



1 [Planning Code - Landmark Designation - 4767-4773 Mission Street (aka the Royal Baking  
2 Company Building)]

3 **Ordinance amending the Planning Code to designate 4767-4773 Mission Street (Royal**  
4 **Baking Company), Assessor's Parcel Block No. 6084, Lot No. 021, as a Landmark under**  
5 **Article 10 of the Planning Code; affirming the Planning Department's determination**  
6 **under the California Environmental Quality Act; making public necessity, convenience,**  
7 **and welfare findings under Planning Code, Section 302; and findings of consistency**  
8 **with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

9 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.  
10 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
11 **Deletions to Codes** are in ~~*strikethrough italics Times New Roman font*~~.  
12 **Board amendment additions** are in double-underlined Arial font.  
13 **Board amendment deletions** are in ~~strikethrough Arial font~~.  
14 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
15 subsections or parts of tables.

16 Be it ordained by the People of the City and County of San Francisco:

17 Section 1. Findings.

18 (a) CEQA and Land Use Findings.

19 (1) The Planning Department has determined that the Planning Code  
20 amendment proposed in this ordinance is subject to a Categorical Exemption from the  
21 California Environmental Quality Act (California Public Resources Code Sections 21000 et  
22 seq., "CEQA") pursuant to Section 15308 of California Code of Regulations, Title 14, Sections  
23 15000 et seq., the Guidelines for implementation of the statute for actions by regulatory  
24 agencies for protection of the environment (in this case, landmark designation). Said  
25 determination is on file with the Clerk of the Board of Supervisors in File No. 201034  
and is incorporated herein by reference. The Board of Supervisors affirms this determination.

1 (2) Pursuant to Planning Code Section 302, the Board of Supervisors finds that  
2 the proposed landmark designation of 4767-4773 Mission Street, Assessor's Block No. 6084,  
3 Lot No. 021 ("Royal Baking Company"), will serve the public necessity, convenience, and  
4 welfare for the reasons set forth in Historic Preservation Commission Resolution No. 1124,  
5 recommending approval of the proposed designation, which is incorporated herein by  
6 reference.

7 (3) The Board of Supervisors finds that the proposed landmark designation of  
8 the 4767-4773 Mission Street is consistent with the General Plan and with Planning Code  
9 Section 101.1(b) for the reasons set forth in Historic Preservation Commission Resolution No.  
10 1124.

11 (b) General Findings.

12 (1) Pursuant to Charter Section 4.135, the Historic Preservation Commission  
13 has authority "to recommend approval, disapproval, or modification of landmark designations  
14 and historic district designations under the Planning Code to the Board of Supervisors."

15 (2) The Landmark Designation Fact Sheet was prepared by SF Heritage and  
16 Planning Department Preservation staff. All preparers meet the Secretary of the Interior's  
17 Professional Qualification Standards for historic preservation program staff, as set forth in  
18 Code of Federal Regulations Title 36, Part 61, Appendix A. The report was reviewed for  
19 accuracy and conformance with the purposes and standards of Article 10 of the Planning  
20 Code.

21 (3) The Historic Preservation Commission, at its regular meeting of May 6, 2020  
22 reviewed Planning Department staff's analysis of the historical significance of 4767-4773  
23 Mission Street pursuant to Article 10 as part of the Landmark Designation Fact Sheet dated  
24 March 18, 2020.

25 ///

1 (4) On November 19, 2019, the Board of Supervisors introduced a Resolution to  
2 initiate designation of 4767-4773 Mission Street as a San Francisco Landmark pursuant to  
3 Section 1004.1 of the Planning Code. Said draft resolution is on file with the Clerk of the  
4 Board of Supervisors in File No. 191189 and is incorporated herein by reference.

5 (5) On February 5, 2020, after holding a public hearing on the proposed  
6 initiation, the Historic Preservation Commission initiated of the proposed landmark designation  
7 of the 4767-4773 Mission Street by Resolution No. 1119. Said resolution is on file with the  
8 Clerk of the Board in File No. 201034.

9 (6) On May 6, 2020, after holding a public hearing on the proposed designation  
10 and having considered the specialized analyses prepared by Planning Department staff and  
11 the Landmark Designation Fact Sheet, the Historic Preservation Commission recommended  
12 designation of 4767-4773 Mission Street as a landmark under Article 10 of the Planning Code  
13 by Resolution No. 1124. Said resolution is on file with the Clerk of the Board in File No.  
14 201034.

15  
16 (7) The Board of Supervisors hereby finds that 4767-4773 Mission Street has a  
17 special character and special historical, architectural, and aesthetic interest and value, and  
18 that its designation as a Landmark will further the purposes of and conform to the standards  
19 set forth in Article 10 of the Planning Code. In doing so, the Board hereby incorporates by  
20 reference the findings of the Landmark Designation Fact Sheet.

1 Section 2. Designation.

2 Pursuant to Section 1004 of the Planning Code, 4767-4773 Mission Street (Royal  
3 Baking Company), Assessor's Block No. 6084, Lot No. 021, is hereby designated as a San  
4 Francisco Landmark under Article 10 of the Planning Code. Appendix A to Article 10 of the  
5 Planning Code is hereby amended to include this property.

6 ///

7 Section 3. Required Data.

8 (a) The description, location, and boundary of the Landmark site consists of the City  
9 parcel located at 4767-4773 Mission Street (Royal Baking Company), Assessor's Block No.  
10 6084, Lot No. 021, in San Francisco's Excelsior neighborhood.

11 (b) The characteristics of the Landmark that justify its designation are described and  
12 shown in the Landmark Designation Fact Sheet and other supporting materials contained in  
13 Planning Department Record Docket No. 2019-022536DES. In brief, 4767-4773 Mission  
14 Street is eligible for local designation as it is associated with events that have made a  
15 significant contribution to the broad patterns of San Francisco history and it embodies the  
16 distinctive characteristics of a type, period, or method of construction. Specifically, designation  
17 of 4767-4773 Mission Street is proper given its association with the history of the Italian-  
18 American community of San Francisco and that community's early twentieth-century suburban  
19 expansion to the Excelsior District and for its association with San Francisco's important  
20 twentieth century macaroni and bread-baking industries. Designation of 4767-4773 Mission  
21 Street is also proper given it is architecturally significant as a distinctive example of Storybook  
22 and Art Deco-style commercial architecture.

23 (c) The particular features that shall be preserved, or replaced in-kind as determined  
24 necessary, are those generally shown in photographs and described in the Landmark  
25 Designation Fact Sheet, which can be found in Planning Department Record Docket No.

1 2019-022536DES, and which are incorporated in this designation by reference as though fully  
2 set forth. Specifically, the following exterior features shall be preserved or replaced in kind:

3 All exterior elevations, form, massing, structure, rooflines, architectural ornament, and  
4 materials of 4767-4773 Mission Street identified as:

5 (1) 4769 Mission Street

- 6 (A) Two-story height;
- 7 (B) Primary west façade;
- 8 (C) Window and door openings;
- 9 (D) Flat roof with clay tile-clad parapet, decorative chimneys, shed  
10 roof dormer window opening;
- 11 (E) Multi-light wood window units, wood sills and  
12 trim;
- 13 (F) Stucco cladding;
- 14 (G) Shallow front gable; and
- 15 (H) Stone veneer bulkhead cladding.

16 (2) 4773 Mission Street

- 17 (A) Two-story massing;
- 18 (B) Primary west façade;
- 19 (C) Stucco cladding;
- 20 (D) Window and door openings;
- 21 (E) Pitched roof with three-pointed crown parapet;
- 22 (F) Decorative fins, speedlines and rounded corners;
- 23 (G) Recessed areas above outer bays;
- 24 (H) Painted Royal Baking Co. sign and shallow ornamental arch;
- 25 (I) Ceramic and terrazzo floor tile and recessed entry; and

1 (J) Green and yellow ceramic tile cladding bulkheads and piers.

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Section 4. Effective Date.

This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not  
///  
sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

APPROVED AS TO FORM:  
DENNIS J. HERRERA, City Attorney

By: /s/ \_\_\_\_\_  
VICTORIA WONG  
Deputy City Attorney

n:\legana\as2020\1800206\01433163.docx

## LEGISLATIVE DIGEST

[Planning Code - Landmark Designation - 4767-4773 Mission Street (aka the Royal Baking Company Building)]

**Ordinance amending the Planning Code to designate 4767-4773 Mission Street (Royal Baking Company), Assessor's Parcel Block No. 6084, Lot No. 021, as a Landmark under Article 10 of the Planning Code; affirming the Planning Department's determination under the California Environmental Quality Act; making public necessity, convenience, and welfare findings under Planning Code, Section 302; and findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

### Existing Law

Under Article 10, Section 1004 of the Planning Code, the Board of Supervisors may, by ordinance, designate an individual structure that has special character or special historical, architectural or aesthetic interest or value as a City landmark. Once a structure has been named a landmark, any construction, alteration, removal or demolition for which a City permit is required necessitates a Certificate of Appropriateness from the Historic Preservation Commission ("HPC"). (Planning Code Section 1006; Charter of the City and County of San Francisco, Section 4.135.) Thus, landmark designation affords a high degree of protection to historic and architectural structures of merit in the City. There are currently more than 280 individual landmarks in the City under Article 10, in addition to other structures and districts in the downtown area that are protected under Article 11. (See Appendix A to Article 10.)

### Amendments to Current Law

This ordinance amends the Planning Code to add a new historic landmark to the list of individual landmarks under Article 10: the Royal Baking Company, Assessor's Block No. 6084, Lot No. 021.

The ordinance finds that the Royal Baking Company Building is significant because of its association with events that have made a significant contribution to the broad patterns of our history, and also because it embodies distinctive characteristics of a type, period, or method of construction. Specifically, designation of 4767-4773 Mission Street is proper given its association with the history of the Italian-American community of San Francisco and that community's early twentieth-century suburban expansion to the Excelsior District and for its association with San Francisco's important twentieth century macaroni and bread-baking industries. Designation of 4767-4773 Mission Street is also proper given it is architecturally significant as a distinctive example of Storybook and Art Deco-style commercial architecture.

As required by Section 1004, the ordinance lists the particular exterior and interior features that shall be preserved, or replaced in-kind as determined necessary.



Background Information

The landmark designation was initiated by the HPC pursuant to its authority under the Charter to recommend approval, disapproval, or modification of landmark designations and historic district designations under the Planning Code to the Board of Supervisors. The Board of Supervisors also approved a resolution to initiate this landmark designation, as described below. Supervisors Ahsha Safai and Aaron Peskin introduced a resolution to initiate the landmark designation of the Royal Baking Company Building on November 19, 2019. The HPC held a hearing to initiate the landmark designation of the Royal Baking Company Building on February 5, 2020. On May 6, 2020, after holding a public hearing on the proposed designation and having considered the Landmark Designation Fact Sheet prepared by SF Heritage and Planning Department staff, the HPC voted to recommend approval of the Royal Baking Company Building to the Board of Supervisors. On June 16, 2020, the Board of Supervisors adopted the resolution to initiate the landmark designation, and on June 26, 2020, the Mayor approved it.



# SAN FRANCISCO PLANNING DEPARTMENT

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August 13, 2020

Ms. Angela Calvillo, Clerk  
Honorable Supervisor Safai  
Board of Supervisors  
City and County of San Francisco  
City Hall, Room 244  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

**Re: Transmittal of Planning Department Case Number 2019-022536DES:  
4767-4773 Mission Street Landmark Designation (Royal Baking Company  
Building)  
BOS File No: 191189  
Historic Preservation Commission Recommendation: Approval**

Dear Ms. Calvillo and Supervisor Safai,

On May 6, 2020 the San Francisco Historic Preservation Commission (hereinafter "HPC") conducted a duly noticed public hearing at a regularly scheduled meeting to consider Supervisor Safai's ordinance (Board File 191189) to landmark 4767-4773 Mission Street, known historically as the Royal Baking Company Building. At the hearing, the HPC voted to **approve** a resolution to recommend landmark designation pursuant to Article 10 of the Planning Code.

Please note, the documents relating to the HPC's action were previously submitted to the Clerk's Office on May 20, 2020. The attached documents include a copy of the May 20<sup>th</sup> transmittal and a revised ordinance updated to include the passage of Resolution 266-20 (Board File 191189) initiating landmark designation of 4767-4773 Mission Street.

The proposed amendments are not defined as a project under CEQA Guidelines Section 15060(c) and 15378 because they do not result in a physical change in the environment.

If you have any questions or require further information, please do not hesitate to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Aaron D. Starr".

Aaron D. Starr  
Manager of Legislative Affairs

cc: Andrea Ruiz-Esquide, City Attorney's Office  
Monica Chincilla, Aide to Supervisor Safai  
Erica Major, Office of the Clerk of the Board

Attachments (one copy of the following):

Historic Preservation Commission Resolution No. 1124  
Historic Preservation Commission Resolution No. 1119  
Planning Department Memo dated May 6, 2020  
Planning Department Case Report dated February 5, 2020  
Article 10 Landmark Designation Fact Sheet

1 [Planning Code - Landmark Designation - 4767-4773 Mission Street]

2

3 **Ordinance amending the Planning Code to designate 4767-4773 Mission Street (Royal**  
4 **Baking Company), Assessor’s Block No. 6084, Lot No. 021, as a Landmark under**  
5 **Article 10 of the Planning Code; affirming the Planning Department’s determination**  
6 **under the California Environmental Quality Act; and making public necessity,**  
7 **convenience, and welfare findings under Planning Code, Section 302, and findings of**  
8 **consistency with the General Plan and the eight priority policies of Planning Code,**  
9 **Section 101.1.**

10 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.  
11 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
12 **Deletions to Codes** are in *strikethrough italics Times New Roman font*.  
13 **Board amendment additions** are in double-underlined Arial font.  
14 **Board amendment deletions** are in ~~strikethrough Arial font~~.  
15 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
16 subsections or parts of tables.

15 Be it ordained by the People of the City and County of San Francisco:

16 Section 1. Findings.

17 (a) CEQA and Land Use Findings.

18 (1) The Planning Department has determined that the Planning Code  
19 amendment proposed in this ordinance is subject to a Categorical Exemption from the  
20 California Environmental Quality Act (California Public Resources Code Sections 21000 et  
21 seq., "CEQA") pursuant to Section 15308 of California Code of Regulations, Title 14, Sections  
22 15000 et seq., the Guidelines for implementation of the statute for actions by regulatory  
23 agencies for protection of the environment (in this case, landmark designation). Said  
24 determination is on file with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_  
25 and is incorporated herein by reference. The Board of Supervisors affirms this determination.

1 (2) Pursuant to Planning Code Section 302, the Board of Supervisors finds that  
2 the proposed landmark designation of 4767-4773 Mission Street, Assessor's Block No. 6084,  
3 Lot No. 021 ("Royal Baking Company"), will serve the public necessity, convenience, and  
4 welfare for the reasons set forth in Historic Preservation Commission Resolution No. 1124,  
5 recommending approval of the proposed designation, which is incorporated herein by  
6 reference.

7 (3) The Board of Supervisors finds that the proposed landmark designation of  
8 the 4767-4773 Mission Street is consistent with the General Plan and with Planning Code  
9 Section 101.1(b) for the reasons set forth in Historic Preservation Commission Resolution No.  
10 1124.

11 (b) General Findings.

12 (1) Pursuant to Charter Section 4.135, the Historic Preservation Commission  
13 has authority "to recommend approval, disapproval, or modification of landmark designations  
14 and historic district designations under the Planning Code to the Board of Supervisors."

15 (2) The Landmark Designation Fact Sheet was prepared by SF Heritage and  
16 Planning Department Preservation staff. All preparers meet the Secretary of the Interior's  
17 Professional Qualification Standards for historic preservation program staff, as set forth in  
18 Code of Federal Regulations Title 36, Part 61, Appendix A. The report was reviewed for  
19 accuracy and conformance with the purposes and standards of Article 10 of the Planning  
20 Code.

21 (3) The Historic Preservation Commission, at its regular meeting of February 5,  
22 2020, reviewed Planning Department staff's analysis of the historical significance of 4767-  
23 4773 Mission Street pursuant to Article 10 as part of the Landmark Designation Fact Sheet  
24 dated February 5, 2020.

1 (4) On November 19, 2019, the Board of Supervisors introduced a Resolution to  
2 initiate designation of 4767-4773 Mission Street as a San Francisco Landmark pursuant to  
3 Section 1004.1 of the Planning Code.

4 (5) On February 5, 2020, after holding a public hearing on the proposed  
5 initiation, the Historic Preservation Commission initiated of the proposed landmark designation  
6 of the 4767-4773 Mission Street by Resolution No. 1119. Said resolution is on file with the  
7 Clerk of the Board in File No. \_\_\_\_\_.

8 (6) On May 6, 2020, after holding a public hearing on the proposed designation  
9 and having considered the specialized analyses prepared by Planning Department staff and  
10 the Landmark Designation Fact Sheet, the Historic Preservation Commission recommended  
11 designation of 4767-4773 Mission Street as a landmark under Article 10 of the Planning Code  
12 by Resolution No. 1124. Said resolution is on file with the Clerk of the Board in File No.  
13 \_\_\_\_\_.

14 (7) On June 16, 2020, the Board adopted Resolution No. 266-20 to initiate  
15 designation of 4767-4773 Mission Street as a San Francisco Landmark pursuant to Section  
16 1004.1 of the Planning Code, and on June 26, 2020, the Mayor approved it. Said Resolution  
17 is on file with the Clerk of the Board of Supervisors in File No. 191189 and is incorporated  
18 herein by reference.

19 (8) The Board of Supervisors hereby finds that 4767-4773 Mission Street has a  
20 special character and special historical, architectural, and aesthetic interest and value, and  
21 that its designation as a Landmark will further the purposes of and conform to the standards  
22 set forth in Article 10 of the Planning Code. In doing so, the Board hereby incorporates by  
23 reference the findings of the Landmark Designation Fact Sheet.

1           Section 2. Designation.

2           Pursuant to Section 1004 of the Planning Code, 4767-4773 Mission Street (Royal  
3 Baking Company), Assessor's Block No. 6084, Lot No. 021, is hereby designated as a San  
4 Francisco Landmark under Article 10 of the Planning Code. Appendix A to Article 10 of the  
5 Planning Code is hereby amended to include this property.

6  
7           Section 3. Required Data.

8           (a) The description, location, and boundary of the Landmark site consists of the City  
9 parcel located at 4767-4773 Mission Street (Royal Baking Company), Assessor's Block No.  
10 6084, Lot No. 021, in San Francisco's Excelsior neighborhood.

11           (b) The characteristics of the Landmark that justify its designation are described and  
12 shown in the Landmark Designation Fact Sheet and other supporting materials contained in  
13 Planning Department Record Docket No. 2019-022536DES. In brief, 4767-4773 Mission  
14 Street is eligible for local designation as it is associated with events that have made a  
15 significant contribution to the broad patterns of San Francisco history and it embodies the  
16 distinctive characteristics of a type, period, or method of construction. Specifically, designation  
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20 twentieth century macaroni and bread-baking industries. Designation of 4767-4773 Mission  
21 Street is also proper given it is architecturally significant as a distinctive example of Storybook  
22 and Art Deco-style commercial architecture.

23           (c) The particular features that shall be preserved, or replaced in-kind as determined  
24 necessary, are those generally shown in photographs and described in the Landmark  
25 Designation Fact Sheet, which can be found in Planning Department Record Docket No.

1 2019-022536DES, and which are incorporated in this designation by reference as though fully  
2 set forth. Specifically, the following exterior features shall be preserved or replaced in kind:

3 All exterior elevations, form, massing, structure, rooflines, architectural ornament, and  
4 materials of 4767-4773 Mission Street identified as:

5 (1) 4769 Mission Street

- 6 (A) Two-story height;
- 7 (B) Primary west façade;
- 8 (C) Window and door openings;
- 9 (D) Flat roof with clay tile-clad parapet, decorative chimneys, shed  
10 roof dormer window opening;
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12 trim;
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- 24 (H) Painted Royal Baking Co. sign and shallow ornamental arch;
- 25 (I) Ceramic and terrazzo floor tile and recessed entry; and



1 (J) Green and yellow ceramic tile cladding bulkheads and piers.

2  
3 Section 4. Effective Date.

4 This ordinance shall become effective 30 days after enactment. Enactment occurs  
5 when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not  
6 sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the  
7 Mayor's veto of the ordinance.

8  
9 APPROVED AS TO FORM:  
10 DENNIS J. HERRERA, City Attorney

11 By: /s/ \_\_\_\_\_  
12 VICTORIA WONG  
Deputy City Attorney

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FILE NO.

## LEGISLATIVE DIGEST

[Planning Code - Landmark Designation – 4767-4773 Mission Street (aka the Royal Baking Company Building)]

**Ordinance amending the Planning Code to designate 4767-4773 Mission Street (Royal Baking Company), Assessor's Block No. 6084, Lot No. 021, as a Landmark under Article 10 of the Planning Code; affirming the Planning Department's determination under the California Environmental Quality Act; and making public necessity, convenience and welfare findings under Planning Code, Section 302, and findings of consistency with the General Plan and the eight priority policies of Planning Code, Section 101.1.**

### Existing Law

Under Article 10, Section 1004 of the Planning Code, the Board of Supervisors may, by ordinance, designate an individual structure that has special character or special historical, architectural or aesthetic interest or value as a City landmark. Once a structure has been named a landmark, any construction, alteration, removal or demolition for which a City permit is required necessitates a Certificate of Appropriateness from the Historic Preservation Commission ("HPC"). (Planning Code Section 1006; Charter of the City and County of San Francisco, Section 4.135.) Thus, landmark designation affords a high degree of protection to historic and architectural structures of merit in the City. There are currently more than 280 individual landmarks in the City under Article 10, in addition to other structures and districts in the downtown area that are protected under Article 11. (See Appendix A to Article 10.)

### Amendments to Current Law

This ordinance amends the Planning Code to add a new historic landmark to the list of individual landmarks under Article 10: the Royal Baking Company, Assessor's Block No. 6084, Lot No. 021.

The ordinance finds that the Royal Baking Company Building is significant because of its association with events that have made a significant contribution to the broad patterns of our history, and also because it embodies distinctive characteristics of a type, period, or method of construction. Specifically, designation of 4767-4773 Mission Street is proper given its association with the history of the Italian-American community of San Francisco and that community's early twentieth-century suburban expansion to the Excelsior District and for its association with San Francisco's important twentieth century macaroni and bread-baking industries. Designation of 4767-4773 Mission Street is also proper given it is architecturally significant as a distinctive example of Storybook and Art Deco-style commercial architecture.

FILE NO.

As required by Section 1004, the ordinance lists the particular exterior and interior features that shall be preserved, or replaced in-kind as determined necessary.

### Background Information

The landmark designation was initiated by the HPC pursuant to its authority under the Charter to recommend approval, disapproval, or modification of landmark designations and historic district designations under the Planning Code to the Board of Supervisors. The Board of Supervisors also approved a resolution to initiate this landmark designation, as described below. Supervisors Ahsha Safai and Aaron Peskin introduced a resolution to initiate the landmark designation of the Royal Baking Company Building on November 19, 2019. The HPC held a hearing to initiate the landmark designation of the Royal Baking Company Building on February 5, 2020. On May 6, 2020, after holding a public hearing on the proposed designation and having considered the Landmark Designation Fact Sheet prepared by SF Heritage and Planning Department staff, the HPC voted to recommend approval of the Royal Baking Company Building to the Board of Supervisors. On June 16, 2020, the Board of Supervisors adopted the resolution to initiate the landmark designation, and on June 26, 2020, the Mayor approved it.



# SAN FRANCISCO PLANNING DEPARTMENT

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May 20, 2020

Ms. Angela Calvillo, Clerk  
Honorable Supervisor Safai  
Board of Supervisors  
City and County of San Francisco  
City Hall, Room 244  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

**Re: Transmittal of Planning Department Case Number 2019-022536DES:  
4767-4773 Mission Street Landmark Designation (Royal Baking Company  
Building)  
BOS File No: 191189  
Historic Preservation Commission Recommendation: Approval**

Dear Ms. Calvillo and Supervisor Safai,

On May 6, 2020 the San Francisco Historic Preservation Commission (hereinafter "HPC") conducted a duly noticed public hearing at a regularly scheduled meeting to consider Supervisor Safai's ordinance (Board File 191189) to landmark 4767-4773 Mission Street, known historically as the Royal Baking Company Building. At the hearing, the HPC voted to **approve** a resolution to recommend landmark designation pursuant to Article 10 of the Planning Code.

The proposed amendments are not defined as a project under CEQA Guidelines Section 15060(c) and 15378 because they do not result in a physical change in the environment.

Please find attached documents relating to the HPC's action. If you have any questions or require further information, please do not hesitate to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Aaron D. Starr".

Aaron D. Starr  
Manager of Legislative Affairs

cc: Andrea Ruiz-Esquide, City Attorney's Office  
Monica Chincilla, Aide to Supervisor Safai  
Erica Major, Office of the Clerk of the Board

Attachments (one copy of the following):

Historic Preservation Commission Resolution No. 1124  
Historic Preservation Commission Resolution No. 1119  
Planning Department Memo dated May 6, 2020  
Planning Department Case Report dated February 5, 2020  
Article 10 Landmark Designation Fact Sheet

1 [Planning Code - Landmark Designation - 4767-4773 Mission Street]

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3 **Ordinance amending the Planning Code to designate 4767-4773 Mission Street (The**  
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7 **necessity, convenience, and welfare findings under Planning Code, Section 302, and**  
8 **findings of consistency with the General Plan and the eight priority policies of Planning**  
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15 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
16 subsections or parts of tables.

15 Be it ordained by the People of the City and County of San Francisco:

16 Section 1. Findings.

17 (a) CEQA and Land Use Findings.

18 (1) The Planning Department has determined that the Planning Code  
19 amendment proposed in this ordinance is subject to a Categorical Exemption from the  
20 California Environmental Quality Act (California Public Resources Code Sections 21000 et  
21 seq., "CEQA") pursuant to Section 15308 of California Code of Regulations, Title 14, Sections  
22 15000 et seq., the Guidelines for implementation of the statute for actions by regulatory  
23 agencies for protection of the environment (in this case, landmark designation). Said  
24 determination is on file with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_  
25 and is incorporated herein by reference. The Board of Supervisors affirms this determination.

1 (2) Pursuant to Planning Code Section 302, the Board of Supervisors finds that  
2 the proposed landmark designation of 4767-4773 Mission Street, Assessor's Block No. 6084,  
3 Lot No. 021 ("The Royal Baking Company Building"), will serve the public necessity,  
4 convenience, and welfare for the reasons set forth in Historic Preservation Commission  
5 Resolution No. \_\_\_\_\_, recommending approval of the proposed designation, which is  
6 incorporated herein by reference.

7 (3) The Board of Supervisors finds that the proposed landmark designation of  
8 the 4767-4773 Mission Street is consistent with the General Plan and with Planning Code  
9 Section 101.1(b) for the reasons set forth in Historic Preservation Commission Resolution No.  
10 \_\_\_\_\_.

11 (b) General Findings.

12 (1) Pursuant to Charter Section 4.135, the Historic Preservation Commission  
13 has authority "to recommend approval, disapproval, or modification of landmark designations  
14 and historic district designations under the Planning Code to the Board of Supervisors."

15 (2) The Landmark Designation Fact Sheet was prepared by SF Heritage and  
16 Planning Department Preservation staff. All preparers meet the Secretary of the Interior's  
17 Professional Qualification Standards for historic preservation program staff, as set forth in  
18 Code of Federal Regulations Title 36, Part 61, Appendix A. The report was reviewed for  
19 accuracy and conformance with the purposes and standards of Article 10 of the Planning  
20 Code.

21 (3) The Historic Preservation Commission, at its regular meeting of \_\_\_\_\_,  
22 reviewed Planning Department staff's analysis of the historical significance of 4767-4773  
23 Mission Street pursuant to Article 10 as part of the Landmark Designation Fact Sheet dated  
24 \_\_\_\_\_.

25 ///

1 (4) On November 19, 2019, the Board of Supervisors introduced a Resolution to  
2 initiate designation of 4767-4773 Mission Street as a San Francisco Landmark pursuant to  
3 Section 1004.1 of the Planning Code. Said draft resolution is on file with the Clerk of the  
4 Board of Supervisors in File No. 191189 and is incorporated herein by reference.

5 (5) On February 5, 2020, after holding a public hearing on the proposed  
6 initiation, the Historic Preservation Commission initiated of the proposed landmark designation  
7 of the 4767-4773 Mission Street by Resolution No. \_\_\_\_\_. Said resolution is on file with  
8 the Clerk of the Board in File No. \_\_\_\_\_.

9 (6) On \_\_\_\_\_, 2020, after holding a public hearing on the proposed  
10 designation and having considered the specialized analyses prepared by Planning  
11 Department staff and the Landmark Designation Fact Sheet, the Historic Preservation  
12 Commission recommended designation of 4767-4773 Mission Street as a landmark under  
13 Article 10 of the Planning Code by Resolution No. \_\_\_\_\_. Said resolution is on file with  
14 the Clerk of the Board in File No. \_\_\_\_\_.

15 (7) The Board of Supervisors hereby finds that 4767-4773 Mission Street has a  
16 special character and special historical, architectural, and aesthetic interest and value, and  
17 that its designation as a Landmark will further the purposes of and conform to the standards  
18 set forth in Article 10 of the Planning Code. In doing so, the Board hereby incorporates by  
19 reference the findings of the Landmark Designation Fact Sheet.

20 Section 2. Designation.

21 Pursuant to Section 1004 of the Planning Code, 4767-4773 Mission Street (Royal  
22 Baking Company), Assessor's Block No. 6084, Lot No. 021, is hereby designated as a San  
23 Francisco Landmark under Article 10 of the Planning Code. Appendix A to Article 10 of the  
24 Planning Code is hereby amended to include this property.

25 ///



1 Section 3. Required Data.

2 (a) The description, location, and boundary of the Landmark site consists of the City  
3 parcel located at 4767-4773 Mission Street (Royal Baking Company), Assessor's Block No.  
4 6084, Lot No. 021, in San Francisco's Excelsior neighborhood.

5 (b) The characteristics of the Landmark that justify its designation are described and  
6 shown in the Landmark Designation Fact Sheet and other supporting materials contained in  
7 Planning Department Record Docket No. 2019-022536DES. In brief, 4767-4773 Mission  
8 Street is eligible for local designation as it is associated with events that have made a  
9 significant contribution to the broad patterns of San Francisco history and it embodies the  
10 distinctive characteristics of a type, period, or method of construction. Specifically, designation  
11 of 4767-4773 Mission Street is proper given its association with the history of the Italian-  
12 American community of San Francisco and that community's early twentieth-century suburban  
13 expansion to the Excelsior District and for its association with San Francisco's important  
14 twentieth century macaroni and bread-baking industries. Designation of 4767-4773 Mission  
15 Street is also proper given it is architecturally significant as a distinctive example of Storybook  
16 and Art Deco-style commercial architecture.

17 (c) The particular features that shall be preserved, or replaced in-kind as determined  
18 necessary, are those generally shown in photographs and described in the Landmark  
19 Designation Fact Sheet, which can be found in Planning Department Record Docket No.  
20 2019-022536DES, and which are incorporated in this designation by reference as though fully  
21 set forth. Specifically, the following exterior features shall be preserved or replaced in kind:

22 All exterior elevations, form, massing, structure, rooflines, architectural ornament, and  
23 materials of 4767-4773 Mission Street identified as:

24 (1) 4769 Mission Street

25 (A) Two-story height;

- 1 (B) Primary west façade;  
2 (C) Window and door openings;  
3 (D) Flat roof with clay tile-clad parapet, decorative chimneys, shed  
4 roof dormer window opening;  
5 (E) Multi-light wood window units, wood sills and  
6 trim;  
7 (F) Stucco cladding;  
8 (G) Shallow front gable; and  
9 (H) Stone veneer bulkhead cladding.

10 (2) 4773 Mission Street

- 11 (A) Two-story massing;  
12 (B) Primary west façade;  
13 (C) Stucco cladding;  
14 (D) Window and door openings;  
15 (E) Pitched roof with three-pointed crown parapet;  
16 (F) Decorative fins, speedlines and rounded corners;  
17 (G) Recessed areas above outer bays;  
18 (H) Painted Royal Baking Co. sign and shallow ornamental arch;  
19 (I) Ceramic and terrazzo floor tile and recessed entry; and  
20 (J) Green and yellow ceramic tile cladding bulkheads and piers.

21  
22 Section 4. Effective Date.

23 This ordinance shall become effective 30 days after enactment. Enactment occurs  
24 when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not

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sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

APPROVED AS TO FORM:  
DENNIS J. HERRERA, City Attorney

By:   
VICTORIA WONG  
Deputy City Attorney

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# SAN FRANCISCO PLANNING DEPARTMENT

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## Historic Preservation Commission Resolution No. 1124

HEARING DATE: MAY 6, 2020

*Record No.* 2019-022536DES  
*Project:* 4767-4773 Mission Street (Royal Baking Company Building)  
Recommendation to Board of Supervisors  
*Staff Contact:* Frances McMillen (415) 575-9076  
[frances.mcmillen@sfgov.org](mailto:frances.mcmillen@sfgov.org)  
*Reviewed By:* Richard Sucre – (415) 575-9108  
[richard.sucre@sfgov.org](mailto:richard.sucre@sfgov.org)

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

### **RESOLUTION TO RECOMMEND TO THE BOARD OF SUPERVISORS ARTICLE 10 LANDMARK DESIGNATION OF 4767-4773 MISSION STREET (AKA THE ROYAL BAKING COMPANY BUILDING), ASSESSOR'S PARCEL BLOCK NO. 6084, LOT NO. 021, AS LANDMARK NO. XXX**

1. WHEREAS, the Board of Supervisors at its Land Use and Transportation Committee meeting of November 19, 2019 introduced Resolution No. 191189 to initiate the Landmark designation process for 4767-4773 Mission Street (aka the Royal Baking Company Building), Assessor's Parcel Block No. 6084, Lot No. 021; and
2. WHEREAS, SF Heritage and Department Staff, who meet the Secretary of Interior's Professional Qualification Standards, prepared the Landmark Designation Fact Sheet for 4767-4773 Mission Street (aka the Royal Baking Company Building), which was reviewed for accuracy and conformance with the purposes and standards of Article 10; and
3. WHEREAS, the Historic Preservation Commission, at its regular meeting of February 5, 2020 reviewed Department staff's analysis of 4767-4773 Mission Street's historical significance pursuant to Article 10 as part of the Landmark Designation Case Report dated February 5, 2020 and recommended Landmark designation process through Resolution No. 1119; and
4. WHEREAS, the Historic Preservation Commission finds that the nomination of 4767-4773 Mission Street as a landmark is in the form prescribed by the Historic Preservation Commission and contains supporting historic, architectural, and/or cultural documentation; and
5. WHEREAS, the Historic Preservation Commission finds that Royal Baking Company Building is eligible for local designation for its association with the history of the Italian-American community of San Francisco and that community's early twentieth-century suburban expansion to the Excelsior District and for its association with San Francisco's important twentieth century macaroni and bread-baking industries; and

6. WHEREAS, the Historic Preservation Commission finds that the designation of 4767-4773 Mission Street is also proper given it is architecturally significant as a distinctive example of Storybook and Art Deco-style commercial architecture; and
7. WHEREAS, the Historic Preservation Commission finds that 4767-4773 Mission Street meets two of the Historic Preservation Commission's four priority areas for designation, which includes the designation of properties associated with underrepresented racial/ethnic/social groups and the designation of property types that are underrepresented among the City's designated landmarks; and
8. WHEREAS, the Historic Preservation Commission finds that 4767-4773 Mission Street meets the eligibility requirements of Section 1004 of the Planning Code and warrants consideration for Article 10 landmark designation; and
9. WHEREAS, the Historic Preservation Commission finds that the boundaries and the list of exterior and interior character-defining features, as identified in the Landmark Designation Fact Sheet, should be considered for preservation under the proposed landmark designation as they relate to the building's historical significance and retain historical integrity; and
10. WHEREAS, the proposed designation is consistent with the General Plan priority policies pursuant to Planning Code, Section 101.1 and furthers Priority Policy No. 7, which states that historic buildings be preserved, and will serve the public necessity, convenience and welfare pursuant to Planning Code, Section 302; and
11. WHEREAS, the Department has determined that landmark designation is exempt from environmental review, pursuant to CEQA Guidelines Section 15308 (Class Eight - Categorical); and,

THEREFORE BE IT RESOLVED that the Historic Preservation Commission hereby recommends to the Board of Supervisors approval of landmark designation of the Royal Baking Company Building (aka 4767-4773 Mission Street), Assessor's Parcel Block No. 6084, Lot No. 02,1 pursuant to Article 10 of the Planning Code.

I hereby certify that the foregoing Resolution was adopted by the Historic Preservation Commission at its meeting on May 6, 2020.



Jonas P. Ionin  
Commission Secretary

AYES: Black, Foley, Hyland, Johns, Matsuda, Pearlman, So

NAYS: None

ABSENT: None

ADOPTED: May 6, 2020



# SAN FRANCISCO PLANNING DEPARTMENT

## Historic Preservation Commission Resolution No. 1119

HEARING DATE FEBRUARY 5, 2020

*Record No.* 2019-022536DES  
*Project:* 4767-4773 Mission Street  
(aka Royal Baking Company)  
Initiation of Article 10 Landmark Designation  
*Staff Contact:* Frances McMillen (415) 575-9076  
[frances.mcmillen@sfgov.org](mailto:frances.mcmillen@sfgov.org)  
*Reviewed By:* Richard Sucre – (415) 575-9108  
[richard.sucre@sfgov.org](mailto:richard.sucre@sfgov.org)

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
415.558.6378

Fax:  
415.558.6409

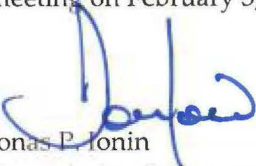
Planning  
Information:  
415.558.6377

### RESOLUTION TO INITIATE DESIGNATION OF 4767-4773 MISSION STREET (AKA ROYAL BAKING COMPANY), ASSESSOR'S PARCEL BLOCK NO. 6084, LOT NO. 021, AS AN ARTICLE 10 LANDMARK.

1. WHEREAS, the Board of Supervisors at its Land Use and Transportation Committee meeting of November 19, 2019 introduced Resolution No. 191189 to initiate the Landmark designation process for 4767-4773 Mission Street (aka Royal Baking Company), Assessor's Parcel Block No. 6084, Lot No. 021; and
2. WHEREAS, SF Heritage and Department Staff, who meet the Secretary of Interior's Professional Qualification Standards, prepared the Landmark Designation Fact Sheet for 4767-4773 Mission Street (aka Royal Baking Company), which was reviewed for accuracy and conformance with the purposes and standards of Article 10; and
3. WHEREAS, the Historic Preservation Commission, at its regular meeting of February 5, 2020 reviewed Department staff's analysis of 4767-4773 Mission Street's historical significance pursuant to Article 10 as part of the Landmark Designation Case Report dated February 5, 2020; and
4. WHEREAS, the Historic Preservation Commission finds that the nomination of 4767-4773 Mission Street as a landmark is in the form prescribed by the Historic Preservation Commission and contains supporting historic, architectural, and/or cultural documentation; and

THEREFORE BE IT RESOLVED that the Historic Preservation Commission hereby initiates designation of 4767-4773 Mission Street (aka Royal Baking Company), Assessor's Parcel Block No. 6084, Lot 021, as a Landmark pursuant to Article 10 of the Planning Code.

I hereby certify that the foregoing Resolution was adopted by the Historic Preservation Commission at its meeting on February 5, 2020.



Jonas P. Tonin  
Commission Secretary

AYES: Hyland, Matsuda, Black, Foley, Johns, Pearlman, So

NAYS: None

ABSENT: None

ADOPTED: February 5, 2020



# SAN FRANCISCO PLANNING DEPARTMENT

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**HEARING DATE:** May 6, 2020  
**CASE NUMBERS:** 2019-022536DES – 4767-4773 Mission Street  
**TO:** Historic Preservation Commission  
**FROM:** Frances McMillen  
Senior Planner, 415-575-9076  
**REVIEWED BY:** Richard Sucre  
Principal Planner, 415-575-9108  
**RE:** Landmark Recommendation Resolution

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

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On February 5, 2020, the Historic Preservation Commission (HPC) adopted Resolution No. 1119 to initiate Article 10 landmark designation of 4767-4773 Mission Street, known as the Royal Baking Company Building. Under Article 10 of the Planning Code, initiation and recommendation are two distinct steps of the landmark designation and amendment process which require separate hearings and resolutions.

Attached is a draft Resolution to recommend approval to the Board of Supervisors the designation of 4767-4773 Mission Street, known as the Royal Baking Company Building, under Article 10 of the Planning Code, Section 1004.1. The Planning Department recommends adopting this Resolution.

#### **ATTACHMENTS:**

Draft Recommendation Resolution  
Draft Designation Ordinance  
Draft Landmark Designation Fact Sheet  
February 5, 2020 Case Report  
Resolution 1119





# SAN FRANCISCO PLANNING DEPARTMENT

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## Landmark Designation Case Report

*Hearing Date:* February 5, 2020  
*Case No.:* 2019-022536DES  
*Project Address:* **4767-4773 Mission St (Royal Baking Company)**  
*Zoning:* Excelsior Outer Mission Street Neighborhood  
Commercial (NCD) Zoning District  
65-X Height and Bulk District  
*Block/Lot:* 6084/021  
*Property Owner:* Theodore Cerruti  
*Staff Contact:* Frances McMillen – (415) 575-9076  
[frances.mcmillen@sfgov.org](mailto:frances.mcmillen@sfgov.org)  
*Reviewed By:* Richard Sucre – (415) 575-9108  
[richard.sucre@sfgov.org](mailto:richard.sucre@sfgov.org)

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
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Information:  
**415.558.6377**

### PROPERTY DESCRIPTIONS & SURROUNDING LAND USE AND DEVELOPMENT

The Royal Baking Company Building (APN 6084/021) is located on the east side of Mission Street between Persia and Russia avenues in the Excelsior/Outer Mission neighborhood of San Francisco. The subject property was constructed beginning in 1935, with several minor alterations to the exterior occurring in 1947, 1966, 1978, and 1983. The parcel is located within the Excelsior Outer Mission Street Neighborhood Commercial (NCD) Zoning District and a 65-X Height and Bulk District.

The subject property presents as two separate structures, but the commercial facades occupy a single building. Metapan Pupuseria, a Salvadorian restaurant addressed at 4769 Mission Street, features a Storybook style façade with false chimneys, a shallow clay-tile roof parapet, small-scale non-operable windows, and a rustic stone bulkhead. The New Royal Bakery at 4773 Mission Street occupies one bay of a larger Art Deco façade with green and yellow polychromatic terra cotta tile and an upper register of molded banding, fanned reliefs, curved recesses, and a three-pointed crown parapet. Murals decorating the façade of the building date from 2007. The entire property once carried additional addresses of 4767 Mission Street, the alley door entrance for 4769 Mission Street, and 4777 and 4781 Mission Street where garage doors and a glass-block bay are now present.

Excelsior District real estate broker Ambrose B. Frank applied as the owner for the permit to construct 4767-4773 Mission Street on February 25, 1934, listing no architect.<sup>1</sup> Frank originally intended the building to house five separate storefronts; however, shortly after construction was

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<sup>1</sup> Copy of Application for Building Permit #10728; also "Building News," *Edwards Abstracts*, February 26, 1935, 3. Architect listed as "day work" with estimated cost of \$9,900.

complete in 1935, Gaetano Ferrigno leased half of the space for the Sorrento Macaroni factory with the remaining 4,500 square feet of the building leased to Royal Baking Company by October 1935.

## ENVIRONMENTAL REVIEW STATUS

The Planning Department has determined that actions by regulatory agencies for protection of the environment (specifically in this case, landmark designation) are exempt from environmental review, pursuant to CEQA Guidelines Section 15308 (Class Eight - Categorical).

## GENERAL PLAN POLICIES

The Urban Design Element of the San Francisco General Plan contains the following relevant objectives and policies:

- OBJECTIVE 2: Conservation of Resources that provide a sense of nature, continuity with the past, and freedom from overcrowding.
- POLICY 4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Designating significant historic resources as local landmarks will further continuity with the past because the buildings will be preserved for the benefit of future generations. Landmark designation will require that the Planning Department and the Historic Preservation Commission review proposed work that may have an impact on character-defining features. Both entities will utilize the Secretary of Interior's *Standards for the Treatment of Historic Properties* in their review to ensure that only appropriate, compatible alterations are made.

## SAN FRANCISCO PLANNING CODE SECTION 101.1 – GENERAL PLAN CONSISTENCY AND IMPLEMENTATION

Planning Code Section 101.1 – Eight Priority Policies establishes and requires review of permits for consistency with said policies. On balance, the proposed designation is consistent with the priority policies in that:

- a. The proposed designation will further Priority Policy No. 7, that landmarks and historic buildings be preserved. Landmark designation of the Royal Baking Company Building will help to preserve an important historical resource that is significant for its associations with the Italian-American community of San Francisco and the community's twentieth-century expansion to the Excelsior District and for its association with San Francisco's twentieth-century macaroni and bread-baking industries. The building is also architecturally significant as an excellent example of a commercial building designed in the Storybook and Art Deco architectural styles in San Francisco.

## BACKGROUND / PREVIOUS ACTIONS

On November 19, 2019, the Board of Supervisors introduced File No. 191189 to initiate the Landmark Designation process for 4767-4773 Mission Street (Royal Baking Company).

The property was previously identified in the *[Draft] Neighborhood Commercial Corridors Historic Resources Survey* (2016) for consideration for individual landmark designation under Article 10 of the Planning Code.

The property was also previously identified as an important building for its association with Italian-American community in the *[Draft] Excelsior & Portola Historic Context Statement* (San Francisco Planning, 2017).

## REQUIRED ACTIONS

The Historic Preservation Commission (HPC) must consider the initiation of landmark designation of the Royal Baking Company Building as a San Francisco landmark under Article 10 of the Planning Code, Section 1004.1.

If the HPC decides to initiate designation of the subject property as an Article 10 landmark at its February 5, 2020 hearing, the item will again be considered by the Commission at a future hearing. During this subsequent hearing, the Commission will decide whether to forward the item to the Board of Supervisors with a recommendation supportive of designation. The nomination would then be considered at a future Board of Supervisors hearing for formal Article 10 landmark designation.

## APPLICABLE PRESERVATION STANDARDS

### ARTICLE 10

Section 1004 of the Planning Code authorizes the landmark designation of an individual structure or other feature or an integrated group of structures and features on a single lot or site, having special character or special historical, architectural or aesthetic interest or value, as a landmark. Section 1004.1 also outlines that landmark designation may be initiated by the Board of Supervisors or the Historic Preservation Commission and the initiation shall include findings in support. Section 1004.2 states that once initiated, the proposed designation is referred to the Historic Preservation Commission for a report and recommendation to the Board of Supervisors to approve, disapprove or modify the proposal.

Pursuant to Section 1004.3 of the Planning Code, if the Historic Preservation Commission approves the designation, a copy of the resolution of approval is transmitted to the Board of Supervisors and without referral to the Planning Commission. The Board of Supervisors shall hold a public hearing on the designation and may approve, modify or disapprove the designation.

In the case of the initiation of a historic district, the Historic Preservation Commission shall refer its recommendation to the Planning Commission pursuant to Section 1004.2(c). The Planning Commission shall have 45 days to provide review and comment on the proposed designation and address the consistency of the proposed designation with the General Plan, Section 101.1 priority policies, the City's Regional Housing Needs Allocation, and the Sustainable Communities Strategy for the Bay Area. These comments shall be sent to the Board of Supervisors in the form of a resolution.

Section 1004(b) requires that the designating ordinance approved by the Board of Supervisors shall include the location and boundaries of the landmark site, a description of the characteristics of the landmark which justify its designation, and a description of the particular features that should be preserved.

Section 1004.4 states that if the Historic Preservation Commission disapproves the proposed designation, such action shall be final, except upon the filing of a valid appeal to the Board of Supervisors within 30 days.

## **ARTICLE 10 LANDMARK CRITERIA**

The Historic Preservation Commission on February 4, 2009, by Resolution No. 001, adopted the National Register Criteria as its methodology for recommending landmark designation of historic resources. Under the National Register Criteria, the quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, feeling, materials, workmanship, and association, and that are associated with events that have made a significant contribution to the broad patterns of our history; or that are associated with the lives of persons significant in our past; or that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or properties that have yielded, or may likely yield, information important in prehistory or history.

## **PUBLIC / NEIGHBORHOOD INPUT**

The Department is not aware of any opposition to the landmark designation of 4767-4773 Mission Street.

## **PROPERTY OWNER INPUT**

On December 16, 2019, the Department notified the property owner that the Board of Supervisors introduced File No. 191189 to initiate the Landmark Designation process of 4767-4773 Mission Street.

Pursuant to Article 10, Section 1004.2 of the Planning Code, the City must provide written notice to the property owner 10 days prior to the second hearing, during which the HPC considers whether to recommend landmark designation to the Board of Supervisors. As a courtesy, the Department in early January notified the property owner of the recommendation hearing scheduled for February 5, 2019 and requested an opportunity to discuss the benefits and process of landmark designation.

Should the HPC choose to initiate landmark designation of 4767-4773 Mission Street at its February 5, 2019 hearing, subsequent hearings will be formally noticed to the property owner as required by the Planning Code.

## STAFF ANALYSIS

The case report and analysis under review was prepared by Department preservation staff and SF Heritage. The Department has determined that the subject property meets the requirements for Article 10 eligibility as an individual landmark. The justification for its inclusion is explained in the attached Landmark Designation Fact Sheet.

### SIGNIFICANCE

The Royal Bakery Company Building appears significant for its associations with the Italian-American community of San Francisco and the community's early twentieth-century suburban expansion to the Excelsior District. The property also appears significant for its association with San Francisco's twentieth-century macaroni and bread-baking industries and finally, for its unique commercial façade, which exhibits a mix of Storybook and Art Deco styles.

### UNDERREPRESENTED LANDMARK TYPES

The proposed landmark designation addresses one previously identified underrepresented landmark types: buildings located in geographically underrepresented areas.

There is currently one San Francisco landmark located in the Excelsior neighborhood and two San Francisco landmarks in the Outer Mission neighborhood, including:

- 350 University Street, University Mound Old Ladies Home, Landmark No. 269 (Excelsior)
- Alemany Emergency Hospital and Health Center, Landmark No. 272 (Outer Mission)
- Balboa High School, Landmark No. 205 (Outer Mission)

### INTEGRITY

The Royal Bakery Building maintains a high level of integrity. See Page 10 of attached Landmark Designation Fact Sheet for further analysis.

### CHARACTER-DEFINING FEATURES

Exterior and interior character-defining features of the building are identified in the attached Landmark Designation Fact Sheet beginning on Page 13.

## BOUNDARIES OF THE LANDMARK SITE

The proposed Landmark site encompasses all of Assessor's Parcel Block. No. 6084, Lot No. 021, including two commercial buildings with corresponding addresses at 4769 Mission Street, presently occupied by Metapan Pupuseria, and 4773 Mission Street, presently occupied by New Royal Bakery.

## PLANNING DEPARTMENT RECOMMENDATION

Based on the Department's analysis, the Royal Baking Company Building is individually eligible for Article 10 Landmark designation for its association with the Italian-American community of San Francisco and that community's twentieth-century expansion to the Excelsior District. It is also architecturally significant as examples of Storybook and Art Deco styles of architecture. The

Department recommends that the Historic Preservation Commission initiate the proposed designation of **4767-4773 Mission Street** as a San Francisco landmark.

The Historic Preservation Commission may recommend approval, disapproval, or approval with modifications of the proposed recommendation of the Royal Baking Company Building as a San Francisco landmark under Article 10 of the Planning Code to the Board of Supervisors pursuant to Planning Code Section 1004.1. If the Historic Preservation Commission approves the initiation, a copy of the motion of approval is transmitted to the Board of Supervisors, which holds a public hearing on the designation and may approve, modify or disapprove the designation (Section 1004.4). If the Historic Preservation Commission disapproves the proposed designation, such action shall be final, except upon the filing of a valid appeal to the Board of Supervisors within 30 days (Section 1004.5).

## **ATTACHMENTS**

- A. Exhibits
- B. Draft Resolution initiating designation
- C. Draft Landmark Designation Fact Sheet



# SAN FRANCISCO PLANNING DEPARTMENT

## Article 10 Landmark Designation Fact Sheet

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**



Royal Baking Company Building, 4769-4773 Mission Street, November 1990.  
Source: San Francisco Heritage.

<i>Historic Name:</i>	Royal Baking Company Building
<i>Address:</i>	4767-4773 Mission Street
<i>Block/Lot:</i>	6084/021
<i>Zoning:</i>	NCD (Excelsior Outer Mission Street Neighborhood Commercial District)
<i>Year Built:</i>	1935
<i>Architect:</i>	Unknown
<i>Prior Historic Studies/Other Designations:</i>	<ul style="list-style-type: none"> <li>• <i>Draft Excelsior &amp; Portola Historic Context Statement</i> (San Francisco Planning Department 2017)</li> <li>• <i>Excelsior NCD District Summary</i> (San Francisco Planning Department), identified as potentially eligible for landmark designation under Article 10 of the Planning Code.</li> </ul>
<i>Prior HPC Actions:</i>	None

<p><i>Significance Criteria</i></p>	<p><u>Events:</u> Associated with events that have made a significant contribution to the broad patterns of our history.</p> <p><u>Architecture/Design:</u> Embodies the distinctive characteristics of a type, period, or method of construction, and/or represents the work of a master.</p>
<p><i>Period of Significance</i></p>	<p>The period of significance for the property is 1935. The date encompasses the building’s construction and the beginning of its association with the Italian-American community in the Excelsior District of San Francisco. This date also reflects the establishment of Sorrento Macaroni Company and Royal Baking Company in the Excelsior and the businesses’ association with San Francisco’s twentieth-century macaroni and bread-baking industries.</p>
<p><i>Statement of Significance</i></p>	<p><b><u>Statement of Significance Summary</u></b></p> <p>The Royal Baking Company Building is significant for its association with the history of the Italian-American community of San Francisco and that community’s early twentieth-century suburban expansion to the Excelsior District; for its association with San Francisco’s important twentieth-century macaroni and bread-baking industries; and finally, for its unique commercial façade, a striking mix of Storybook and Art Deco styles.</p> <p><u>Building Description and History</u></p> <p>4767-4773 Mission Street is a reinforced concrete building occupying a 100 x 108.50-foot lot between Russia and Persia avenues. While presenting as two separate structures, the commercial façades occupy a single building. Metapan Pupuseria, a Salvadorian restaurant addressed at 4769 Mission Street, has a Storybook style facade resembling a gabled country cottage with false chimneys, a shallow tiled-roof parapet, small-scale non-operable windows, and a rustic stone bulkhead. The New Royal Bakery at 4773 Mission Street occupies one bay of a larger Art Deco façade with green and yellow polychromatic terra cotta tile and an upper register of molded banding, fanned reliefs, curved recesses, and a three-pointed crown parapet. Murals decorating the building date from 2007. The entire façade once carried additional addresses of 4767 Mission (the alley door entrance for 4769 Mission),<sup>1</sup> and 4777 and 4781 Mission Street where garage doors and a glass-brick bay are now present.<sup>2</sup> A plumbing company currently rents space in the rear of the lot.</p>

<sup>1</sup> Polk’s San Francisco City Directory (San Francisco: R. L. Polk & Co, 1957), 2024.

<sup>2</sup> Sanborn Fire Insurance Map, March 1950, Sheet 988.



Excelsior District real estate broker Ambrose B. Frank (1882-1964) of 4607 Mission Street applied as the owner for the permit to construct 4767-4773 Mission Street on February 25, 1935, listing no architect.<sup>3</sup> A long list of local contractors and suppliers involved in the construction of the building were identified in an advertisement on August 24, 1935:

San Francisco Concrete Co., 98 Harrington Street  
G. Mazzer Co (Rock, Gravel, Cement), 4277 Mission Street  
Arc Electric Co., 4792 Mission Street  
Martire & Alessandri (Plaster), 849 Madrid Street  
C. Downall Sheet Metal, 6084 Mission Street  
Security Plumbing Supply, 1657 Market Street  
Knight Roofing Company, 1476 Valencia Street  
H. W. Ericksen (Painting & Decorating), 358 Lisbon Street  
J. H. McCallum (Lumber), Bryant & Oak Grove  
Rebizzo Biagini & Co (Macaroni Machinery), 414 Broadway  
Sichel Bakery Equipment, 148 1<sup>st</sup> Street  
Petaluma Box Corporation, (Boxes) 525 Market Street.<sup>4</sup>

Frank considered himself a pioneer and key figure in the Excelsior District's history and growth. Frank opened his real estate brokerage at 4607 Mission Street in 1907,<sup>5</sup> initially in partnership with William L. Sigismund,<sup>6</sup> and lived with his wife Viola nearby at 45 Brazil Avenue.<sup>7</sup> Under the firm name of A. B. Frank & Co., and sometimes listing his wife as co-owner ("V. B. Frank"), he advertised offering real estate and home building services.<sup>8</sup> Frank may have worked as a contractor before starting his real estate firm.<sup>9</sup> An early example of A. B. Frank & Co. home building is 342 Paris Street, erected in 1915.<sup>10</sup> A native in Illinois, he died in San Francisco in 1964.<sup>11</sup>

<sup>3</sup> Copy of Application for Building Permit #10728; also "Building News," *Edwards Abstracts*, February 26, 1935, 3. Architect listed as "day work" with estimated cost of \$9,900.

<sup>4</sup> Advertisement, *San Francisco Examiner*, August 24, 1935, 7.

<sup>5</sup> A. B. Frank, "Factory Marks Start of New Era in Excelsior District Real Estate," *San Francisco Examiner*, August 24, 1935, 7. Real estate transactions in the Excelsior conducted by Frank were found in San Francisco newspapers at least as far back as 1908.

<sup>6</sup> *Crocker-Langley San Francisco Directory* (San Francisco: H. S. Crocker Co., 1910), 665.

<sup>7</sup> *Crocker-Langley San Francisco City Directory 1935* (San Francisco: R. L. Polk & Co., 1935), 412.

<sup>8</sup> Advertisement, *Organized Labor (San Francisco)*, September 4, 1926, 130.

<sup>9</sup> *Crocker-Langley San Francisco Directory* (San Francisco: H. S. Crocker & Co, 1908), 693: "Frank, Ambrose, carp."

<sup>10</sup> *Building and Engineering News*, December 22, 1915, 28; Likely 342 Paris Street is referenced in listing by A. B. Frank & Co. for "New Cottages," seven completed and six under construction, in *San Francisco Examiner*, November 28, 1915, 65.

<sup>11</sup> Death notice, Ambrose B. Frank, *San Francisco Examiner*, April 15, 1964, 35.

Frank planned to finance construction on the block of Mission Street between Persia and Russia avenues as early as 1924, initially imaging four one-story commercial structures before announcing the erection of a three-story brick-veneered apartment building of eight units in November 1925.<sup>12</sup>

In 1934, one year before he had 4767-4773 Mission Street constructed, the *San Francisco Examiner* described A. B. Frank as “hailed by his neighbors as the mayor of the district,” who settled in the Excelsior “when it was nothing more than a potato patch.”<sup>13</sup>

Frank originally intended 4767-4773 Mission Street to house five separate storefronts, and by June 1935 had half of the 10,800 square feet of the building under lease to Gaetano Ferrigno for the Sorrento Macaroni factory.<sup>14</sup> This industrial use occupied the back section of the building on east side of the lot.

### Events

The Royal Baking Company building is significant for its association with the history of the Italian-American community of San Francisco and that community’s early twentieth-century suburban expansion to the Excelsior District. After construction of 4767-4773 Mission Street was complete in 1935, two Italian-affiliated businesses moved in and occupied the building for decades.

### *Italian-American Community in the Excelsior District, 1930s-2000s*

While North Beach is the best-known center of Italian-American life in San Francisco, the Excelsior District has a relevant history almost as old. Truck farmers known as *giardinieri* (gardeners) from Liguria, Tuscany, and other parts of Italy, leased land in the area as far back as the 1850s, growing lettuce, cabbage, and artichokes alongside hog farmer and dairy ranchers.<sup>15</sup>

Originally part of the Mexican land grant *Rancho de Guadalupe de La Visitacion y Rodeo Viejo*, the Excelsior District was created as part of a speculative land association in 1869. Surveyor Vitus Wackenreuder

<sup>12</sup> “Frank Active in Excelsior,” *San Francisco Examiner*, November 7, 1925, 10. This proposed structure matches in description 4717-4721 Mission Street, just east of the Royal Baking Company building, and built, according to Assessor-Recorder information, in 1926.

<sup>13</sup> Tom Bellew, “Neighborhood Improvement Clubs Work for Better S. F. Living Conditions,” *San Francisco Chronicle*, February 18, 1934, 4.

<sup>14</sup> “Real Estate Notes,” *San Francisco Examiner*, June 15, 1935, 9.

<sup>15</sup> Deanna Paoli Gumina, *The Italians of San Francisco 1850-1930* (Staten Island, New York: Center for Migration Studies, 1985), 33.

	<p>platted a map for the Excelsior Homestead Association that mostly employed European capitals for street names with boundaries defined by today's Silver Avenue, Mission Street, Amazon Street, and the western edges of Crocker Amazon Playground and John McLaren Park.<sup>16</sup></p> <p>Significant infrastructure, transportation, and building activity would not come to the area until the early twentieth century, and most of the Outer Mission and Excelsior District remained agricultural fields with scattered home sites. As late as 1910, about 1,200 Italian truck farmers worked 8,000 acres of agricultural land along the southern outskirts of the city.<sup>17</sup></p> <p>The Italian presence in the area was significant enough that a Roman Catholic Italian National Church, Corpus Christi, was established on the modern-day corner of Alemany Boulevard and Santa Rosa Avenue with its first mass held on April 3, 1898.<sup>18</sup> (The original church is not extant and was demolished in 1959.) "National" churches were created to serve Italians in a larger area across parish boundaries. The city's other national church was Ss. Peter and Paul's in North Beach and both were manned by Salesian priests.<sup>19</sup></p> <p>The Excelsior grew in the aftermath of the 1906 Earthquake and Fire, as displaced San Franciscans from the city's core moved into less-affected outlying areas. In 1907, reflecting the increasing Italian population in the area, the first branch of the Bank of Italy was established on Mission Street a mile north of the Excelsior District.<sup>20</sup> Into the 1920s, Italians and Italian-Americans remained the neighborhood's dominant ethnic group. Even as the city's overall Italian population declined in the 1950s, the Excelsior's Italian community grew and remained steady into the 1960s, as many businesses on Mission Street and Geneva Avenue</p>
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<sup>16</sup> Vitus Wackenreuder, "Map of the Excelsior Homestead Association" (San Francisco: G.T. Brown & Co. lithographers, February 1869). Huntington Library, Call number ephMPCALIFT0041. Digital copy accessed on December 27, 2019 at <https://hdl.huntington.org/digital/collection/p15150coll4/id/5153>. While filed under the provisions of the United States Homestead Act in 1862, most of San Francisco's homestead associations subverted the act's intent by dealing as speculative real estate ventures.

<sup>17</sup> Sebastian Fichera, "The Meaning of Community: A History of Italians of San Francisco" (Ph.D. dissertation in History, University of California, Los Angeles, 1981), 236.

<sup>18</sup> Commemorative history pamphlet *Corpus Christi Church San Francisco 75th Anniversary 1898-1973*, San Francisco History Center, San Francisco Main Library vertical file.

<sup>19</sup> Rose Doris Scherini, *The Italian American Community of San Francisco* (New York: Arno Press, 1980), 159.

<sup>20</sup> Gumina, 35.

featured signs in the window assuring customers the proprietors spoke Italian (*Si Parla Italiano*).<sup>21</sup>

4767-4773 Mission Street was erected in the heart of this Italian commercial and fraternal community, an ethnic enclave that continued to develop after the building's 1935 construction. By the 1970s, Latinx and Filipino populations overtook the Italians as the Excelsior's dominant ethnic groups,<sup>22</sup> but as late as 1976 the majority of the Excelsior Merchants Association was Italian-American, and the two closest Catholic churches equidistant from 4767-4773 Mission Street conducted masses in Italian and offered Italian-language education classes on site.<sup>23</sup> Researcher Phylis Martinelli interviewed longtime Excelsior "villagers" in the 1970s, and noted:

"Kinship and social ties, and stores, businesses and social organizations catering to Italian Americans, continued to dominate the neighborhood. While the ethnic dominance of the Italians was waning, and in spite of their different perceptions of the neighborhood, Hispanic Americans and Italian Americans were adjusted to each other. Although some Italians resented the newcomers, there was no overt discrimination. Italians and Hispanics shared many facilities; both groups attended the same churches, shopped at the same stores, sent their children to the same schools, belonged to many of the same social organizations, and used the same recreational facilities."<sup>24</sup>

The demographic shift in the Excelsior during the mid-twentieth century is shown in United States Census Tract 260 (previous Tract M-6). In 1950, there were 1,006 Italians and 772 Hispanics in the tract. In 1960, the gap closed with 1,868 Hispanics and 1,779 Italians now in the minority. By 1970, the Italians held relatively steady at 1,728, but the Hispanic population nearly doubled at 3,714.<sup>25</sup>

The blanket "Hispanic" categorization of Excelsior District residents recognized common cultural traits, such as use of the Spanish language, but disguised the heterogeneousness of the communities described. The

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<sup>21</sup> Phylis Martinelli, "The Excelsior Villagers: A study of an Italian American neighborhood in transition" in Paola Sensi Isolani & Phylis Cancilla Martinelli (Eds.), *Struggle and Success: Italian Immigrants in California* (New York: Center for Migration Studies, 1993), page 232.

<sup>22</sup> Brian J. Godfrey, *Neighborhoods in Transition: The Making of San Francisco's Ethnic and Nonconformist Communities* (Berkeley, CA: University of California Press, 1988), 156-157.

<sup>23</sup> Martinelli, 233; Scherini, 34.

<sup>24</sup> Martinelli, 238.

<sup>25</sup> *Ibid*, 239.

1980 United States Census defined 39 percent of San Francisco's Hispanic or *Latino* population of Mexican origins, 6 percent from Puerto Rico, 2 percent from Cuba, and more than half of the total as "other Spanish origins." Researcher Brian Godfrey in 1988 claimed "San Francisco probably has the highest population of Hispanics of Central American origin of any major city."<sup>26</sup> Since the turn of the twenty-first century, notable Salvadoran businesses in the Excelsior include Pacita's bakery at 10 Persia Street and Metapan Pupuseria in the Storybook storefront of the Royal Baking Company Building.

But Italian cultural institutions remain in the neighborhood in 2020. The Italian American Social Club (built 1937) stands around the corner from 4767-4773 Mission Street on Russia Avenue, and the Grand California Lodge of the Sons of Italy (built 1957) is three blocks south on Mission Street between Italy and Amazon Avenues.

#### **Events Cont'd.**

4767-4773 Mission Street is also significant in the area of events for its association with San Francisco's important twentieth-century macaroni and bread-baking industries.

#### ***Sorrento Macaroni Company***

Gaetano Ferrigno had served as Vice President, stockholder, and member of the Board of Directors of the Golden Grain Macaroni Factory before he leased half of 4767-4773 Mission Street to establish the Sorrento Macaroni Company in 1935.

Legally known as Gagnano Products, Golden Grain Macaroni was founded in 1912 by Domenico De Domenico and his father-in-law Antonio Ferrigno.<sup>27</sup> By the early 1930s, Gagnano Products made macaroni, vermicelli, egg-noodles and semolina products at 966-970 Bryant Street, and was the largest of some dozen macaroni manufacturers in San Francisco, most based near the Italian population of North Beach. Bread and bakery products, including the making of pasta, was the third ranked industry in San Francisco by annual value in the early 1930s (\$15,943,8981 Value of Output in 1931).<sup>28</sup> With the

<sup>26</sup> Godfrey, 137-138.

<sup>27</sup> Vincent M. DeDomenico, "Golden Grain: The Story of Family-Owned Company" July 1989, as part of an oral history conducted by Ruth Teiser in "The DeDomenico Family: Growth of the Golden Grain Company Through Innovation and Entrepreneurship," an oral history conducted 1987-1989, Regional Oral History Office, The Bancroft Library, University of California, Berkeley, 1994, page 7.

<sup>28</sup> *Crocker-Langley San Francisco City Directory 1935* (San Francisco: R. L. Polk & Co., 1935), 13.

invention of Rice-a-Roni in 1957, Golden Grain would go on to dominate the market for pasta in the Western United States and the rice-mix market nationally before being acquired by Quaker Oats Company in 1986 for \$275 million.<sup>29</sup>

After the death of Antonio Ferrigno on January 15, 1933,<sup>30</sup> an acrimonious battle for control of the firm pushed Gaetano Ferrigno to leave and establish Sorrento Macaroni, his own limited distribution business. Oral histories conducted with the DeDomenico Family in the late 1980s acknowledged long-standing resentment and competition between the families and companies: “[M]y grandfather and his sons apparently competed vigorously with them and tried to make sure that they got no foothold into the market. And in the end it did not succeed. So if one would consider that a success. The attempt to keep them out of the market was successful, Very bitter; very, very bitter.”<sup>31</sup>

4767 Mission Street was listed as the garage entrance for Sorrento Macaroni Products, accessing an alley that led to the larger warehouse and factory structure at the rear of the lot, while 4769 Mission Street acted as the company storefront.<sup>32</sup>

With the large Italian population of the Excelsior District, Sorrento Macaroni Products wasn’t the first of its kind on the block. The Green Valley Macaroni Factory had operated just across the street at 4736 Mission Street from about 1914 to 1923.<sup>33</sup>

Sorrento Macaroni, while never reaching the commercial success of the company Ferrigno left, stayed in business into the 1970s. Angelo Ferrigno, Gaetano’s son, later made the 4769 Mission Street storefront into the Sorrento Delicatessen, stocked with “imported Italian canned goods, the finest Italian olive oil and olives, fresh tagliarini and ravioli, dried codfish known as bacala, festooned with hanging salamis, and a multitude of Italian cold-cuts and cheeses.”<sup>34</sup>

<sup>29</sup> “The DeDomenico Family: Growth of the Golden Grain Company Through Innovation and Entrepreneurship”; also Thomas DeDomenico obituary, *San Francisco Chronicle*, February 22, 1992.

<sup>30</sup> Antonio Ferrigno death notice, *San Francisco Examiner*, January 17, 1933, 11.

<sup>31</sup> Dennis T. DeDomenico, “A Progression: Golden Grain, Ghirardelli Chocolate Company, and Quaker Oats,” an oral history conducted November 16, 1988 by Ruth Teiser and Lisa Jacobson in “The DeDomenico Family: Growth of the Golden Grain Company Through Innovation and Entrepreneurship,” Regional Oral History Office, The Bancroft Library, University of California, 1994, page 240.

<sup>32</sup> *Polk’s San Francisco City Directory* (San Francisco: R. L. Polk & Co, 1957), 2024.

<sup>33</sup> A 1919 photo of the original building, extant but heavily modified in 2019, can be seen at <https://opensfhistory.org/Display/wnp67.0023.jpg>. “Green Valley” was a contemporary promoted alternative name for the Excelsior.

<sup>34</sup> Walter G. Jebe, Sr., *Images of America: San Francisco’s Excelsior District* (Charleston, S.C.: Arcadia Publishing, 2004), 65.

***Royal Baking Company***

On the opening day of the Sorrento Macaroni Company, Ambrose Frank advertised the remaining 4,500 square feet of the building as “splendid for Super Market, Department Store, Furniture, 5-10 & 15c Store, Music and Radio, Auto Sales Room, Cookies, Cracker and Food.”<sup>35</sup> Soon after, the Royal Baking Company leased the envelope inside the el of the building occupied by Sorrento Macaroni. Frank filed a permit application to install two large double-brick Dutch ovens in October 1935, and the Royal Baking Company applied for a sign permit the following month.<sup>36</sup>

Royal Baking Company had been in business at 1503 Grant Street and 704 Filbert Street before following the Italian-American community from North Beach to the Excelsior.<sup>37</sup> While the owners, Pellegrino Matteucci, John Mazzini, Jack Cima, Mario Cafferata, and Rudolph Paladini, kept the Filbert Street location for a few years as a branch of their company, four of the five lived within half a mile of the new location and soon the entire business was run on Mission Street.

Owners and partners over the years have included members of the Italian and Basque communities.<sup>38</sup> Dominique Jean Jambon, Pierre Saldubehere, and Albert Oneto were well-known longtime owners and bakers. According to Jambon’s death notice, he was a partner in the business for 35 years.<sup>39</sup> Other partners and part-owners in the business history have included Bruno Franchi, Stephen J. Navarra, Isadore Siliato, Nat and Norman Castiglioni, Amadao Catassi, Geo Cima, Americo DiLuzio, Basilio Fabbri, Joseph Ferrando, Mario Antonio Cafferata, baker Remigio Valentino Becher, and Frank A. Busalacchi.<sup>40</sup>

Royal Baking daily supplied bread to restaurants across San Francisco and Daly City while also selling to local customers through the 4773 Mission Street storefront.<sup>41</sup> In the 1970s, as Latinx and Filipino populations overtook the Italian community as dominant ethnic groups of the Excelsior, the Royal Baking Company continued as an island of

<sup>35</sup> “Stores to Lease,” advertisement, *San Francisco Examiner*, August 24, 1935, 7.

<sup>36</sup> Copy of Application for Alteration to Building Permit #14855, dated October 17, 1935, approved January 27, 1936; Copy of Application for Permit to Erect Sign #XXX

<sup>37</sup> *Polk’s Crocker-Langley San Francisco City Directory 1936* (San Francisco: R. L. Polk & Co., 1936), 1011.

<sup>38</sup> Mildred Hamilton, “The Basques Among Us,” *San Francisco Examiner*, September 5, 1975, 17.

<sup>39</sup> Dominique Jean Jambon death notice, *San Francisco Chronicle*, April 9, 2006, B4.

<sup>40</sup> *Polk’s San Francisco City Directory* (San Francisco: R. L. Polk & Co, 1957), 1185. Mario Antonio Cafferata death notice, *San Francisco Examiner*, December 18, 1994, 47. *1982 San Francisco Directory* (R. L. Polk & Co: Dallas, TX, 1982), 793.

<sup>41</sup> Mentioned in ads for The Iron Horse, 19 Maiden Lane (*San Francisco Examiner*, April 28, 1955, 13) and Dave Ludwig’s Caboose Drive-Up on Junipero Serra Boulevard (*San Francisco Examiner*, September 26, 1958, 14).

Italian culture, offering grissini, panettone, buccellato, focaccia, and “special Italians cookies,”<sup>42</sup> while being recognized as one of the city’s foremost purveyors of French and Italian breads.<sup>43</sup>

The “New Royal Bakery,” a descendant business of the Royal Baking Company storefront at 4773 Mission Street, no longer carries or bakes Italian specialty goods.

**Architecture/Design**

4767-4773 Mission Street is also significant in the area of architecture/design as it illustrates a rare, if not unique, mix of expressions in a storefront building with both Storybook and Art Deco features.

***Neighborhood Commercial Architectural Expression***

4767-4773 Mission Street was built as in-fill retail construction at a time that many older storefronts in the Outer Mission and Excelsior were undergoing remodeling to Modern styles.

The Storybook and Art Deco styles were popular with commercial buildings in the 1920s, but examples of both can be found in the city into the later 1930s, when more Modern styles emerged.

The [Draft] *Neighborhood Commercial Buildings Historic Context Statement, 1865-1965* offers a description of the Storybook and Art Deco styles as employed in San Francisco neighborhood commercial structures in the 1920s and 1930s:

Storybook, a subset of Period Revival style, is an exuberant style inspired by medieval European vernacular forms. Emblematic features such as turrets, dovecotes and the meandering transition from masonry to stucco attempted to evoke picturesque, aging European buildings. The primary hallmarks of the Storybook style are exaggerated, often cartoonish interpretation of medieval forms, the use of artificial means to suggest age and weathering, and whimsical designs. [...] In San Francisco, the style dates to a short time frame, approximately 1930 to 1935 and known examples are largely limited to several

<sup>42</sup> Advertisement in commemorative history pamphlet *Corpus Christi Church San Francisco 75th Anniversary 1898-1973*, San Francisco History Center, San Francisco Main Library vertical file.

<sup>43</sup> Pat Steger, “The Search for San Francisco’s Best Sourdough,” *San Francisco Chronicle*, November 26, 1984, 17; Walter G. Jebe Sr., *Images of America: San Francisco’s Excelsior District* (Charleston, S.C.: Arcadia Publishing, 2004), 119.



residential tracts in the Sunset District as well as individual houses scattered citywide. Very few commercial buildings were designed in the Storybook style.<sup>44</sup>

As for Art Deco:

Beginning in the late-1920s, the sleek and graphic elements of the Art Deco style were adopted in San Francisco, particularly in the design of commercial and public buildings such as theaters, hotels and office buildings. A precursor to the Art Moderne and Streamline Moderne styles, Art Deco was popularized by the 1925 Exposition Internationale des Arts Décoratifs et Industriels Modernes (International Exposition of Modern Industrial and Decorative Arts) held in Paris. [...] Art Deco design is noted for its use of rich materials and profuse ornament of zigzags, rays and chevrons, stepped arches, stylized floral forms, and the repetition of forms and motifs. Art Deco design motifs are derived from a variety of sources including Egyptian, Mayan and “Oriental” art and architecture. [...] The onset of the Great Depression in 1930 and the resultant widespread decrease in building activity curtailed the construction of Art Deco buildings. As a result, relatively few buildings in San Francisco were designed in this style and the style was largely replaced by the more restrained, softer and curvier Streamline Moderne in the mid-1930s.<sup>45</sup>

The façade of 4767-4773 Mission Street is split between these two styles. The northern half depicted in Storybook presenting as a cottage with shallow false gables and window set in a small scale below the parapet. The remaining façade is set behind a distinctive and overarching parapet made of three spiked triangles.

The Royal Baking Company building reflects some of the broader demographic changes in the neighborhood since the time of its construction. While the false windows, bulkhead stone, and other elements of the original Storybook style treatment remain at Metapan Pupuseria, the former barn doors to the alley of 4769 Mission Street have been replaced by a corrugated metal roll-up door painted with a mural

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<sup>44</sup> City and County of San Francisco Planning Department, *[Draft] Neighborhood Commercial Buildings Historic Context Statement, 1865-1965* (San Francisco: September 30, 2013), 52.

<sup>45</sup> City and County of San Francisco Planning Department, *[Draft] Neighborhood Commercial Buildings Historic Context Statement, 1865-1965* (San Francisco: September 30, 2013), 55.

	<p>featuring martyred El Salvadorian priest St. Óscar Romero. In 2007, Benedicto Brigada painted murals of pastoral bread-making scenes and the biblical Last Supper in the parapet recesses and across the glass brick in-fill of the ground floor window openings.</p>
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<p><i>Assessment of Integrity</i></p>	<p>The seven aspects of integrity as defined by the National Park Service (NPS) and the National Register of Historic Places (NRHP) are location, design, materials, workmanship, setting, feeling, and association.<sup>46</sup> In relation to the period of significance established above, the building retains sufficient integrity to convey its association with the Italian-American community of San Francisco, San Francisco’s important twentieth-century macaroni and bread-baking industries, and for its commercial façade, a mix of Storybook and Art Deco styles.</p> <p><i>Location</i></p> <p>The building retains its original location on the east side of Mission Street between Persia Avenue to the north and Russia Avenue to the south.</p> <p><i>Design</i></p> <p>The building retains high integrity of design with some alterations. The cumulative alterations have less of an impact on the integrity of the building due to its significance under Criterion A/1 (Events) for the building’s association with the Italian-American community of San Francisco and San Francisco’s twentieth-century macaroni and bread-baking industries.</p> <p><u>4769 Mission Street</u></p> <p>According to permit history and historic photographs, the storefront at 4769 Mission Street, currently occupied by Metapan Pupuseria, retains its original clay tile roof cladding and stucco façade as well as the original wood divided-light windows at the upper story. The first story retains its existing openings and storefront system but has been modified with a fully-glazed entry door, replacement garage door, and the installation of metal accordion security gates. The original rounded arch transom above the entrance remains, but has been infilled. The storefront at 4769</p>
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“How to Apply the National Register Criteria for Evaluation,” *National Register Bulletin*, U.S. Department of the Interior, National Park Service, 1995, p. 44.

Mission Street has experienced some alterations but retains several character-defining features to convey the Storybook style.

#### 4773 Mission Street

According to permit history, the storefront at 4773 Mission Street, currently occupied by New Royal Bakery retains the highest level of design integrity with its original stucco cladding and one of its original storefront systems, composed of glass, aluminum and ceramic tile. The three remaining storefront openings have been altered including the removal of the glazing and storefront system and infill with glass block and new Spectra-Glaze ceramic tile in 1983 as part of other work.<sup>47</sup> The storefront at the southern end of the facade was likely a mirror image of the New Royal Bakery storefront originally, as it retains the same ceramic tile piers, but the original bulkhead and glazing have been removed and replaced. In addition to the storefront alterations, the garage door and another entrance appear to have been replaced within their original openings. 4773 Mission Street retains several original façade features that are characteristic of the Art Deco style including the three-pointed crown parapet, decorative fins and speed lines, and green and yellow ceramic tile cladding bulkhead and piers.

#### *Feeling & Association*

The property retains integrity of feeling and association as it conveys its use as a bakery designed in the Art Deco and Storybook style in the twentieth century. The “New Royal Bakery,” a descendant business of the Royal Baking Company storefront at 4773 Mission Street, no longer carries or bakes Italian specialty goods. However, the building retains much of its original features to convey its association with twentieth-century macaroni and bread-baking industries in San Francisco.

#### *Setting*

Royal Baking Company retains integrity of setting, as its surrounding built environment has retained continuous commercial uses since the construction of the subject property in 1935 and prior. Located on Mission Street within the Excelsior neighborhood, this commercial corridor retains several businesses associated with commercial development in the Excelsior and many appear to have associations with

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<sup>47</sup> Permit #8300664, 1983.” Window and door rehabilitation, new wiring & plumbing, termite and or dry rot replacement, new stucco at front with new tile at lower wall, new dropped ceiling and drywall, concrete slab to remain, patch where necessary. New lateral bracing as per structural engineer and foundation anchorage and structural members to achieve earthquake and code standards to date.”

the Italian-American, Latinx, and Filipino communities present in the Excelsior that spurred this development.

*Materials & Workmanship*

The property also retains integrity of materials and workmanship with some modifications that do not impair the building's ability to convey its association.

Original materials that remain include:

**4769 Mission Street**

- Stucco cladding
- Clay-tile roof material
- Wood divided-light windows, sills, and framing at upper story
- Glass and aluminum storefront system with stone veneer bulkhead cladding
- Stone veneer bulkhead cladding

**4773 Mission Street**

- Stucco cladding
- Green and yellow ceramic tile cladding and bulkheads at the north storefront (New Royal Bakery), and piers at both the north and south storefronts.

Original details that remain include:

**4769 Mission Street**

- Flat roof with false parapet
- Decorative chimneys
- Shallow, false front gable
- Shed roof dormer window

**4773 Mission Street**

- Three-pointed crown parapet
- Decorative fins and speedlines
- Painted Royal Baking Company sign

Overall, the building retains a high level of integrity to convey its original use and association, design, and period of construction.

<p><i>Character-Defining Features</i></p>	<p><b>4769 Mission Street</b></p> <ul style="list-style-type: none"><li>• Two-story height</li><li>• Primary west facade</li><li>• Window and door openings</li><li>• Flat roof with false front clay tile parapet</li><li>• Decorative chimneys</li><li>• Shed roof dormer window</li><li>• Multi-light wood window units, wood sills and trim</li><li>• Stucco cladding</li><li>• Shallow false front gable</li><li>• Stone veneer bulkhead cladding</li></ul> <p><b>4773 Mission Street</b></p> <ul style="list-style-type: none"><li>• Two-story massing</li><li>• Primary west façade</li><li>• Stucco cladding</li><li>• Window and door openings</li><li>• Pitched roof with three-pointed crown parapet</li><li>• Decorative fins and speedlines and rounded corners</li><li>• Recessed areas above outer bays</li><li>• Ceramic and terrazzo floor tile and recessed entry</li><li>• Painted Royal Baking Co sign and shallow ornamental arch</li><li>• Green and yellow ceramic tile cladding bulkheads at the north storefront (New Royal Bakery) and piers at both the north and south storefronts</li></ul>
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Photos



Sorrento Macaroni storefront at 4767 Mission Street. Source: *San Francisco Examiner*, 1935.



Royal Baking Company storefront at 4773 Mission Street, date unknown. Source: Susan Dinkelspiel Cerny, *An Architectural Guidebook to San Francisco and the Bay Area*, 2007.



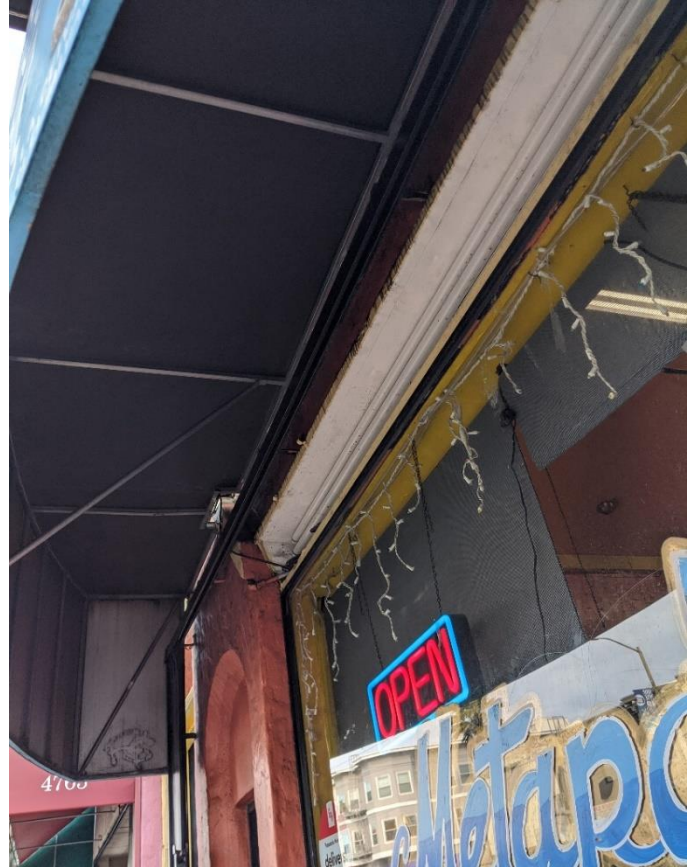
4769-4773 Mission Street, November 1990. Source: San Francisco Heritage.



4773 Mission Street, January 2019.



Pupuseria Metapan, 4769 Mission Street, January 2020.



Transom detail, Pupuseria Metapan, 4769 Mission Street, January 2020.





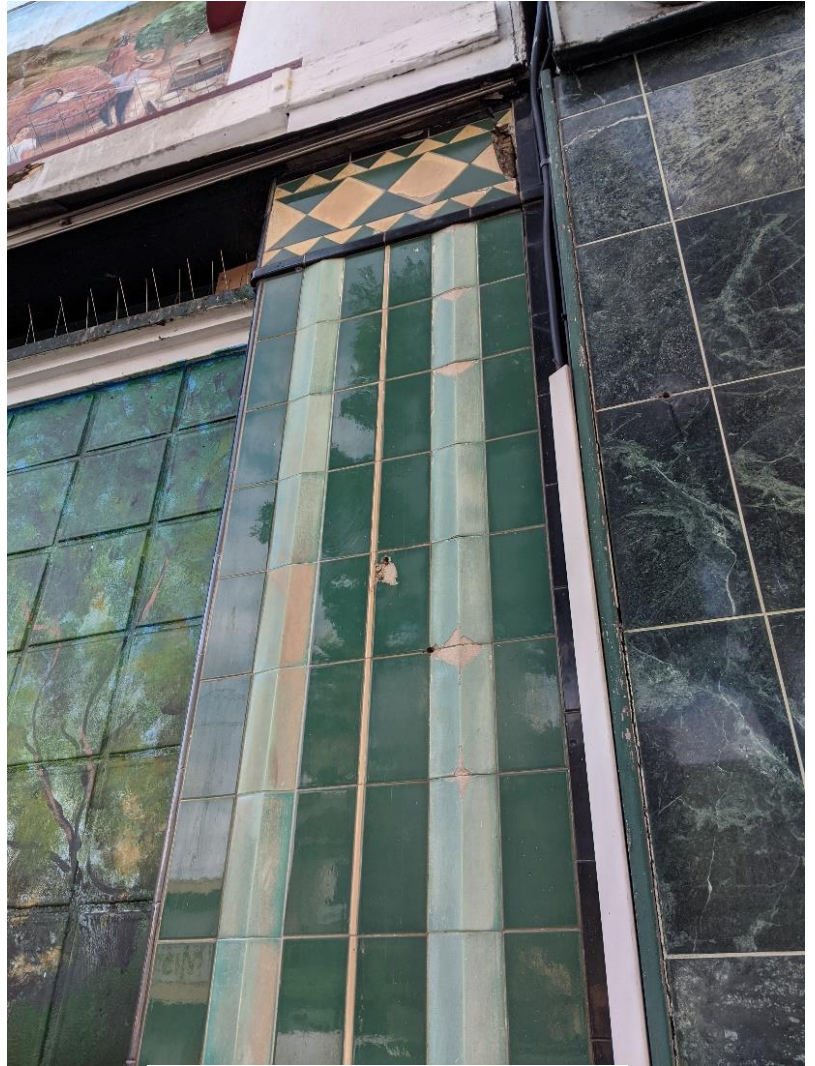
New Royal Bakery storefront, 4773  
Mission Street, January 2020.



Glass block and ceramic tile infill storefront  
at 4773 Mission Street, January 2020.



Original ceramic tile pier, bulkhead, and storefront glazing at 4773 Mission Street, January 2020.



Detail of original ceramic tile storefront pier at 4773 Mission Street, January 2020.



Original garage bay openings with replacement garage doors at 4773 Mission Street, January 2020.



Storefront infill at 4773 Mission Street, January 2020.



Original storefront entrance opening with replacement door and surround, 4773 Mission Street, January 2020.



4773 Mission Street façade, January 2020.

**From:** [Aaron Goodman](#)  
**To:** [Major, Erica \(BOS\)](#)  
**Cc:** [Safai, Ahsha \(BOS\)](#); [Preston, Dean \(BOS\)](#); [Peskin, Aaron \(BOS\)](#)  
**Subject:** SFBOS Land Use - sept 28th  
**Date:** Monday, September 28, 2020 1:24:13 PM

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Please note I just noted today's agenda and although late to comment I am unable to call in due to wife and kid working from home (internet bandwidth) with multiple callers etc or call in So I would like to voice support on agenda items 1 and 2 and three today On the agenda, as well as the Baking Co. item on Mission street preservation item. We don't have a lot of good preservation items in the excelsior and need to assure that some buildings and cultural landmarks are preserved.

We also need to stabilize housing needs and create a fund to purchase larger scale sites. Example would be the Safeway site or Valentina funeral home site as permanently affordable public housing stock in D11 and other parts of the city. (See prior comments on purchasing back parkmerced!) its very realistic considering the overall housing needs and costs to build new housing stock...

Thank you for including in the support on comments.

Aaron Goodman D11

Sent from my iPhone

BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 554-5227

## NOTICE OF PUBLIC HEARING

### LAND USE AND TRANSPORTATION COMMITTEE

#### BOARD OF SUPERVISORS OF THE CITY AND COUNTY OF SAN FRANCISCO

NOTICE IS HEREBY GIVEN THAT the Land Use and Transportation Committee of the City and County of San Francisco will hold a remote public hearing to consider the following matter and said public hearing will be held as follows, at which time all interested parties may attend and be heard:

**Date:** November 30, 2020

**Time:** 1:30 p.m.

**Location:** REMOTE MEETING VIA VIDEOCONFERENCE

Watch: [www.sfgovtv.org](http://www.sfgovtv.org)

Watch: SF Cable Channel 26, 78 or 99 (*depending on provider*)

Public Comment Call-In: <https://sfbos.org/remote-meeting-call>

**Subject:** **File No. 201034.** Ordinance amending the Planning Code to designate 4767-4773 Mission Street (Royal Baking Company), Assessor's Parcel Block No. 6084, Lot No. 021, as a Landmark under Article 10 of the Planning Code; affirming the Planning Department's determination under the California Environmental Quality Act; making public necessity, convenience, and welfare findings under Planning Code, Section 302; and findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.

On March 17, 2020, the Board of Supervisors authorized their Board and Committee meetings to convene remotely and allow for remote public comment due to the Coronavirus -19 pandemic. Therefore, Board of Supervisors meetings that are held through videoconferencing will allow remote public comment. Visit the SFGovTV website ([www.sfgovtv.org](http://www.sfgovtv.org)) to stream the live meetings or watch them on demand.

Please visit the Board's website (<https://sfbos.org/city-board-response-covid-19>) regularly to be updated on the City's response to COVID-19 and how the legislative process may be impacted.

**PUBLIC COMMENT CALL-IN**

**WATCH:** SF Cable Channel 26, 78 or 99 (*depending on your provider*), once the meeting starts, and the telephone number and access code will be displayed on the screen; or

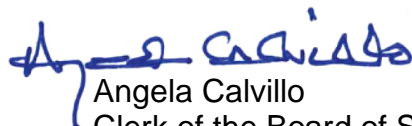
**VISIT:** <https://sfbos.org/remote-meeting-call>

In accordance with Administrative Code, Section 67.7-1, persons who are unable to attend the hearing on this matter may submit written comments prior to the time the hearing begins. These comments will be made as part of the official public record in this matter and shall be brought to the attention of the Board of Supervisors. Written comments should be addressed to Angela Calvillo, Clerk of the Board, City Hall, 1 Dr. Carlton B. Goodlett Place, Room 244, San Francisco, CA, 94102 or sent via email ([board.of.supervisors@sfgov.org](mailto:board.of.supervisors@sfgov.org)). Information relating to this matter is available in the Office of the Clerk of the Board or the Board of Supervisors' Legislative Research Center (<https://sfbos.org/legislative-research-center-lrc>). Agenda information relating to this matter will be available for public review on Wednesday, November 25, 2020.

For any questions about this hearing, please contact Erica Major, the Clerk of the Land Use and Transportation Committee:

Erica Major ([erica.major@sfgov.org](mailto:erica.major@sfgov.org)) ~ (415) 554-4441)

**Please Note:** *The Department is open for business, but employees are working from home. Please allow 48 hours for us to return your call or email.*



Angela Calvillo  
Clerk of the Board of Supervisors  
City and County of San Francisco

em:lw:ams