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Historic Preservation Commission
Executive Summary
Historic Resource Survey Findings
ADOPTION HEARING: FEBRUARY 1, 2012

Date:	January 26, 2012
Case No.:	**2007.0558!**
Project:	Transit Center District Historic Resource Survey (Transbay Survey) Update
Staff Contact:	Pilar LaValley – (415) 575-9084 pilar.lavalley@sfgov.org
Reviewed By	Tim Frye – (415) 575-6822 tim.frye@sfgov.org
Recommendation:	**Adoption of survey findings**

REQUESTED COMMISSION ACTION

The Planning Department requests the Historic Preservation Commission to adopt, modify or disapprove a Motion to adopt the Transit Center District Historic Resource Survey Update (Transbay Survey Update) as recommended by the Planning Department, consisting of:

- *Transbay Center Survey, Summary Report and DPR 523B forms,* produced by Carey & Co. Inc. (March 23, 2010)
- California Department of Parks and Recreation Building, Structure, and Object Records (DPR 523B forms) for 57 individual properties to complete or update previous documentation;
- *Map of Proposed New Montgomery, Mission and Second Street Historic District*, as amended per Transbay Survey Update, produced by Carey & Co. Inc. (April 28, 2010).
- *Map of Potential Tehama Street Historic District*, as proposed per Transbay Survey Update, produced by Carey & Co. Inc.
- Direct Planning Department staff to amend California Department of Parks and Recreation District Records (DPR 523D form) for one (1) historic district;
- Direct Planning Deaprmtent staff to amend DPR B forms based on reccomendation by the Survey Advisory Committee.

Original and update survey materials and findings are on the attached CD. A map of the survey area, the historic context statement, and DPR 523D form for the New Montgomery, Mission and Second Street Historic District identified in the original survey, prepared by Kelley & VerPlanck, and adopted by the Landmarks Preservation Advisory Board in August 2008, are also posted on the Department website.

PROJECT BACKGROUND

The Transit Center District Plan

The Transit Center District Plan Area covers a section of the eastern South of Market Area (SOMA) bound by Market, Main, Tehama, and New Montgomery streets.

The draft Transit Center District Plan is an outgrowth of the 1985 Downtown Plan, in particular the latter document's policy of extending the City's urban core south of Market Street. The plan will result in new planning policies and controls for land use, urban form, building design, and improvements to private- and publicly-owned properties to enhance the public realm.

As part of ongoing long-range planning efforts in the Transit Center District Plan, the City and County of San Francisco contracted with Kelley & VerPlanck Historical Resources Consulting (KVP) to survey the Transit Center District Plan Area and prepare a Historic Context Statement that summarized historical patterns of development, described existing historic resources, and examined the cumulative impact of several major new projects in the Plan Area. The Transit Center District Historic Context Statement and Survey (Transbay Survey), prepared by Kelley & VerPlanck, was adopted by the Landmark Preservation Advisory Board in August 2008.

Purpose of Area Plan Surveys

The Transbay Survey was conducted in order to provide information regarding the location and distribution of historic resources within the Area Plan. Historic resources are buildings, structures, sites, objects, and districts that appear eligible for listing in the California Register of Historical Resources (California Register), which also includes properties that appear eligible for listing in the National Register of Historic Places (National Register). In conducting surveys, the Department gathers information and develops findings using the California Register and National Register criteria, and State and federal standards and guidelines for identifying and evaluating historic properties.

As a result of the completion of survey activities and the development of survey findings, and as recommended by the State Office of Historic Preservation (OHP), the Department assigns codes that are consistent with the California Historic Resource Status Code (CHRSC) system in order to indicate the apparent eligibility of properties for listing in the California Register and National Register. CHRSC codes indicate assessments that are based on information available at the time of assessment, and CHRSC codes may be changed and/or updated if new or additional information regarding properties becomes available. The Department's survey activities, and the assignment of CHRSC codes, do not result in any official designations, or listings in historic registers, or changes in zoning or allowable uses, or changes in property taxes or property values.

Completion of the Transbay Survey was consistent with the policies and objectives of the Area Plan that call for the identification of historic resources. Previously completed and adopted Department surveys related to Area Plans include: Central Waterfront; Market & Octavia; Market & Octavia Augmentation; Van Ness Avenue Automotive Support Structures; Inner Mission North; South Mission; Showplace Square/Northeast Mission: and South of Market.

What is an "Adopted" Survey?

A survey is "adopted" by the Historic Preservation Commission to confirm that the survey was conducted in an accurate and objective manner according to commonly used State and Federal standards.

While a survey can identify a building as "eligible" for the National or California Registers, an adopted survey does not automatically list a property on those Registers, nor does it designate a property as a City Landmark. Listing on a Register or local designation is an entirely separate process and was not the purpose for conducting the survey. It is also important to note that an adopted survey does not result in changes in property taxes or property values.

Adopted survey findings are used to inform the policies and objectives of the Transit Center District Area Plan and are also used by the Planning Department to determine the presence or absence of a historic resource. The Planning Department will use survey information when reviewing building permit applications, projects under the California Environmental Quality Act (CEQA), or projects under Section 106 of the National Historic Preservation Act. Section 106 requires federal agencies to consider potential impacts to historic resources on projects that receive federal funding.

The survey will also be used by the Department to identify buildings that are eligible for tax credits, grants and other preservation incentives, such as the Mills Act (reduction in property taxes)

The survey is also used by the Department and the Department of Building Inspection to authorize the use of the California Historical Building Code. This alternate code allows historic properties to meet standard requirements through reasonable alternative means, which can reduce construction costs while retaining important historic features of a building.

Individual Historic Resources

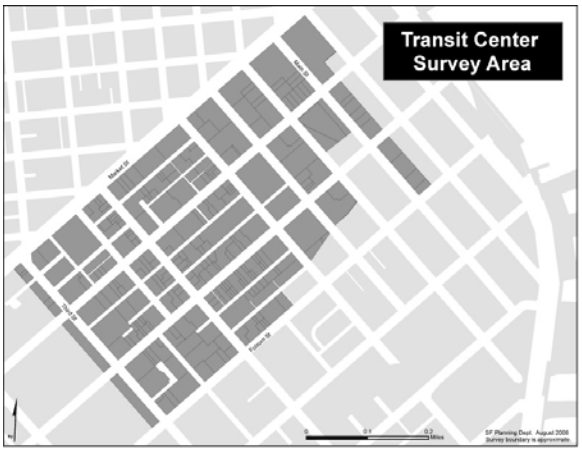
Historic resources are buildings, structures, sites, objects, and districts that appear eligible for listing in the California Register of Historical Resources (California Register), which also includes properties that appear eligible for listing in the National Register of Historic Places (National Register), or may appear eligible for local designation.

The Transit Center District Historic Resource Survey identified properties for their historic, cultural, or architectural significance. Associations with significant people or events were documented by conducting a thorough analysis of each individual property. Each property was evaluated for eligibility for the National and California registers, and for local significance. The Kelley & VerPlanck Historic Context Statement, Table 2, and the DPR 523D Form for New Montgomery, Mission and Second Historic District (attached) identifies each of the 56 individual resources (23 of these properties are located outside of the identified historic district) and contributors/non-contributors to the historic district.

Eligible Survey Districts & Boundaries

Historic districts are collections of buildings and features that are unified by a shared history related to their historic, cultural, or architectural significance. A district is made of "contributors" and "non-contributors" based on the association to that shared history. A qualified historian who applies state and federal standard practices to the properties determines the boundary of a district. In determining the boundaries, factors such as property type, shared histories, periods of significance and integrity are weighed. The Transbay Survey identified districts that are eligible for designation. As noted above, a survey is not a formal Landmark designation, but it does identify those areas that are eligible.

PROJECT DESCRIPTION



This report and the attached survey materials contain the complete findings of the Transbay Survey and Survey Update. These complete findings provide updates to the findings and materials that were adopted in the 2008 Transbay Survey. The previous phase of the survey included information for some, but not all, properties located within the survey area. The previous phase of the survey was adopted by the Landmarks Preservation Advisory Board in 2008.

Since that time, additional research and information-gathering has been conducted that provides a more complete perspective of properties that meet eligibility standards for federal and State registers as individual historic resources and/or as historic district contributors, of areas that qualify for consideration as historic districts, and of properties that do not qualify for historic status.

The following is a project summary of the 2008 Kelley & VerPlanck Survey and the 2010 survey update prepared by Carey & Company.

<u>Historic Context Statement</u>

- Historic context statements are research documents that identify historic periods, themes, patterns of development, and property types that have occurred within a study area. Historic context statements also establish eligibility requirements to evaluate individual buildings and potential historic districts, that are located within a study area.

The Transit Center District Historic Context Statement, prepared by Kelley & VerPlanck, identified four important historical contexts for the survey area: (1) reconstruction of the South of Market Area after the 1906 Earthquake and Fire (1906-1929); (2) Depression and World War II periods (1930-1945); (3) post-war expansion of the Financial District south of Market Street (1946-1984); and, (4) 1980s office construction boom and backlash (1985-present). The report stated that the most important historic context for the study area was reconstruction of the South of Market Area after the 1906 Earthquake and Fire. For the survey area, this report summarized historical patterns of development, described existing historic resources, and examined the cumulative impact of several major new projects in the Plan Area.

This context statement is attached on CD: *Historic Context Statement, Transit Center District Historic Resource Survey*, produced by Kelley & VerPlanck Historical Resource Consulting for the Department and adopted by the Landmarks Preservation Advisory Board on August 20, 2008.

The 2010 Carey & Company Survey Update did not include any revision to the adopted Transit Center District Historic Context Statement.

Field Survey Information

- Field survey information consists of basic property data recorded on State survey forms (DPR 523A forms). Field survey information includes: exterior photographs of properties; construction dates of properties (known and/or estimated); sources of construction dates; and a descriptive narrative of the building.

The 2008 Transbay Survey gathered basic field survey information for all properties that are located within the survey area. The survey documented 194 individual properties, including photographs, construction dates, and sources for construction dates. For approximately 144 structures that were determined to be at least 50 years of age, the survey also included identification of former evaluations, building types, architectural styles, apparent alterations, and other notable visual features. Approximately 144 individual properties were recorded on DPR 523A forms.

The 2010 Carey & Company Survey Update did not include any revisions to the adopted Transbay Survey DPR 523A forms.

The DPR 523A forms from 2008 Transbay Survey are attached on CD.

Historic Resource Evaluations

- Historic resource evaluations (including historic district evaluations) are technical assessments of individual properties that are recorded on State survey forms and/or in the Survey Inventory Database that follow a format approved by OHP. Historic resource evaluations were conducted using the California Register and the National Register criteria, and State and federal standards and guidelines for identifying and evaluating historic properties. Historic resource evaluations are based on the information found in the historic context statement, maps, building permit records and other research.

The Transbay Survey includes historic/non-historic evaluations of approximately 144 structures that are located within the survey area and that were determined to be at least 50 years of age with approximately 86 individual structures receiving evaluation on DPR 523 B forms. The results of historic/non-historic evaluations were summarized by assignment of CHRSC codes in order to indicate the apparent eligibility of properties for listing in the California Register and National Register. The historic/non-historic evaluations of structures are recorded on two types of survey forms and reports:

(1) Approximately 26 individual structures were evaluated and recorded on DPR 523B forms that were previously adopted as appearing ineligible for the National and/or California Registers.

    a. The 2010 Carey & Company Survey Update proposed for adoption includes updated DPR 523B forms for seven (7) of these properties with no recommended change in status. (For more information, see section *Updates to Previous Survey Findings*.)

(2) Approximately 23 individual structures were evaluated and recorded on DPR 523B forms that were previously adopted as appearing individually eligible for the National and/or California Registers (these properties are not located in any historic district).

a. The 2010 Carey & Company Survey Update proposed for adoption includes updated DPR 523 B forms for four (4) of these properties with no recommended change in status. (For more information, see section *Updates to Previous Survey Findings*.)

(3) Approximately 117 individual structures (including some structures that were also recorded on DPR 523B forms) were evaluated and recorded as contributors/non-contributors to a historic district on a DPR 523D form.

a. The 2010 Carey & Company Survey Update proposed for adoption includes updated (or new) DPR 523B forms for approximately 44 of these properties previously identified as historic resources. In its reevaluation, Carey and Company recommends no change in status for 18 properties, revision of status from contributor to individually eligible for 13 properties, and revision of status from contributor to ineligible for 13 properties. (For more information, see section *Updates to Previous Survey Findings*.)

The DPR A and B forms for both the 2008 Kelley & VerPlanck and the Carey & Company surveys are attached on CD. The original and updated DPR forms for the 13 properties proposed for a change in historic status are combined in a single file on attached CD to facilitate review. The Addresses and Assessor's Parcel Numbers (APN) for the DPR Forms updated by Carey & Company are located in Appendix 1 – Survey Status Summary (attached) and attached on CD.

<u>Survey Districts</u>

The Kelley & VerPlanck Transit Center District Historic Resource Survey produced one (1) DPR 523D (District) record, with findings that this is an eligible survey district.

1. <u>New Montgomery, Mission and Second Historic District</u> is a California Register-eligible district consisting of masonry commercial loft buildings and light industrial buildings constructed or reconstructed between 1906 and 1929 – the district's period of significance – in an area that encompasses both the locally designated New Montgomery-Second Conservation District and the Second and Howard National Register District as well as a surrounding belt of undesignated post-1906 commercial loft buildings and smaller-scale machine shops that are contemporaneous to and compatible with the designated historic districts. The district contains 117 individual parcels encompassing 86 contributing resources and 33 non-contributing resources and appears eligible for listing in the California Register under Criterion 1 (Events) and Criterion 3 (Design/Construction).

   a. The 2010 Carey & Company Survey Update reevaluated approximately 44 properties within the adopted historic district. Based on these reevaluations, the survey update recommends revising the adopted district boundaries such that the amended district would contain approximately 77 individual parcels encompassing 64 contributing resources and 13 non-contributing resources. The period of significance for the district is also proposed to be

amended form 1906-1929 to 1906-1933. (For more information, see section *Updates to Previous Survey Findings*.)

b. The 2010 Carey & Company Survey Update reevaluation of the previously adopted district resulted in identification of a separate, small historic district: Tehama Street Historic District. (For more information, see section *Updates to Previous Survey Findings*.)

The DPR 523D form for the New Montgomery, Mission and Second Historic District, prepared by Kelley & VerPlanck, is attached on CD (part of the Historic Context Statement). The 2010 Carey & Company survey update and summary report are also attached on CD.

SUMMARY OF 2010 SURVEY FINDINGS

The previously adopted findings of the 2008 Transit Center District Survey have been revised in the following ways:

- Several buildings constructed in the early 1930s were identified as eligible as contributors to the New Montgomery, Mission and Second Historic District. Accordingly, the period of significance for this district is amended from 1906-1929 to 1906-1933.
- The boundaries of the New Montgomery, Mission and Second Historic District were redrawn to encompass only those groupings of qualified contributors, which resulted in reducing the extent of the district along Natoma, Howard, and Tehama Streets east of Second Street and along Second Street south of Howard Street. Additional research was conducted and the integrity of each building was reassessed. This reassessment resulted in a smaller district but with a higher level of integrity. Boundaries were refined by taking a broad look at property type, period of significance, and integrity first, followed by tailoring the boundary to focus on buildings of a higher quality and with a higher level of integrity. The refinement of the boundaries is consistent with the predominant themes identified within the adopted Historic Context Statement and the reassessment affirms the exclusion of those property types which do not bear a strong association with the district, which is almost exclusively made up of medium- to large-scale commercial structures built just after the 1906 Conflagration and up until the early 1930s.
- In reevaluation of district boundaries, a small, new potential district was identified along the north side of Tehama Street between First and Second Streets. The potential Tehama Street Historic District consists of five buildings (four contributors, one non-contributor) that are a distinct collection of small-scale, light industrial buildings with a high level of architectural design and which were erected after the 1906 disaster. This district partially reflects the area removed from the larger New Montgomery, Mission, and Second Street Historic District. This newly identified district represents distinct property types and themes identified within the adopted Historic Context Statement and its associations are better represented in a separate district. Properties that remain excluded from the Tehama Street District were found to be non-contributors due to lack of integrity, eligibility, or geographic location.
- Properties that were previously identified as contributors to the New Montgomery, Mission and Second Historic District, and that are located outside of the redrawn boundaries of the historic district, were reevaluated as potential individual historic resources. These reevaluations were conducted using adopted historical contexts, property types, and registration requirements for

the Transit Center District Survey Area. In these reevaluations, 13 properties were identified as individually eligible for the National and/or California Registers.

- Some properties that were previously identified as individual historic resources, and some properties that were previously identified as non-resources, were reevaluated, based on additional research and information-gathering that was conducted. These reevaluations were conducted using adopted historical contexts, property types, and registration requirements for the Transit Center District.

For more information, see the 2010 Carey & Company survey materials and findings that are attached on CD.

Survey Advisors Group

In January 2012, the Department distributed preliminary survey materials and findings, and convened a meeting of the Survey Advisors Group, in order to conduct a peer review and to receive comments on the preliminary findings of the 2010 Transbay Survey Update prepared by Carey & Company. The Survey Advisors Group is an ad hoc group that consists of: members and former members of the Historic Preservation Commission and the Landmarks Preservation Advisory Board; preservation professionals; and members of preservation organizations such as San Francisco Architectural Heritage. The Department's Survey Advisors Group reviewed the findings of the Transit Center District Survey Update and provided comments. Generally, the Survey Advisors Group approved of the survey findings. The Survey Advisors Group provided suggestions for minor revisions, which the Department has incorporated into the complete survey findings that are presented in this report and in the attached survey materials. The Survey Advisors Group provided the following specific comments:

- That amendment of the period of significance for the New Montgomery, Mission and Second Historic District to 1906-1933 is appropriate. There was also discussion regarding starting the period of significance earlier since there are also pre-1906 buildings within the district, however, there was agreement that broader period of significance was not necessary since these earlier buildings were also individually eligible.

- As redrawn, the New Montgomery, Mission and Second Historic District boundary is appropriate, however, additional documentation should be included in the DPR 523B forms for those properties newly excluded from the district, and reevaluated as ineligible, that specifically addresses an evaluation of eligibility as potential district contributors. The Department recommends revising the Carey & Company DPR 523B forms for the 13 properties where this information is deficient as follows:

    - *Summary of Findings*: Revised as "The XX building at ADDRESS does not appear to be eligible for the National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR) either individually or as a contributor to a historic district."
    - *Evaluation*: Where appropriate, the following paragraph shall be inserted in the property evaluation: "The XX building at ADDRESS does not appear to be eligible for the NRHP/CRHR under and criterion as a contributor to the eligible New Montgomery, Mission and Second Historic District. While the construction date for the subject

property is consistent with an identified historic context, the property does not appear to have made a significant contribution to the reconstruction of the area and is not significant under Criterion A/1. Additionally, the subject property does not appear to be eligible under Criterion C/3 as it does not bear a strong association with the district, which is almost exclusively made up of medium- to large-scale commercial structures built just after the 1906 earthquake and fire and up until the 1930s, and is not a group of buildings that are significant examples of an architectural styles or building typologies."

- There was support for the potential Tehama Street Historic District.

- For the properties outside the redrawn and newly identified district boundaries, not otherwise identified as historic resources, classification as "6L" rather than "6Z" may be more appropriate. Such classification could facilitate development of associated plan policies such as recognition of these properties and the surrounding area as a "neighborhood character district," or similar.

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

The following is a timeline of the notifications, announcements, and outreach activities that occurred for the Transit Center District Area Plan. Please note that there are no regulations, policies or procedures for public notification for consideration or adoption of historic resource surveys beyond standard hearing notice. As the plan is still in draft form, additional outreach continues that addresses all aspects of the plan and associated policies including historic preservation.

NOTIFICATION, ANNOUNCEMENT, AND OUTREACH ACTIVITY	DATE
Public Workshop #1 (Introduction to the planning effort and key objectives)	July 25, 2007
Public Workshop #2 (Land Use/Growth, Draft Urban Form, Historic Preservation, Public Realm Concepts)	April 30, 2008
Public Workshop #3 (Quality of Place: Urban Design, Open Space, Zoning, Historic Resources, and Sustainability)	September 17, 2008
Public Workshop #4 (Public Benefits/Financial Plan and Final Proposals)	May 26, 2009

Publication of Draft Plan for public review	November 19, 2009
Publication of Draft Environmental Impact Report	September 28,2011
Comment Period Closes on Draft EIR	November 28, 2011

PUBLIC COMMENT

To date, the Department has received no public comment on the survey update.

ISSUES AND OTHER CONSIDERATIONS

At the hearing of February 1, 2012, the Planning Department requests the Historic Preservation Commission to adopt, modify or disapprove a Motion to adopt the Transit Center District Historic Resource Survey Update information as accurate and complete.

- The survey findings will be used to review future projects for the purposes of the California Environmental Quality Act (CEQA) and may be used to develop and update Historic Preservation policies and objectives within the Transit Center District Area Plan.
- The survey update findings will amend previous evaluations for only those 57 individual properties addressed in the Carey & Company survey update. Previously adopted evaluations for the other approximately 137 individual properties within the survey area will remain unchanged.
- The survey update findings will amend the previously adopted DPR 523D form for the New Montgomery, Mission and Second Historic District to revise the period of significance and the district boundaries. The historic significance and other information of this survey form will remain unchanged.

BASIS FOR RECOMMENDATION

- Planning Department has reviewed the findings internally, and concurs with said findings.
- Public notice has not yielded, as of this writing, definitive corrections to resource assessments.

RECOMMENDATION: Adoption of survey findings

ATTACHMENTS:

Appendix 1 – Survey Status Summary

Draft Motion

2010 Carey and Company Survey Update Materials on CD:

- Transbay Center Survey, Summary Report and DPR 523B Forms, produced by Carey & Co. Inc. (March 23, 2010);
- Map of Proposed New Montgomery, Mission and Second Street Historic District, as amended per Transbay Survey Update, produced by Carey & Co. Inc. (April 28, 2010);
- Map of Potential Tehama Street Historic District, as proposed per Transbay Survey Update, produced by Carey & Co. Inc.;
- File combining original and update DPR 523A and B forms for 13 properties reevaluated as non-resources.

2008 Kelley & VerPlanck Survey Materials on CD:

- Historic Context Statement with District Record (DPR 523D form) for New Montgomery, Mission and Second Street Historic District;
- Primary Records (DPR 523A forms) and Building, Structure, and Object Records (DPR 523B forms);
- Map of Survey Area.