



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Executive Summary Historic Resource Survey Findings HEARING DATE: DECEMBER 1, 2010

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Date: November 17, 2010
Case No.: **2010.0486U**
Project: SoMa Historic Resources Survey
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Recommendation: **Adoption of survey findings**

REQUESTED COMMISSION ACTION

The Planning Department requests the Historic Preservation Commission move to adopt the Eastern Neighborhoods SoMa Area Plan and Western SoMa Community Plan Historic Resource Survey (SoMa Survey) as recommended by the Planning Department, consisting of:

- 1,239 DPR 523A forms, and
- 128 DPR 523B forms, and
- 5 DPR 523D forms
- Survey Inventory for 2,141 properties, consisting of APN; Address; year built; Status Code; District Name; Integrity, Architecture Rating and Building notes. (All Survey Data By Address) Survey materials, findings and the Survey Inventory can be found on the attached CD as well as the SoMa Historic Resources Survey webpage at <http://somasurvey.sfplanning.org>

PROJECT BACKGROUND

The SoMa Survey was conducted in order to provide information on the location and distribution of historic resources within the Eastern Neighborhoods SoMa Area Plan and Western SoMa Community Plan for the purposes of long-range policy planning. The survey also provides information for use in permit processing, environmental review, and making recommendations for official nominations to historic registers.

The San Francisco Planning Department conducts historic resource surveys that serve as a planning tool to gather data and to identify historic buildings, structures, sites, objects, and historic districts. The Planning Department's survey activities are reported to the State Office of Historic Preservation (<http://ohp.parks.ca.gov>) through the Federal Certified Local Government Program. The SoMa Survey was designed to conform with National Register Bulletin 24: *Guidelines for Local Surveys: A Basis for Preservation Planning*, and utilizes State of California, Department of Parks and Recreation (DPR)523-series forms to record the survey information. The survey uses the State's ranking system for historic resources called the California Historical Resource Status Code (CHRSC) System (see attachment). The status code assigned by the survey to each property is found in the Survey Inventory on the attached CD.

PROJECT DESCRIPTION

The Planning Department recently completed the SoMa Survey which resulted in documentation and/or assessment of 2,141 individual properties, of which approximately 1,467 properties constructed in or before 1962 (45 years prior to 2007, when the survey began). The SoMa Survey area is roughly Mission Street to Townsend Street, between 1st and 13th Streets. The purpose of the survey is to identify buildings and structures that appear to be eligible for listing in the National Register of Historical Places and the California Register of Historical Resources, as well as to identify properties for local significance. The Planning Department received funding from the Historic Preservation Fund Committee and was assisted in the survey work by the architecture firm of Page & Turnbull, Inc.

The Planning Department South of Market Survey (SoMa Survey) consists of Page & Turnbull work products (1,241 DPR 523A forms, 1,060 properties assessed in districts and 129 individual assessments), previous evaluations¹ (373), and initial assessments by staff (574). Staff also verified and updated previous assessments for consistency with the historic context statement. In total, the SoMa Survey as recorded in the Survey Inventory covers 100% of the Eastern SoMa Area Plan, and 100% of the Western SoMa Community Plan.

1. Individually Significant Properties To SoMa survey identified 151 properties of individual significance, both outside and within historic districts.
2. Historic Districts. There are two existing historic districts in SoMa. The first district is the National Register listed Jackson Brewery Complex at 11th and Folsom streets. The second is the Article 10 South End Historic district, which is also certified for the National Register.

The findings of the SoMa Survey determined the boundaries for 5 new historic districts that appear eligible for either the National, California Register, or appear to be locally significant. In total², there are: 630 contributory buildings within the five identified districts. (See attached table for summaries of each documented district)

- a. The Bluxome and Townsend Warehouse Historic District
 - b. South End Historic District extension
 - c. Sixth Street Lodginghouse Historic District
 - d. South Park Historic District
 - e. West SoMa Light Industrial and Residential Historic District
3. Properties Requiring Further Study. There are 267 buildings are not within a district, and not individually significant architecturally per NR/CR criteria C/3, Potential significance for associations with events or persons (NR/CR criteria A/1 and B/2) remains undocumented. A further 15 buildings need a more specific context to evaluate them (most of these are within the SF Flower Market).

¹ Previous survey work includes: The Here today survey (adopted in 1970), the 1976 Architectural Survey, and an earlier South of Market area plan survey from the 1980s. Additional sources of information about historic buildings in SoMa include: the Un-reinforced Masonry building (UMB) survey of 1990 and several Section 106 (of the National Historic Preservation Act) studies.

² Between 2007 and 2010 some buildings that were included in the original survey have been demolished in conformity with Eastern Neighborhoods Area Plan Interim Permit Review Procedures for Historic Resources or the Western SoMa SUD procedures, and replaced with new construction. Building counts within categories is as accurate as possible.

4. Properties Determined to not be Historic. A total of 1,135 buildings were found NOT to be historic (some are new buildings, some vacant lots, and the rest are older buildings that do not meet any criteria for significance).

ENVIRONMENTAL REVIEW

In 2005, the Planning Department determined the Survey Program, including this historic resources survey, exempt under Class 6 of the California Environmental Quality Act (CEQA). Section 15306, *Information Collection* of the CEQA Guidelines states the following: "Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environment resource. These may be strictly for information gathering purposes, or as part of a study leading to an action which a public agency has not yet approved, adopted or funded."

OWNER NOTIFICATION AND COMMUNITY OUTREACH

On October 28, 2010, the Planning Department sent notice of this hearing, including an invitation to participate in a community meeting, and a Frequently Asked Questions (FAQ) sheet, *via* mail (6,838 recipients) and e-mail (275 recipients). Recipients included all property owners, including condos, within the SoMa Survey area, regardless of the age of the property. Copies of the documents are included on the enclosed CD.

Identical notification materials were mailed to the following additional groups and individuals:

- The Planning Department's Major Environmental Analysis, preservation mailing list;
- Citywide list;
- Community members who gave their contact information for both the Western SoMa Citizens Planning task force and the Eastern Neighborhoods, East SoMa Area Plan;
- Neighborhood groups within the SoMa survey area who have registered with the Planning Department; Supervisor Daly's community list;
- Members of the Planning and Historic Preservation Commissions.

Additional Community Outreach

October 27, 2010: Planning Department Staff gave an informational presentation to the Western SoMa Citizens Planning Task Force, including an overview of the findings, discussion of the two districts within Western SoMa Community Plan Area, and the notification and adoption process.

November 17, 2010: Planning Department Staff hosted a community meeting which included a presentation by Planning Staff, followed by a breakout session where the public was able to discuss their particular questions on specific sites with staff. A summary of this meeting will be given at the hearing on 12/1/10.

November 18, 2010: Planning Department Staff returned to the Western SoMa citizen's Planning Task Force, to the Complete Neighborhood Fabric sub-committee to continue the discussion of the two eligible districts located within the West SoMa Community Plan Area. A summary of this meeting will be given at the hearing on 12/1/10.

It is anticipated that the SoMa Survey will be presented to the Historic Preservation Fund Committee at their next regularly scheduled meeting.

There are no regulations, policies or procedures for public notification for endorsement or adoption of historic resource surveys beyond standard hearing notice.

TYPE	REQUIRED PERIOD	REQUIRED NOTICE DATE	ACTUAL NOTICE DATE	ACTUAL PERIOD
Classified News Ad	N/A	N/A	N/A	0 days
Posted Notice	N/A	N/A	November 10, 2010	20 days
Mailed Notice	N/A	N/A	October 28, 2010	34 days

PUBLIC COMMENT

- The Planning department made an informational presentation to the Western SoMa Citizens Planning Task Force on October 27, 2010. Following an hour of discussion, it was decided to continue the conversation at a sub-committee meeting on November 18, 2010. Discussion focused on how the Department uses the information in the processing of development proposals, and what sites identified for development were also found to be historic. No action was requested of the Task force.
- Following the Department’s notice to property owners, several owners responded by telephone and email. Most people who made contact were seeking more detailed information on the survey, and sought to clarify the status of their property within the survey.
- A correction was requested for 1500 Howard St. to correct the DPR 523A form to reflect the building height as two-stories, rather than one. The corrected form is included in the CD for adoption.
- Additional information was provided for 1069 Howard St. that identified it as a William Randolph Hearst printing facility for the Examiner. The information has been added to the Survey Inventory, and is included in the CD for adoption.
- Several people contacted the Department requesting information about the definition of “integrity” as used in survey evaluation. The Department posted a “Key” to address this question on the survey website. The “Key” is reproduced on the CD.
- Several owners contacted the Department to get more information about the benefits of being found eligible for the California Register, in the context of Planning Code Section 803.9 which allows for a greater variety of uses within historic buildings.
- Two persons who identified themselves as taxpayers expressed their opinion that the City ought not to be in the business of conducting surveys, when the money could be better spent on other things. The survey was, in large part paid by a grant from the Historic Preservation Fund Committee, who paid both the Consultant fee, and the majority of Staff time used to review, and bring this survey to the Historic Preservation Commission.
- The survey website and interactive map was highlighted on the Blog sf.curbed.com “SF Planning: Documenting What's Left of SOMA”
- The San Francisco Examiner published an article “Writing SoMa history” on November 21, 2010.

- Several persons emailed their concerns over the designation of the South Park District to Article 10 of the Planning Code.

ISSUES AND OTHER CONSIDERATIONS

- The Landmarks Preservation Advisory Board (LPAB) adopted the *Context Statement South of Market Area*, including the revisions. The final adopted context bears the date June 30, 2009.
- There are approximately 107 buildings that are age eligible, but were not covered by a DPR 523A form. Most (81) fall within RED districts, and were known to have been skipped, as there was an insufficient budget to document every building, and the Plans propose no change in the existing zoning. Another 26 were erroneously skipped by the consultant. Absent a DPR 523A form, assessments were based on photographs, Pictometry, Parcel Information and Google Street View.
- Assessment of the California Flower Market complex cannot be accurately completed without an appropriate culturally oriented context statement that addresses the roles of Chinese, Italian and Japanese merchants in the region. Mario Ciampi was the master architect on the project.
- The Eastern Neighborhoods legislation includes two relevant Planning Code changes to address resources in Eastern SoMa:
 - The first is within section 803.9, where buildings that are designated Landmarks, contributory to an Article 10 Historic District, or “listed on, or determined eligible for the California Register” and are with in the *MUG, MUO, MUR, and UMU* zoning districts, that all uses are permitted as of right, subject to certain provisions.
 - Secondly, updates to the existing Article 10, Appendix I South End Historic District were made to add a Section 10, which describes the criteria of review for additions to existing buildings and new infill construction to ensure compatibility.
- The Western SoMa Community Plan has preservation policies that encourage the preservation of historic, architectural and cultural resources. Separate processes have identified cultural resources to the LGBTQ and Pilipino communities, and are recorded in the Plan documents.

BASIS FOR RECOMMENDATION

- Planning Department has reviewed the findings internally, and concurs with said findings.
- The survey findings will inform the Westrn SoMa Community Plan EIR
- The survey findings will allow property owners to make use of various benefits
- Public notice has not yielded, as of this writing, corrections to either the context, or individual property assessments.

RECOMMENDATION: Adoption of survey findings
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ATTACHMENTS:

Draft Motion

California Historical Resource Status Code System (CHRSC): list of commonly used codes

South of Market Summary of Documented Historic Districts

Map showing Comprehensive Historic Resource Survey Findings

CD containing:

SoMa Survey Notice Public Hearing

SoMa Survey Community Meeting Announcement

SoMa Survey FAQ

Survey Area Map

Context Statement South of Market Area 06-30-2009

100 DPR 523A forms formerly MO plan area (previously adopted)

DPR 523A forms (Primary Records) By APN

DPR 523B forms (Building, Structure, Object Records) By address

DPR 523D forms (District Records)

Historic Resource Survey Findings (Survey Inventory and supporting documents)

SoMa Survey Findings Map

CHRSC Status Codes

Cc: Planning Commissioners

Members of the Historic Preservation fund Committee

NMC: I:\Cases\2010\2010.0486U\2010.0486U HPC case report 12-1-10.doc



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Motion 0xxx

HEARING DATE: JULY 21, 2010

Hearing Date: December 1, 2010
Case Number: 2010.0486U
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ADOPTION OF: SoMa Historic Resources Survey

PREAMBLE

WHEREAS, the Methodology for recording and evaluating historic resources contained in the Office of Historic Preservation publication Instructions for Recording Historical Resources of March 1995 and future editions of that publication is based on the Secretary of the Interior's Standards and National Register of Historic Places Criteria cited therein.

WHEREAS, that SoMa Historic Resources Survey (SoMa Survey) consists of several elements including:

- 1,239 new Department of Parks and Recreation Primary Records (DPR 523A forms);
- 128 Building, Structure and Object - DPR 523B forms;
- 5 District Records, DPR 523D forms;
- Survey Inventory documenting 2,141 individual buildings (including photography, year built, district if applicable, assessments of architectural integrity, and evaluations.

WHEREAS, that the *SoMa Survey* was prepared by a qualified historian in accordance with the Secretary of the Interior's Standards and State Office of Historic Preservation Recordation Manual as outlined in Resolution No. 527 of June 7, 2000, adopted in 2009 by the previous San Francisco Landmarks Preservation Advisory Board.

WHEREAS, that the *Historic Context Statement South of Market Area*, adopted as amended by the former Landmarks Preservation Advisory board, served as the basis for the evaluations of the SoMa Survey.

WHEREAS, that the *SoMa Survey* was reviewed by the San Francisco Historic Preservation Commission for accuracy and adequacy and is adopted by the San Francisco Historic Preservation Commission at a public meeting agendized for this purpose.

WHEREAS, that a copy of the duly adopted the *SoMa Survey* will be maintained in the Planning Department Preservation Library and on the Planning Department's website.

WHEREAS, that future City Landmark and Historic District Nominations to Article 10 of the Planning Code may demonstrate historic significance by reference to the *SoMa Survey*.

THEREFORE BE IT RESOLVED, that the Historic Preservation Commission hereby adopts the *Augmentation survey, including:*

- 1,239 new Department of Parks and Recreation Primary Records (DPR 523A forms);
- 128 Building, Structure and Object - DPR 523B forms;
- 5 District Records, DPR 523D forms;
 - The Bluxome and Townsend Warehouse Historic District
 - South End Historic District extension
 - Sixth Street Lodginghouse Historic District
 - South Park Historic District
 - West SoMa Light Industrial and Residential Historic District
- Survey Inventory documenting 2,141 individual buildings.

BE IT FURTHER RESOLVED that the Historic Preservation Commission hereby directs its Commission Secretary to transmit a copy of the adopted survey materials and this Motion No. 0xxx, to the State Office of Historic Preservation and to the Northwest Information Center at Sonoma State University for reference.

I hereby certify that the Historical Preservation Commission ADOPTED the foregoing Motion on December 1, 2010.

Linda D. Avery
Commission Secretary

AYES:

NAYS:

ABSENT:

ADOPTED December 1, 2010

California Historical Resource Status Code System (CHRSC): list of commonly used codes

1 Properties listed in the National Register (NR) or the California Register (CR)

- 1D Contributor to a district or multiple resource property listed in NR by the Keeper. Listed in the CR.
- 1S Individual property listed in NR by the Keeper. Listed in the CR.

2 Properties determined eligible for listing in the National Register (NR) or the California Register (CR)

- 2B Determined eligible for NR as an individual property and as a contributor to an eligible district in a federal regulatory process. Listed in the CR.
- 2D Contributor to a district determined eligible for NR by the Keeper. Listed in the CR.
- 2S Individual property determined eligible for NR by the Keeper. Listed in the CR.
- 2CB Determined eligible for CR as an individual property and as a contributor to an eligible district by the SHRC.
- 2CD Contributor to a district determined eligible for listing in the CR by the SHRC.
- 2CS Individual property determined eligible for listing in the CR by the SHRC.

3 Appears eligible for National Register (NR) or California Register (CR) through Survey Evaluation

- 3B Appears eligible for NR both individually and as a contributor to a NR eligible district through survey evaluation.
- 3D Appears eligible for NR as a contributor to a NR eligible district through survey evaluation.
- 3S Appears eligible for NR as an individual property through survey evaluation.
- 3CB Appears eligible for CR both individually and as a contributor to a CR eligible district through a survey evaluation.
- 3CD Appears eligible for CR as a contributor to a CR eligible district through a survey evaluation.
- 3CS Appears eligible for CR as an individual property through survey evaluation.

Properties Recognized as Historically Significant by Local Government

- 5S1 Individual property listed or designated for local listing under local ordinance.
- 5S2 Individual property eligible for local listing or designation under local ordinance.
- 5S3 Appears to be individually eligible for local listing or designation through survey evaluation.
- 5D1 Contributor to a district that is designated or listed locally under local ordinance.
- 5D2 Contributor to a district that is eligible for local listing or designation under local ordinance.
- 5D3 Appears to be a contributor to a district that appears eligible for local listing / designation through survey evaluation
- 5B1 Individually listed or designated locally and is a contributor to a district that is listed or designated locally.
- 5B2 Eligible individually and as a contributor to a district that is eligible for local listing or designation.
- 5B3 Appears to be individually eligible and a contributor to a district that appears to be eligible for local listing / designation through a survey evaluation.

6 Not Eligible for Listing or Designation as specified

- 6L Determined ineligible for local listing or designation through local government review process; may warrant special consideration in local planning.
- 6Z Found ineligible for NR, CR or Local designation through survey evaluation.

7 Not Evaluated for National Register (NR) or California Register(CR) Listing or Designation or Needs Reevaluation

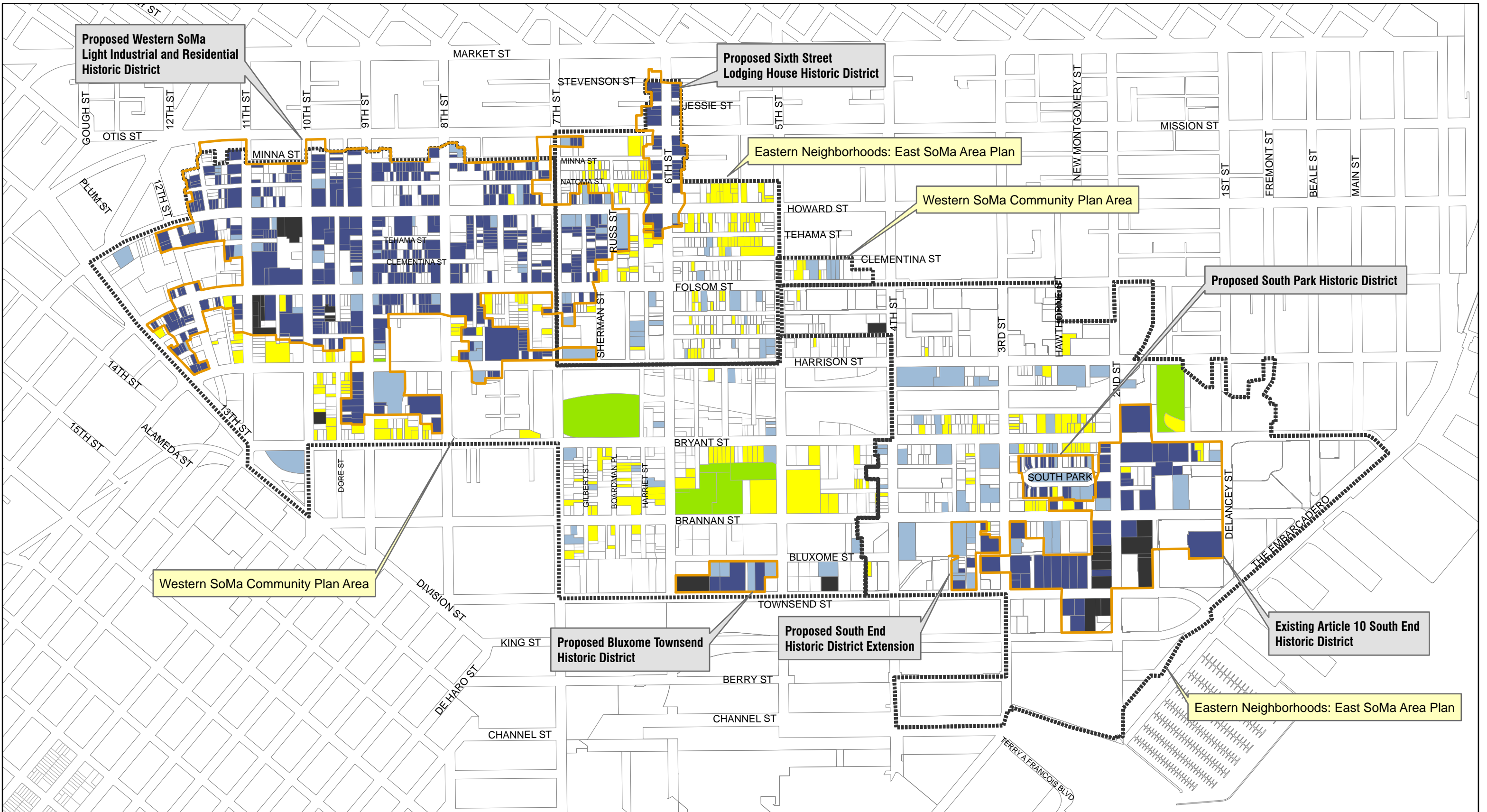
- 7N Needs to be reevaluated (Formerly NR Status Code 4)
- 7R Identified in Reconnaissance Level Survey: Not evaluated.

South of Market Summary of Documented Historic Districts

	Historic District (Eligibility)	Period of Significance	Brief Description of Significance	Contributors / Total Properties (Percentage)
1	The Bluxome and Townsend Warehouse Historic District (P&T) 5S3 San Francisco Article 10 eligible	1912-1936 Industrial Development under Criterion A and C.	The District consists of a group of resources that are cohesive in regard to scale, building typology, materials, architectural style, and relationship to the street. Contributors to the Bluxome and Townsend Warehouse Historic District are all industrial warehouse buildings that were constructed in brick masonry or reinforced concrete. Within the established period of significance, the most pronounced periods of construction occurred from 1915 to 1916 and 1920 to 1924. The Historic District contains nine contributing buildings and one non-contributing lot which is used as a driveway between two buildings.	10 properties 90% contributory 10% non-contributory
2	South End extension (P&T)	(1867) 1906-1935 Industrial and Residential Reconstruction and Development Article 10	This group of resources comprises an addition to the local (Article 10) and National Register-listed South End Historic District. The contributing resources included in the appended area appear to be compatible with the "warehouse architectural form" theme of the South End Historic District. The original district also included other building types, such as industrial manufacturing, commercial, and mixed-use residential buildings. The SEHD Addition maintains consistency with the diversity of building types in a primarily industrial area. Likewise, the area is located adjacent to the western boundary of the South End Historic District, and the contributing resources in the appended area coincide with the broader period of significance	19 properties 63% contributory 37% non-contributory
3	Sixth Street Lodginghouse (Bloomfield)	1906-1913 National Register eligible, but could make a good conservation district in	The Sixth Street Lodginghouse District is a group of 33 low-budget residential hotels, or lodginghouses, built from 1906 through 1913, and a few low-rise commercial buildings. 19, or about 60%, of the district buildings are unreinforced masonry structures; the rest are wood frame or concrete. Most are three or four stories tall, a few are five or two, one is seven	43 properties 80% contributory 20% non-

	Historic District (Eligibility)	Period of Significance	Brief Description of Significance	Contributors / Total Properties (Percentage)
		Article 11.	stories, and two commercial structures are only one story. Ground floors are commercial, with minimal entrances to the single-room units above. Most of the buildings are clad in brick; they have deep window reveals and cornice designs borrowed from the classical vocabulary. Ornamentation is usually minimal. Residential entries are inconspicuous, lobbies almost non-existent and plumbing scarce. The buildings were designed with differentiated bases to allow for the normal changes to storefronts. The district appears to have high integrity.	contributory
4	South Park (P&T)	1854-1935 Article 10 Industrial and Residential Reconstruction and Development	a group of resources that are cohesive in regard to scale, materials, architectural styles, and relationship to the street and park. Contributors to the South Park Historic District are industrial, commercial, and residential buildings that feature wood frame or concrete construction. The district has associations with both the Japanese and Philippine communities.	37 properties 65% contributory 35% non-contributory
5	West SoMa Light Industrial and Residential (P&T & Planning)	1906-1936 Industrial and Residential Reconstruction and Development National Register Eligible Criterion A and C	The Western SoMa Light Industrial and Residential Historic District developed primarily between the years 1906 and ca. 1936, and consists of a group of resources that are cohesive in regard to scale, building typology, materials, architectural style, and relationship to the street. Contributors to the Western SoMa Light Industrial and Residential Historic District are mostly light industrial and residential properties, with some commercial properties. The Historic District is significant under Criterion A (Events) as a representation of a noteworthy trend in development patterns and the establishment of ethnic groups in San Francisco. It is also significant under National Register Criterion C (Design/Construction) as a representation of a group of properties that embody the distinctive characteristics of a type,	721 Properties 66% contributory 34% non-contributory

	Historic District (Eligibility)	Period of Significance	Brief Description of Significance	Contributors / Total Properties (Percentage)
			period, or method of construction, and as a representation of a significant and distinguishable entity whose components may lack individual distinction	



- Listed on California or National Register
- Individual Resource
- District Contributor
- 6Z - Not a resource
- 6L - Not significant for architecture (Criteria C/3)
- 7R - Evaluation pending relevant context

SoMa Historic Evaluations

