to collect” is not accurate, according to the original vision of R. Henderson Shuffler. Whether or not the building was built to any accreditation standards that may have existed in 1968 is unknown. The AAM report’s statement that “no part of the building was built with a vapor barrier” is improbable. Building codes in 1968 addressed building envelope issues such as insulation and moisture control. Further, the original drawings provided by UTSA Special Collections show that the design intent was for the lower-level slab to be installed over membrane waterproofing on 6” of compacted sand fill. The drawings do not include section details of the wall assemblies but building sections do call for insulation. Insulation is not a vapor barrier, but it basic vapor barriers were in use at this time.



Partial sectional detail, Caudill, Rowlett, Scott Architects – UTSA Special Collections

Further investigation is needed to understand the extent of insulation and moisture protection in the existing building assemblies. There are options for installing vapor protection into existing assemblies that would not compromise the historic character of the building.

Regarding the structural capacity of the floor systems, it is recommended that UTSA and the ITC engage a structural engineer to determine the capacity and compliance with the load requirements outlined in the report.

Spaces not designed for museum standards

The AAM accreditation report inaccurately states that the large quatrefoil columns are spaced on a 21' x 42' grid, prohibiting "the gallery spaces from being opened up for large exhibits." The column spacing throughout the main exhibit level is a 42' x 42' square grid. On the lower level, the large columns are spaced at 42' x 42' with a secondary smaller column grid at the 21' mid-span in the plan north-south direction. It is recommended that the authors of the report update their findings based on the larger column grid spacing within the exhibit areas.

The report notes that UTSA installed the fire sprinkler system in the early 2000s, yet the system may need to be upgraded to meet AAM accreditation standards. Because most of the exhibit area ceilings have exposed structure and building systems, integration of a new fire protection system should not adversely affect the building's historic character.

The report states that the lack of "a separate, secure room that can act as a full security control center for a museum" contributes to non-compliance with AAM accreditation standards. The lower level service areas could be modified to accommodate a dedicated security room without adversely affecting the building's historic character.

Limited revenue-production spaces

The pavilion does not have a café or food service of any kind. The facility does have a breakroom area off of the main lower-level corridor that could be modified to serve as a café. Other areas of the lower level could be renovated for the same purpose without adversely affecting the building's historic character. The food and beverage program could be a "grab-and-go" counter service model, supplied through an off-site commissary kitchen. This level of service would require no commercial kitchen, including ventilation or grease trap. If a full-service café is desired, MEP systems would need to be modified to meet current codes. The most impactful would be the ventilation system for a commercial hood. Vertical mechanical chases exist in the building and could potentially hold the vertical grease exhaust ducting. Alternatively, the kitchen could be located so that kitchen exhaust is direct-vented to the exterior through a side-wall vent. The vent location should be located on the rear or loading area of the lower level to avoid impacting the main facades that face the fountain.

The statement that the building has no auditorium or performance space is inaccurate. As stated previously, the lower-level lecture hall and ticket counter could be used for small performances. Further, modifications to the lower-level plan could create additional performance space. The pavilion also has an exterior amphitheater, which the AAM accreditation report does not recognize. Further, regarding festivals, modifications to the original earthen berms included removing the front berm, creating a relatively flat open area adjacent to the ITC's parking lot. Compliance with the Secretary of the Interior's Standards will not require reconstruction of the removed earthen berms. Therefore this area, combined with the parking lot itself, could be utilized for festivals.

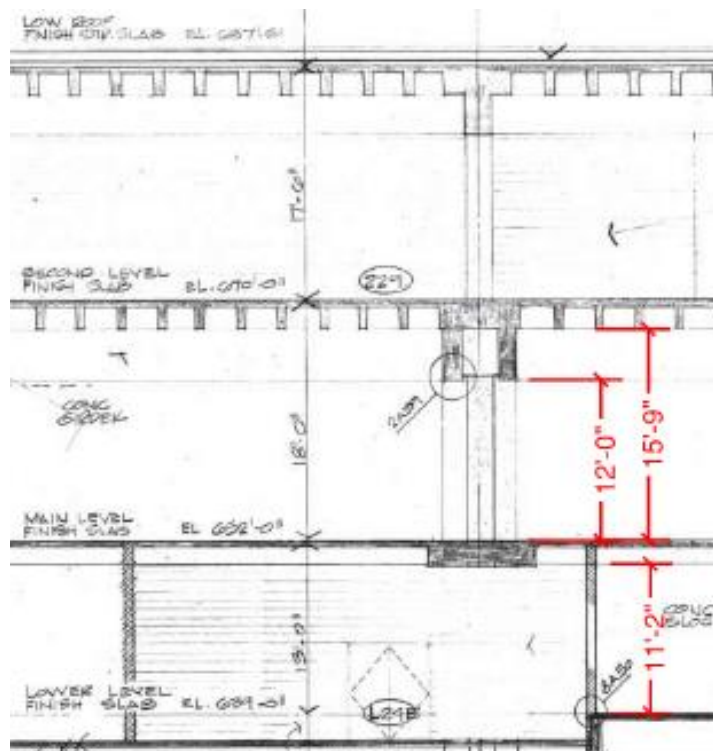
No collection storage provisions

As previously stated, the AAM accreditation report's position that the Texas Pavilion was built as a short-term exhibit space is inaccurate. The intent was to continue the Institute of Texan Cultures in the pavilion. It is fair to assume that the building was not constructed to modern building envelope standards for museum facilities. The exact nature of the building envelope should be investigated through selective demolition of exterior wall assemblies and indoor environmental monitoring.

Lacking museum-quality features and construction components

The AAM accreditation report notes four components that should have been "...built into the structure if it were to have been designed as a museum..."

1. Vapor barrier at walls, foundation, roof along with thermally-broken doors and windows – Drawings indicate the building foundation does include waterproofing. Roof assemblies can be updated and/or replaced to include modern systems without impacting the historic nature of the building. The original aluminum storefronts may be able to be reglazed with insulated glazing units or replaced with thermally broken systems, so long as the new systems match the dimensions, profile and finish of the original assemblies. This would be subject to approval by THC and NPS review.
2. The AAM report notes ceiling heights of 10' to 12' on the main floor. However, the provided original drawings show bottom of structure on the main level to be approximately 15'-9". (Clear height under the beams at the column lines is 12'-0".) Lower-level clear dimensions to bottom of structure are approximately 11'-2". These dimensions should be verified and the AAM report updated, as appropriate. Since the original exhibition areas did not have ceilings (the structural system was exposed) the institute should be able to utilize the full height of these areas. If greater ceiling height is required in some areas of the lower level for collections storage, etc. ceilings in back-of-house areas can be raised or removed without negatively impacting the historic nature of the building.

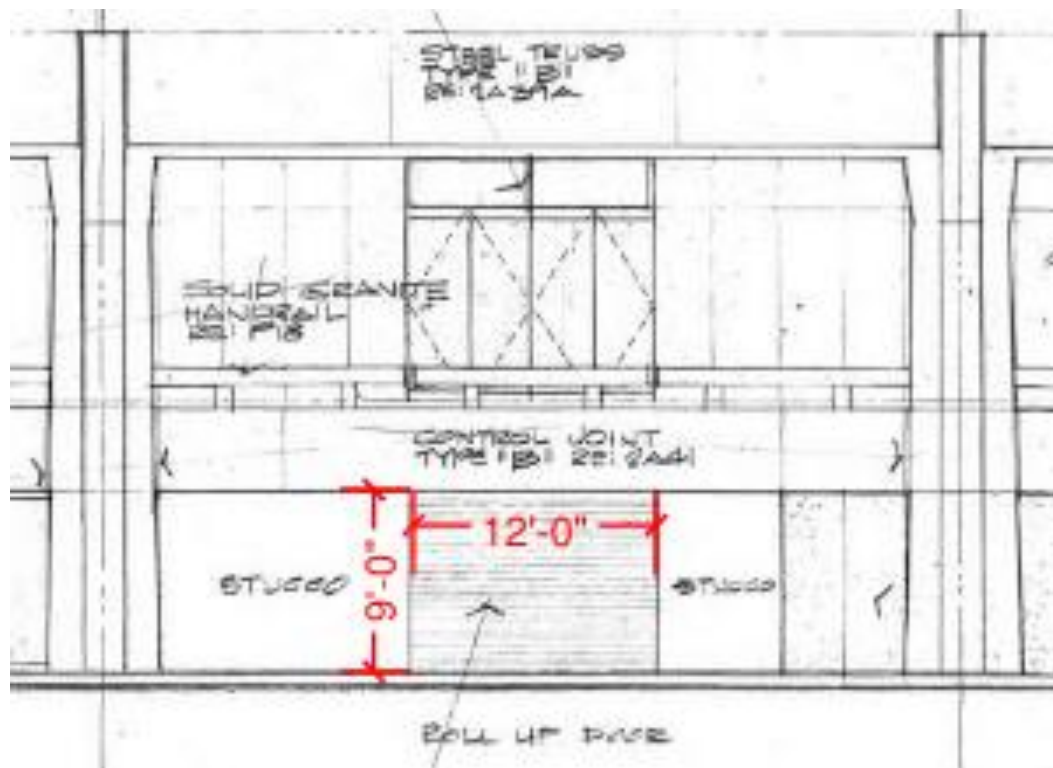


Partial sectional detail, Caudill, Rowlett, Scott Architects – UTSA Special Collections

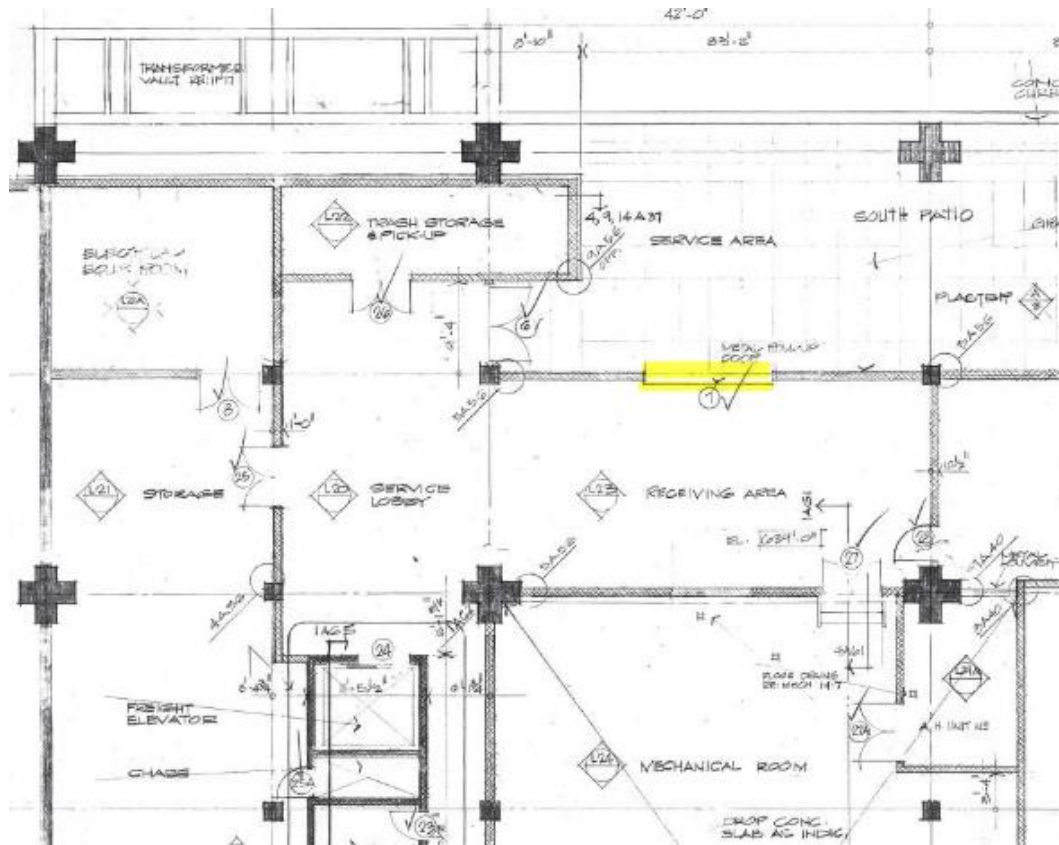
3. “The live load (or the floor’s weight-carrying capacity) is likely too low.” It is likely that the third floor was designed to “office occupancy” standards. This level’s capacity for storage is questionable. As the remaining levels were designed as an exhibition hall for long-term use, it is conceivable that higher load factors were used in the original design. This should be verified by a structural engineer.
4. The facility roof – Because the pavilion’s roof is flat and not visible from the surrounding ground plane and is therefore not a character defining feature of the exterior, the roof systems can be updated and / or replaced.

No museum standard loading dock

The existing loading dock does not meet AAM accreditation requirements. The original loading dock has been modified and now serves as an office. Drawings indicate the original rolling door was 9’-0” tall and 12’-0” wide. Modifications to meet loading dock height dimensions may be difficult, but the loading area can be improved by reverting to the original design.



Partial exterior elevation, Caudill, Rowlett, Scott Architects – UTSA Special Collections



Partial floor plan, Caudill, Rowlett, Scott Architects – UTSA Special Collections

The AAM accreditation reports notes a lack of turn-around space for large trucks. However, the site does include a parking area (currently occupied by two larger dumpsters) that could be used as a hammer-head turn-around in the service drive. The dimensions of this parking need to be verified, and a turn-radius study performed by a traffic engineer in order to determine the size of trucks that can be accommodated without modifying the area. If additional space is needed, the berm at the head of the parking area could be removed by installing a retaining wall, therefore increasing the depth of the turning bay.



Aerial view of Texas Pavilion Site – Google Earth

If renovations interior to the building cannot meet AAM accreditation standards, it may be possible to improve the loading functions of the facility with an addition to the exterior of the existing loading dock. These modifications can be accommodated without negatively impacting the historic nature of the building. Additions to historic buildings, are not however, considered “qualified rehabilitation expenditures” and that portion of the rehabilitation cost would not count toward state or federal tax credits.

Flooding/water intrusion

The AAM report notes the pavilion’s lower level sits below the water table and has experienced flooding, most recently in 2016. The report also notes that there are no “French drains” in front of the rear personnel doors. The site water management system was not verified as part of the scope of this report. However, when researching the history of the facility, an article by James M. Benavides written for UTSA Today titled “Institute of Texan Cultures fountain operates year-round without waste” on October 7, 2009, described the fountains as part of a larger water collections system. The articles states that the fountain is fed by pumping 150,000 to 200,000 gallons of water from beneath the building. If this is accurate, it would be reasonable to extrapolate there is a drainage system installed under the lower-level slab tied into a pump system. The fountains are not operational which may be reason for the drainage system not working during the 2016 flooding. The capacity of this system should be verified and options for improving its performance should be explored. Changes to this system will not affect the historic nature of the building so long as they to not alter the appearance of the fountain.

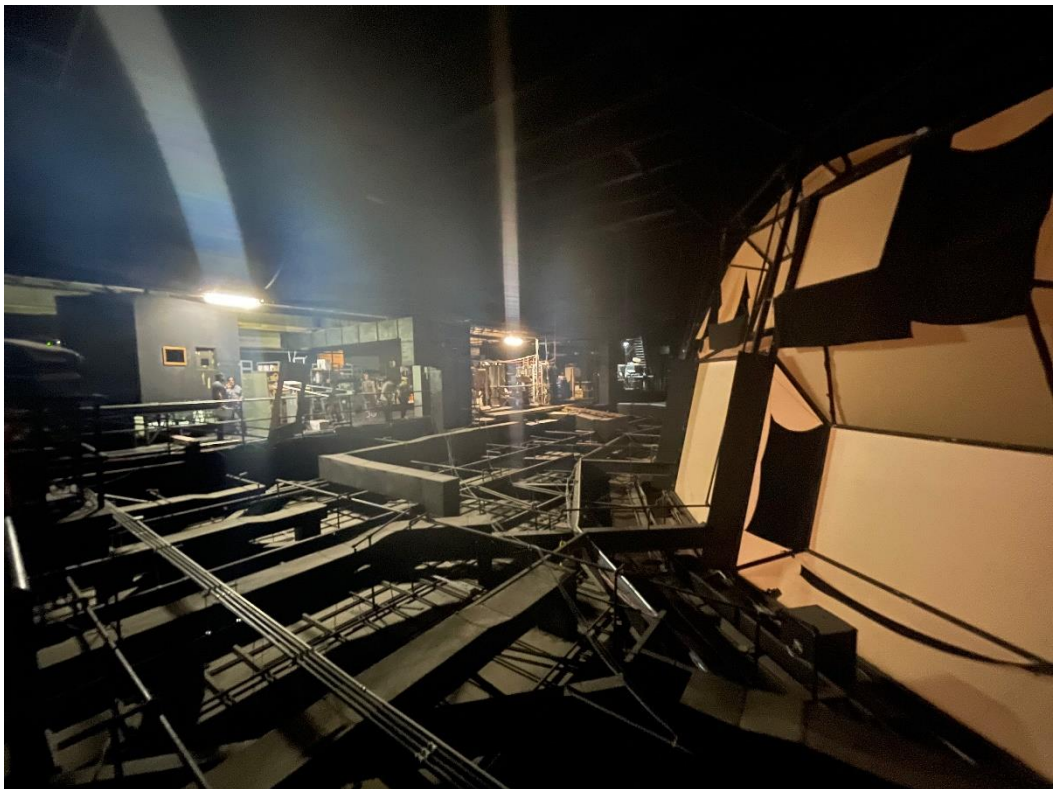
Fire and life safety

The AAM accreditation report makes note of multiple fire and life safety items that could negatively impact the ITC's accreditation prospects. The fire and life safety systems were not reviewed under the scope of this historic assessment report. However, the AAM report mentions deficiencies in the sprinkler system, security monitoring, fire detection systems, and exit stair design that can be addressed without impacting the historic nature of the building. There are two deficiencies that could impact the building's eligibility for participation in state and federal tax credit programs if not carefully addressed:

1. "Fire department access to the facility is severely constrained by the berms on the site, with access provided to only one side of the building." Fire access should be reviewed by local fire department officials. Access to the building may be possible from the north-west parking lot, across the bridge and from the north-east parking lot through the pedestrian portal in the berm. Additional fire hydrants may be installed to improve fire access to the building. The earthen berms are an important part of the facility's site and will be considered by the THC and NPS reviewers if changes are proposed.
2. "The Main Gallery floor's central, very large two-story "Dome Theatre" space is a fire chimney..." It is accurate to state the Dome Theater does not meet current fire/smoke separation requirements and may in fact create a "chimney" effect if a fire were to breakout in the gallery area. This can be corrected by constructing properly rated fire/smoke partitions around the dome opening on the third level. The fabric screen assemblies can be treated with fire-retardants or replaced with compliant materials that match the historic appearance of the existing screens. Further investigation of the building's mechanical system is needed to determine the return air pathway from Level 2 to Level 3. Additional comments regarding the safety of the existing projection equipment and the upper-level staff catwalks, etc. can be corrected. These items are back-of-house and can be replaced and/or modified without impacting the historic character of the theater. Seating can be provided in the lower level to better accommodate guests, provided it is not a permanent installation. The Dome Theater is a significant historic feature of the building and participation in the state or federal tax credit programs will require it to be retained.



Interior view of Globe Theater - Architexas



Upper level of Globe Theater - Architexas

Asbestos

The state and federal tax credit programs do allow for abatement of asbestos and lead-based paint. If abatement requires the removal of character defining assemblies, such as wall paneling or plaster work, these elements will need to be replaced to match original conditions.

Elevators

The AAM report notes the freight elevator will need to be upgraded or replaced "soon." Upgrades to the freight elevator will not negatively impact participation in state or federal tax credit programs. Changes to the public passenger elevators is subject to review by THC and NPS staff.

Electrical issues

Upgrades and/or replacement of the building's electrical systems will not impact the historic character of the building, so long as new systems are integrated into the architecture, concealed in spaces where existing systems are concealed, and do not cause damage to original remaining architectural features. Original ornamental lighting fixtures should be retained. Gallery lighting and recessed can lighting can be upgraded. Back-of-house fixtures can be upgraded and/or replaced.

Structural columns

The expressed quatrefoil concrete columns are one of the key characteristics of the Brutalist style. Changes to the columns, including removal or refinishing of the surface appearance will not be allowed.

Water sources above galleries

The AAM report notes that third floor restrooms are located above the second-floor exhibit galleries. It should also be noted that the main mechanical air-handlers, which are fed by a four-pipe hot and chilled water system, are located on the third floor in the center above the building, above the second-floor exhibit galleries. The report notes that a water intrusion detection system is not installed. If installation of this system will satisfy AAM accreditation requirements, it should not negatively impact the historic character of the building.

Security infrastructure and protocols

The deficiencies in the ITC's security were primarily focused on the security system, operational issues and some infrastructure needs. Improvements to the existing security system will not negatively impact the historic character of the building, provided new systems are integrated into the architecture, concealed in spaces where existing systems are concealed, and do not cause damage to original remaining architectural features. The requirement of a dedicated, separate security room can be accommodated in the back-of-house areas of the lower level without impacting the historic character of the main public spaces.

Environmental control

The concerns raised by the AAM accreditation report regarding the Texas Pavilion's exterior envelope are valid, considering the observed temperature and humidity fluctuations. Further investigation is required to determine the exact nature of the existing moisture and vapor protection assemblies. As no original as-built or final construction documents have been found, it is not possible to understand the exact nature of the slab, exterior wall or roof assemblies. Exploration by selective demolition will help to reveal the nature of these systems. While it is most likely that some moisture and vapor protection assemblies exist, it is highly unlikely that these systems meet current building codes or AAM standards. However, correcting the issue is not possible without more

investigation. Corrective action should consider the appearance of the exterior architectural facades and features, as well as interior features and finishes in public spaces.

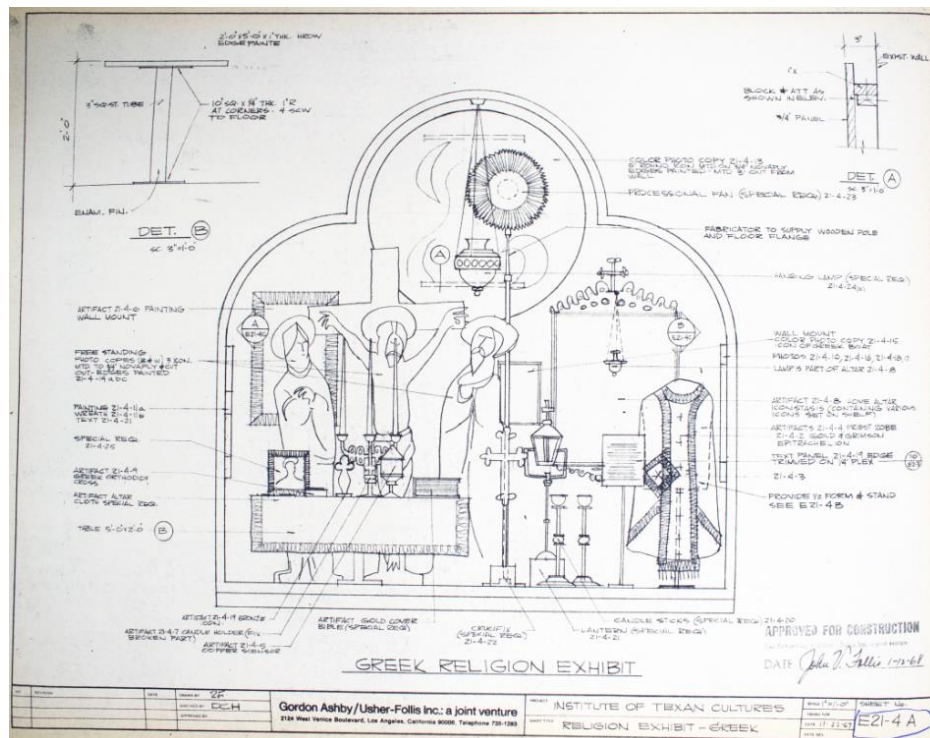
It may be possible to accommodate the existing and future archival storage requirements by installing a “room-within-a-room” similar to pre-fabricated clean rooms. These systems are self-contained, climate-controlled assemblies. It may be possible to tailor something similar that would meet the needs of collections storage without modifying the entire building envelope. The weight capacity of the existing structural systems would need to be evaluated to determine if it could support such a system.

Carpentry workshop

“The carpentry workshop does not have a direct exterior exhaust.” Installation of a complaint exhaust system is possible so long as it does not negatively impact the primary facades of the building. Alternately, regular maintenance of the existing dust collection system to prevent accumulation of combustible dusts is highly recommended.

Collections types, valuation and insurance

The valuation and insurance requirements of the ITC’s collections are not germane to the historic nature of the building. The nature of the collection, including the artifacts, displays and info-graphics, however represent an important example of mid-twentieth century museum exhibit designs. Initial discussions with the THC’s Historic Tax Credits Program Director indicate that the fixtures could be considered character defining features of the original gallery level. Of particular interest are the more permanent assemblies, as opposed to moveable partitions and vitrine cases. One example is the Greek Religion Exhibit, a large enclosure displaying artifacts from Greek Orthodoxy. It is the THC’s opinion that installations like this would need to be retained, although their location could be altered.



“Greek Religion Exhibit” by Gordon Ashby / Usher-Follis – UTSA Special Collections



View of Greek Religion Exhibit - Architexas



View of original projection equipment – Architexas



Original speaker system from HemisFair '68 - Architexas

Options for New Use

As previously stated, UTSA and the Institute of Texan Cultures are under no legal obligation to preserve or restore any part of the Texas Pavilion. The building has no state or federal restrictions on alterations to the site, exterior or interior of the structure. Local designations are not enforceable for a property owned by a state agency.

However, should UTSA determine that the Institute of Texan Culture is to be relocated to another facility, and the historic Texas Pavilion should be redeveloped for a new use, the Secretary of Interior's Standards for the Treatment of Historic Properties are the nationally recognized guidelines for rehabilitating a historic structure.

The Secretary of the Interior's Standards address four treatments for historic properties. As stated in the regulations (Code of Federal Regulations - Title 36, Chapter I, Part 68, Section 68.3 Standards):

*One set of standards - **preservation, rehabilitation, restoration or reconstruction** - will apply to a property undergoing treatment, depending upon the property's significance, existing physical condition, the extent of documentation available and interpretive goals, when applicable. The standards will be applied taking into consideration the economic and technical feasibility of each project.*

Projects that bring new use to a historic structure fall within the "rehabilitation" approach, although they often include elements of preservation, restoration and sometimes reconstruction. The four approaches are not mutually exclusive.

A new development plan for the Texas Pavilion should give careful consideration to the idea of *compatible use*, as described by the Secretary of Interior's Standards for the Treatment of Historic Properties – Rehabilitation:

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Some of the most significant character-defining features of the Texas Pavilion, including minimal exterior windows, the extant Globe Theater and original exhibits, present challenges when considering redevelopment from a strict historic preservation approach. If following the Secretary of the Interior's Standards, the best new use for the facility would be a function that allows for minimal modification of site elements, exterior façade elements and what would be considered significant interior features in "public areas". A **preservation master plan** should be produced to identify areas that should be preserved and areas that allow for modification. Some of the interior features to be considered for preservation are:

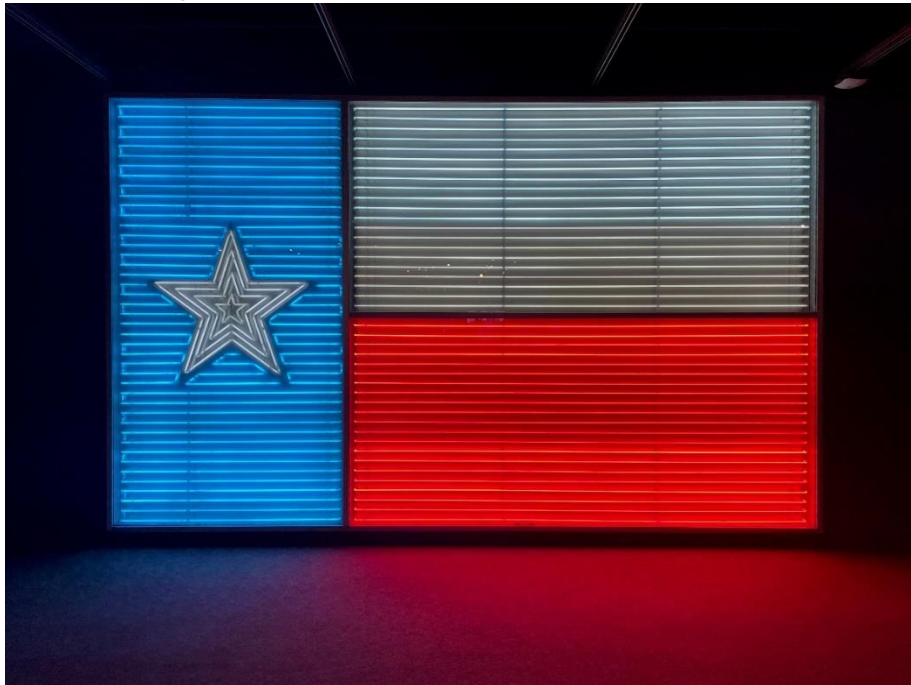
- Main open stair from exhibit area to lower level, including wood and metal railing and granite treads:



- The Globe Theater screen installation visible from the exhibit floor



- Neon Texas Flag installation:



- Permanent walls and fixtures from the 1968 HemisFair exhibition should be retained where possible. An interpretive display of original fixtures and artifacts visible to the public is one method of documenting the historic exhibit features.
- Lower-level Lecture Room Lobby, including wood wall paneling and ceilings (non-original flooring can be replaced)



- Lecture Room interior finishes (non-original flooring can be replaced)



- Original wood doors and finishes in public areas, including elevator lobbies and corridors:



- Upper-level executive suite corridor



Preserving these features would be voluntary but does not have to limit redevelopment. The fact that most of the original fixtures, displays and artifacts remain largely intact as they existed during HemisFair '68 presents a unique opportunity to tell the story of the Texas Pavilion, the Institute of Texan Culture and their role in the overall 1968 HemisFair event. Preservation does not require the entire building to be “moth-balled”. These key elements can be incorporated into new interior designs, adding character and historic context.

Considering “compatible use,” typical residential, hospitality / hotel, and office uses may be difficult. Projects should be considered that can take advantage of the Texas Pavilion’s architectural features – large floor plate, robust structure, limited windows – plus it’s location downtown, adjacency to the convention center with ease of access from the interstate.

Proposed Uses:

Business Incubator / Technology Incubator Space – San Antonio has seen the success of several business and technology incubators. Geekdom, Bunker Labs, and Launch SA are just a few examples of companies that provide networking, mentorships, seed money and facilities for start-up companies. The Texas Pavilion could provide temporary office and meeting space for emerging companies with easy access to the downtown central business district.

Market Hall / Design Center – San Antonio does not have a permanent design center for architectural or interior design suppliers. Dallas and Houston are the closest locations for most of the national and international design showrooms, with Austin providing a limited selection of mostly regional dealers. With continued growth in residential and commercial real estate markets, architects, designers, and contractor would benefit from a design center housing showrooms of interior and exterior building materials, lighting, and equipment.

Artist Incubator – The Texas Pavilion would be ideal for use as an artist incubator. These facilities provide studio space, shop facilities and gallery space for emerging and established artists. They typically have classrooms for educational series and minimal office space for support staff. They can be complimented by food and beverage providers and retail spaces that give artists opportunities to sell art to the public. Examples such and South Side on Lamar and The Cedars Union in Dallas and Cultivarte in Laredo are programs that follow a membership model, renting studio space and providing access to wood shops, digital studios, and maker spaces for a monthly fee.

Culinary Incubator / Food Market – San Antonio’s vibrant culinary scene is supported by culinary incubators that provide commercial kitchen space to start-up chefs. Alamo Kitchens, Break Fast & Launch and the CO-OP are examples of incubators providing support services to chefs, bakers and food truck operators serving San Antonio. The Texas Pavilion could provide large commercial / commissary kitchen services on the lower level with access to loading and shipping, with a Farmers Market and retail stalls on the main exhibit floor. The upper level could be used for office and meeting spaces. The rooftop could easily be converted to an “urban farm” with over 1.5 acres of area supporting a green roof system.

Community Recreation Center – Downtown San Antonio and the immediate area are underserved when it comes to community recreation centers. With a growing residential population, Downtown San Antonio could benefit from a large, well appointed facility providing sports and recreation within a walkable community. The Globe Theater could accommodate a regulation basketball court, while the remaining exhibit level could provide ample room for group exercise rooms, physical therapy facilities and general fitness programs. Locker rooms and community meeting rooms could be located on the lower level, along with a café / juice bar opening onto the restored fountain.

Entertainment Destination:

- Indoor golf – simulators, indoor Putt-Putt concepts like <https://www.puttery.com/>



- Escape rooms - <https://escaperoom.com/>
- Bowling - <https://www.bowlandbarrel.com/sanantonio/>
- Table tennis - <https://www.smashatx.com/>
- Pickle ball - <https://chickennpickle.com/location/san-antonio/>
- Live music performance (in Globe Theater)

Immersive Art Experiences:

- Meow Wolf - <https://meowwolf.com/>
- Wonderspace - <https://www.wonderspaces.com/>
- Seismique - <https://seismique.com/>
- Immersive Van Gogh - <https://www.immersivevangogh.com/>
- Digital façade projection mapping - <https://www.urbanscreen.com/>

These entertainment uses are largely interior environments and are suited for a building with large floor plates and limited windows. Their fixtures are somewhat temporary and can be installed with minimal impact on the building's structure. Depending on the total occupant load and visitor numbers, additional parking may be required. But the high visibility from I-37 is ideal from a marketing perspective. UTSA could retain ownership of the building and sign a long-term lease with one of these for-profit users, thereby making the project eligible for local, state and federal tax incentives.



Copyright Meow Wolf



Copyright WONDERSPACES



Copyright Seismique



Copyright Immersive Van Gogh San Antonio



Copyright URBANSCREEN



Copyright URBANSCREEN

Notes on National Register and SAL Status

As previously stated, the Texas Pavilion has no state or federal restrictions on alterations to the site, exterior or interior of the structure. Local designations are not enforceable for a property owned by a state agency. The Conservation Society of San Antonio is, however, preparing to nominate the building to the National Register of Historic Places.

If the property is determined eligible for and ultimately added to the National Register of Historic Places, this designation does not in itself impose any restrictions on the building or site. If changes are made to the structure that the Texas Historical Commission and National Park Service determine are detrimental to the historic character of the building, the National Register listing can be rescinded. If however, the building owner receives federal funding for work performed on the building, and the property is determined eligible for or added to the National Register, the project would be subject to a Section 106 review under the National Historic Preservation Act (NHPA) of 1966. Note: final approval and listing on the National Register is not required for Section 106 review. A Determination of Eligibility by the THC and NPS is sufficient to cause a review. More information on the Section 106 review process can be found on the Texas Historical Commission's website at: <https://www.thc.texas.gov/project-review/national-historic-preservation-act/section-106-review-process>

If the Texas Pavilion is included on the National Register of Historic Places, the property is then eligible for designation as a State Antiquities Landmark (SAL). SALs are designated by the Texas Historical Commission and receive legal protection under the Antiquities Code of Texas. The code defines all cultural resources on non-federal public lands in the State of Texas as eligible to be designated as SALs. (Historic buildings and other above-ground structures must be listed in the national Register. Archeological sites do not have to be listed in the National Register.)

Per the THC's website, "*SAL designation does not mean that sites or buildings cannot be altered or destroyed. The land-owning agency must consult with the THC about such proposed actions through the permit process, and the THC will determine whether the work will be allowed.*"

An SAL application for a structure on private property requires the owner's consent.

An SAL application for a structure on non-federal public land simply requires that an applicant post legal notice in the local newspaper. Any citizen can submit an SAL application for structures on public land. Designation as an SAL requires work performed on the structure to be permitted through the Texas Historical Commission. Failure to receive approval by the THC can result in penalties and fines of \$1,000 per violation. (Each day the project does not have approval is considered a violation, therefore the penalties can equate to \$1,000 per day until the matter is resolved.) The state attorney general may also file for restraining orders against the property in any state court, and citizens may file for restraining orders against the project in the same county as the subject property.

It should be noted that institutes of higher learning have special provisions in the Antiquities Code under Subchapter B – Administrative Provisions:

Sec. 191.021. COMPLIANCE WITH OPEN MEETINGS ACT AND ADMINISTRATIVE PROCEDURE AND TEXAS REGISTER ACT. (a) Repealed by Acts 1995, 74th Leg., ch. 109, Sec. 29, eff. Aug. 30, 1995.

(b) If an institution of higher education notifies the committee in a timely manner (as established by the committee's rules) that it protests the proposed designation of a building or land under its control as a

landmark, the matter becomes a contested case under the provisions of Sections 12 through 20 of the Administrative Procedure and Texas Register Act. In the conduct of proceedings under the Administrative Procedure and Texas Register Act, both the hearing officer in his or her recommendations to the committee and the committee in its determinations of findings of fact and conclusions of law shall consider, in addition to such other objective criteria as the committee may establish pursuant to Section [191.091](#) of this chapter:

- (1) that the primary mission of institutions of higher education is the provision of educational services to the state's citizens;
- (2) that the authority for expenditure of the portion of the state's resources allocated to institutions of higher education for construction and repair purposes is entrusted to the governing boards of institutions of higher education for the purpose of the furtherance of the primary mission of the respective institutions of higher education;
- (3) whether the benefit to the state from landmark designation outweighs the potential inflexibility of use that may be a consequence of the designation; and
- (4) whether the cost of remodeling and/or restoration that might be required under the permit procedures of the committee if the building were designated as a landmark may be so substantially greater than remodeling under procedures established by law for the review of remodeling projects for higher education buildings not so designated as to impair the proper use of funds designated by the state for educational purposes at the institution.

(c) If an institution of higher education notifies the committee in a timely manner (as established by the committee's rules) that it protests the terms of a permit proposed to be granted to an institution of higher education under this chapter, the matter becomes a contested case under the provisions of Sections 12 through 20 of the Administrative Procedure and the Texas Register Act. The hearing officer in his or her recommendations to the committee and the committee in its determination of findings of fact and conclusions of law shall consider:

- (1) that the primary mission of institutions of higher education is the provision of educational services to the state's citizens;
- (2) that the authority for expenditure of the portion of the state's resources allocated to institutions of higher education for construction and repair purposes is entrusted to the governing boards of institutions of higher education for the purpose of the furtherance of the primary mission of the respective institutions of higher education;
- (3) whether the legislature has provided extra funds that may be required to implement any proposed requirements;
- (4) the effect of any proposed requirements on maintenance costs;
- (5) the effect of any proposed requirements on energy costs; and
- (6) the appropriateness of any proposed permit requirements to the uses to which a public building has been or will be dedicated by the governing board of the institution of higher education.

(d) Weighing the criteria set forth in Subsections (b) and (c) of this section against the criteria it adopts pursuant to Section [191.092](#) of this chapter and such criteria as it may adopt with regard to permit requirements, the committee shall designate a building or land under the control of an institution of higher education as a landmark or include a requirement in a permit only if the record before the committee establishes by clear and convincing evidence that such designation or inclusion would be in the public interest.

Added by Acts 1983, 68th Leg., p. 2003, ch. 364, Sec. 6, eff. Sept. 1, 1983. Amended by Acts 1995, 74th Leg., ch. 109, Sec. 29, eff. Aug. 30, 1995.

Amended by:

Acts 2009, 81st Leg., R.S., Ch. 1182 (H.B. [3632](#)), Sec. 5, eff. June 19, 2009.

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END OF REPORT