



SAN FRANCISCO PLANNING DEPARTMENT

Landmark Designation Case Report

Hearing Date: November 19, 2014
Case No.: 2011.0910L
Project Address: 2168-2174 Market Street
Zoning: (NCT) Upper Market Neighborhood Commercial Transit
Block/Lot: 3542/017
Property Owner: Swedish Society of San Francisco
2174 Market Street
San Francisco, CA 94941
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PROPERTY DESCRIPTIONS & SURROUNDING LAND USE AND DEVELOPMENT

2168-2174 Market Street, historically known as the Swedish American Hall, is located on the north side of Market Street between Church and Sanchez streets in San Francisco's Upper Market area. It is a three-story-over-basement (plus mezzanine), wood frame, commercial and public assembly building constructed in 1907. It was designed by Swedish-born master architect, August Nordin, and features a blend of Scandinavian and Arts and Crafts influences. The building originally contained two storefronts on the ground floor, as well as the Cafe Du Nord, a saloon and restaurant, in the basement. The remainder of the building is principally occupied by a variety of lodge rooms, of which the double-height space, Freja Hall, is the largest. The attached draft Landmark Designation Report contains a detailed building description on pages 4-28.

The subject building is located in San Francisco's Upper Market area, along the southern edge of the Duboce Triangle neighborhood. This area of Market Street is characterized by a mix of one- to four-story commercial and mixed use buildings constructed during the recovery from the 1906 Earthquake, along with examples of mid-20th century and later infill. Nearby residential areas are characterized by two- to three-story single- and multi-family buildings constructed between circa 1885 and 1915.

PROJECT DESCRIPTION

The case before the Historic Preservation Commission is the consideration of the initiation of landmark designation of 2168-2174 Market Street as a San Francisco landmark under Article 10 of the Planning Code, Section 1004.1, and recommending that the Board of Supervisors approve of such designation.

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 2168-2174 Market Street will help to preserve an important historical resource that is significant for its associations with San Francisco's Swedish and Scandinavian communities, as well as architecturally significant as a work by master architect, August Nordin, that displays high artistic values and is an important example of a type and period.

BACKGROUND / PREVIOUS ACTIONS

2168-2174 Market Street, the Swedish American Hall, was added to the Landmark Designation Work Program on June 15, 2011.

OTHER ACTIONS REQUIRED

If the Historic Preservation Commission decides to initiate designation of the subject property as an Article 10 landmark at its November 19, 2014 hearing, the item will be forwarded 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

There is no known public or neighborhood opposition to designation of 2168-2174 Market Street as an Article 10 landmark. The Department will provide any public correspondence received after the submittal of this report in the Historic Preservation Commission's correspondence folder.

PROPERTY OWNER INPUT

On December 6, 2013 the Swedish Society of San Francisco, owners of the Swedish American Hall, provided the Planning Department with a letter expressing that organization's support for landmark designation (attached).

STAFF ANALYSIS

The case report and analysis under review was prepared by Department preservation staff. 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 outlined below under the Significance and Integrity sections of this case report.

SIGNIFICANCE

2168-2174 Market Street appears eligible for local designation due to its significant and longstanding associations with San Francisco's Swedish and Scandinavian communities. Specifically, the Swedish American Hall is the most significant extant building associated with San Francisco's Swedish community, serving as a physical manifestation of collective history, culture and identity. The building likewise has deep and significant associations with the San Francisco's Scandinavian community as a whole, serving for decades as a central meeting place for a variety of Scandinavian social and fraternal groups.

Since its construction the building has served as the home of the Swedish Society of San Francisco, founded in 1875, while also providing a meeting place for scores of Swedish and Scandinavian fraternal and social organizations. At the time the building was constructed, it represented the aspirations of pioneering Swedes who began arriving in San Francisco during the Gold Rush, and who continued to come to the city during successive waves of Swedish immigration during the late 19th century.

The building is also emblematic of the development of a larger Scandinavian enclave in the Mission Dolores, Duboce Triangle and Upper Market area at the turn of the 20th century. For decades the Swedish American Hall served as home for businesses serving the Swedish community, including the Cafe Du Nord—opened in 1908—which today counts among San Francisco's oldest saloons and restaurants operating continuously from the same location.

The building is also architecturally significant as an embodiment of the distinctive characteristics of a type, period, and method of construction, as well as for being an architecturally significant work of master architect, August Nordin. The building's architectural finishes are unusually fine and demonstrate a superior level of craftsmanship. The building's exterior employs a rich palate of materials and ornament which conveys an unusually strong street presence commensurate with its use as a public meeting hall.

The interior features a number of lodge rooms that also feature superior detailing and are individualized such that each has its own distinctive identity, while remaining harmonious within the overall composition. The building's largest public assembly space, Freja Hall, features highly ornamental finishes and soaring truss work that rank it among the finest expressions of the Arts & Crafts style in California.

INTEGRITY

The building retains integrity of association, as it has remained in continual use as a combination commercial building and social hall since its construction. It likewise retains integrity of design, materials, workmanship and feeling. Based on a review of the building permit history and visual inspection, known exterior alterations are relatively limited in scope and remain subordinate to the building's overall design and ornamentation.

Similarly, while the interior commercial spaces of the building have been remodeled, all of the building's lodge rooms, as well as Freja Hall, have experienced few alterations and readily convey their association with the building's historic use.

Overall, the Department has determined that the building's primary character defining features, both exterior and interior, are largely unaltered since the building's construction and 2168-2174 Market Street retains outstanding integrity to convey its historical significance.

CHARACTER-DEFINING FEATURES

Whenever a building, site, object, or landscape is under consideration for Article 10 landmark designation, the Historic Preservation Commission is required to identify character-defining features of the property. This is done to enable owners and the public to understand which elements are considered most important to preserve the historical and architectural character of the proposed landmark.

As described in the Landmark Designation Report, the following is a list of exterior and interior character defining features of the Swedish American Hall.

The character-defining *exterior* features of the building are identified as:

- General Exterior Features
 - All exterior elevations, architectural ornament and rooflines
- Primary (south) facade
 - Three story plus mezzanine and basement height and massing
 - Cladding, including polychrome brick with clinker brick accents in a Flemish bond at the first story, and wood shingles and stucco cladding on the upper stories
 - Primary entry including a shallow brick arch flanked by large wooden brackets and crowned with truss work supporting a gable hood featuring notched rafter tails and scalloped barge boards. This also includes the wooden dimensional letters at the base of the truss reading "Swedish American Hall," as well as the colored terrazzo threshold paving.
 - Pink cornerstone at left of the entry stating "Erected by the Swedish Society 1907."

- Fenestration, including double-height, double-hung wood windows with leaded sixteen-over-sixteen light sashes and transoms in the central bay window; the small beveled bay window with double-hung, twelve-over-twelve light wood-sash windows located above the gable hood for the primary entry; the Tudor-arch window at the east end of the second story featuring twin, double-height, double-hung wood sixteen-over-sixteen leaded glass lights with a molded drip surround; the double-hung, sixteen-over-sixteen leaded glass wood windows at the center of the third story; and the double-hung, leaded diamond-light wood dormer windows at the third story.
 - All wooden trim and ornament, including window surrounds, bargeboards with decorative scrollwork, brackets, nailhead trim blocks, exposed rafters, gable finials, and decorative half timbering
 - Recessed vestibule entry for the Cafe Du Nord which features a colored terrazzo threshold featuring a yellow field with green terrazzo letters reading “Cafe Du Nord”
 - Neon sign above the entry to Cafe Du Nord reading “Cafe Du Nord” and featuring a swooped arrow pointing to the entry,
 - Storefront configurations comprised of bulkheads, display windows and transoms flanking a central entry to the Cafe Du Nord
 - Flagpoles topped by globes at the east and west ends of the roofline
 - Rain gutter downspouts at the east and west ends of the facade
- West Facade
 - Rustic channel wood cladding
 - The presence of two light wells
 - North (Rear) Facade
 - Rustic channel wood cladding
 - Tabbed parapet
 - Fenestration pattern including deeply recessed bands of windows on the upper facade

The character-defining *interior* features of the building are identified as:

- General Interior Features
 - Board and batten wainscot with leather paper cladding and nailhead trim blocks
 - Art glass/leaded glass/textured glass windows
 - Paneled wood doors
- Main Staircase
 - Pierced wood railing with teardrop and floral motif; unpainted hand rails and newel posts
 - Board and batten wainscot with leather paper cladding
 - Leaded glass windows at stair landings between the second floor and mezzanine, and between the mezzanine and third floor.
 - Skylight and light fixtures at third floor landing

- Odin Hall
 - Stained wood boxed beam ceiling with decorative wood brackets and crown molding
 - Stained wood board and batten wainscot with nailhead trim blocks
 - Double-hung wood windows with textured glass glazing
 - Wood flooring

- Freja Hall
 - Stained wood ceiling trusses with knotted X-braces supported by stained wood piers with decorative brackets
 - Stained wood fretwork and molding along upper walls
 - Board and batten wainscot with nailhead trim blocks throughout
 - Raised wooden stage with proscenium featuring stained wood columns, oversized brackets and nailhead trim blocks
 - Balcony supported by metal rods and featuring stained wood beadboard along the interior of the railing and fretwork with a red background around the exterior perimeter of the railing
 - Staircase to balcony level featuring stained wood fretwork with a red background
 - Glazed skylights
 - Painted board ceiling with exposed rafters
 - Cast iron ornamental radiators
 - Wood flooring

- Balder Hall
 - Wooden ceiling trusses with X braces and decorative brackets
 - Board and batten wainscot with leather paper cladding
 - (East Wall) stained wood engaged columns with decorative capitals and scrolled brackets beneath the mantle
 - (West Wall) wood mantle with scrolled brackets
 - Ornamental cast iron radiators
 - Ante room with triangular window seat/nook and board and batten wainscot with leather paper cladding

- Valhalla Banquet Room
 - Board and batten wainscot featuring wide, horizontal boards separated by beadwork trim and nailhead trim blocks.
 - Boxed beam ceiling (stained wood) with painted beadboard.
 - Flat board molding along upper wall
 - (East Wall) ribbon of six windows featuring textured amber glass glazing crowned with a stained glass transom featuring a shield motif.
 - Decorative vents beneath the ribbon of windows and decorative cast iron radiator

- Verdandi Club Room
 - Wood flooring
 - Stained wood boxed beam ceiling with decorative wood brackets

- Stained wood trim throughout
 - Inglenook with brick fireplace, chimney and wood mantle, flanked by stained wood bookcases with multi-light glass doors and wood trim with a pierced heart detail. Also includes stained wood pediment above inglenook.
 - Leaded green “bullseye” windows flanking fireplace chimney
 - Closets with paneled wood doors with leaded bullseye glazing flanking the inglenook
 - Leaded bullseye glazed windows with stained wood surrounds along north wall of room
 - Built-in stained wood bookcases with glass doors and paneled wood cabinets below along west wall of room
- Svea Lodge Room
 - Wood flooring presumed extant under carpet
 - Stained wood boxed beam ceiling with decorative wood brackets
 - Stained wood trim throughout
 - (East end of room) wood platform backed by engaged wood columns with decorative capitals and a mantle with scrolled brackets
 - Wood steps at northwest corner of the room featuring a stair railing with a decorative pierced motif
 - Stained wood built-in shelving along south wall of room beneath windows
 - Cast iron ornamental radiators
 - Cafe Du Nord
 - Stained wood boxed beam ceiling
 - Square columns with paneled wood bases and bracketed crowns running north-south through the room
 - Stained wood paneled wainscot
 - Back bar featuring stained wood square columns with a triangle motif capped by an entablature with floral, echinus and astragal and leaf moldings. Also the decorative brackets above the back bar.

INTERIOR LANDMARK DESIGNATION

Because the lodge rooms in the Swedish American Hall have historically served as public assembly spaces, landmark designation of these interior features is authorized under Section 1004(c) of the Planning code, which states that:

(c) The property included in any such designation shall upon designation be subject to the controls and standards set forth in this Article 10. In addition, the said property shall be subject to the following further controls and standards if imposed by the designating ordinance:

- (1) For a publicly-owned landmark, review of proposed changes to significant interior architectural features.

- (2) For a privately-owned landmark, review of proposed changes requiring a permit to significant interior architectural features in those areas of the landmark that are or historically have been accessible to members of the public. The designating ordinance must clearly describe each significant interior architectural feature subject to this restriction.

BOUNDARIES OF THE LANDMARK SITE

The proposed landmark site encompasses Assessor's Block 3542, Lot 017 – on which the subject building is located.

PLANNING DEPARTMENT RECOMMENDATION

Based on the Department's analysis, 2168-2174 Market Street is individually eligible for Article 10 Landmark designation for its association with events that are significantly associated with San Francisco's ethnic, social and fraternal history, as well as for its outstanding architectural expression. The Department recommends that the Historic Preservation Commission approve the proposed designation of 2168-2174 Market Street as a San Francisco landmark.

The Historic Preservation Commission may recommend approval, disapproval, or approval with modifications of the proposed designation of 2168-2174 Market Street 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 designation, 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. Draft Landmark Designation Report
- B. Draft Motion initiating designation
- C. Letter from the Swedish Society of San Francisco

Parcel Map



SUBJECT PROPERTY



Zoning Map

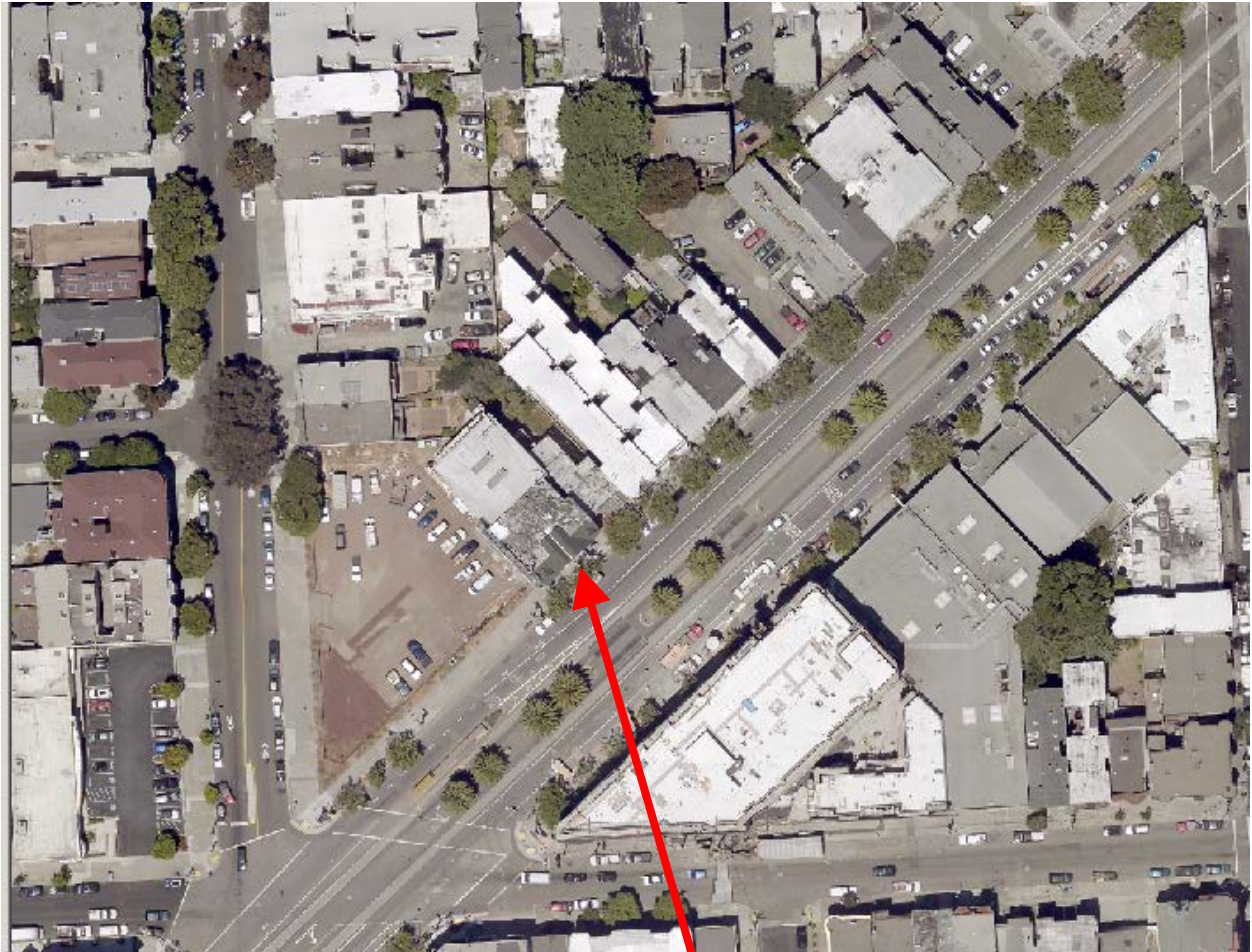


SUBJECT PROPERTY



Article 10 Landmark Designation
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Swedish American Hall
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Aerial Photo



SUBJECT PROPERTY



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