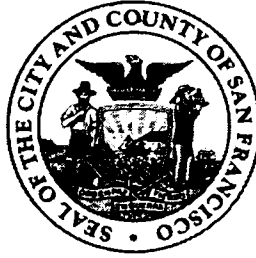


BOARD of SUPERVISORS



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

December 5, 2013

File No. 131086

Sarah Jones
Environmental Review Officer
Planning Department
1650 Mission Street, 4th Floor
San Francisco, CA 94103

Dear Ms. Jones:

On November 5, 2013, Supervisor Breed introduced the following legislation:

File No. 131086

Ordinance amending the Planning Code to establish the 1500 Page Street Affordable Housing Special Use District (SUD) for the property located at 1500 Page Street (Assessor's Block No. 1223, Lot No. 004) and repeal the provisions establishing the 1500 Page Street Residential Care SUD; amending the Zoning Map to add the 1500 Page Street Affordable Housing SUD, delete the 1500 Page Street Residential Care SUD, and modify the height and bulk limit for the lot; and making environmental findings, and findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

A handwritten signature in cursive script, appearing to read "A. Ausberry".

By: Andrea Ausberry, Committee Clerk
Land Use & Economic Development Committee

Attachment

c: Monica Pereira, Environmental Planning
Nannie Turrell, Environmental Planning

*Exempt from environmental review per CEQA guidelines Section 15061(b)(3). See attached General Rule Exclusion dated 12/18/2013.
Nannie Turrell 12/18/13*



SAN FRANCISCO PLANNING DEPARTMENT

Certificate of Determination Exemption from Environmental Review

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

Case No.: 2012.0258E
Project Title: 1500 Page Street
Zoning: RM-1 (Residential, Mixed, Low Density) Use District
40-X Height and Bulk District
Block/Lot: 1223/0041
Lot Size: 5,397 square feet
Project Sponsor: Supervisor London Breed, District 5
Staff Contact: Jeanie Poling – (415) 575-9072
jeanie.poling@sfgov.org

Reception:
415.558.6378

Fax:
415.558.6409

**Planning
Information:**
415.558.6377

PROJECT DESCRIPTION:

The project site is located on the northwest corner of Page Street and Masonic Avenue in the Haight-Ashbury neighborhood. The project site contains a vacant 42-foot-tall, 15,782-square-foot, four-story building constructed in 1903, and two off-street parking spaces. The project site was previously used for group housing. The proposed project involves structural, interior, and façade improvements, a change of use to create 16 low-income dwelling units and one manager’s dwelling unit. The subject building would not be expanded. The project would require conditional use authorization and creation of a special use district (SUD). [Continued on next page.]

EXEMPT STATUS:


General Rule Exclusion (State CEQA Guidelines, Section 15061(b)(3)).

REMARKS:

See next page.

DETERMINATION:

I do hereby certify that the above determination has been made pursuant to State and Local requirements.


Sarah B. Jones
Environmental Review Officer

December 18, 2013
Date

cc: Sara Velve, Current Planner
Supervisor London Breed, District 5
Shelley Caltagirone, Preservation Planner

Virna Byrd, M.D.F
Distribution List
Historic Preservation Distribution List

PROJECT DESCRIPTION (continued):

The existing building would be rehabilitated for residential use. The work would include construction of a new elevator in the existing elevator shaft and bulkhead; modification of window and door openings at the secondary north façade; removal of the existing fire escape at the north façade; and installation of a new entry within an existing opening on the north-facing wall of the courtyard area to the north of the building. The proposed project would remove the two existing off-street parking spaces and add two bicycle spaces.

The building would be seismically strengthened with new concrete shear walls and steel braced frame elements founded on a combination of new and existing foundations, including 4-foot-wide footings to a depth of 3 feet within the existing building perimeter.¹

The future residents in 1500 Page are anticipated to be developmentally disabled adults. Three employees are expected to work on site: a property manager (approximately 10 hours per week), a maintenance/janitor (approximately 10 hours per week), and a supportive services employee (approximately 20 hours per week). One of the three employees would also live on site in the manager's residential unit.

The proposed SUD would modify Planning Code requirements with which the project does not comply: dwelling unit density, dwelling unit exposure, removal of two off-street parking spaces, usable open space, the open space dimensional requirements, and obstructions (fences) within the front and rear setbacks. A Zoning Map change would modify San Francisco's Zoning Map to include the SUD and change the lot's height/bulk from 55-X to 40-X. Conditional use authorization is required to implement the SUD and to address Section 41.13 of the Administrative Code to convert the building from a residential hotel/SRO to affordable dwelling units at a ratio of less than 1:1. Supervisor London Breed introduced an ordinance to create the SUD during a hearing on November 5, 2013. The Planning Commission's conditional use authorization for this project would be contingent on this ordinance being enacted. Conditional use authorization is the Approval Action for this project.

The building has been vacant for approximately 10 years. In 2009, the 1500 Page Street Residential Care SUD was created to allow for 38 single-room-occupancy residences at the project site (Planning Case No. 2007.1259). Because the project never moved forward, the SUD was abandoned. The currently proposed legislative amendment would repeal the 1500 Page Street Residential Care SUD from the Planning Code and add the 1500 Page Street Affordable Housing SUD to the Planning Code.

In 2012, the Mayor's Office of Housing acquired the project site and leased it to Mercy Housing for management during the predevelopment phase of the currently proposed affordable housing project.²

¹ Treadwell & Rollo, *Geotechnical Investigation, 1500 Page Street, San Francisco, California*, June 18, 2013. This report is available for review at 1650 Mission Street, 4th Floor, as part of Case No. 2012.0258E.

² San Francisco Planning Department, General Plan Referral, 1500 Page St. Acquisition and Lease of Property, Case No. 2013.0352R. This file is available for review at 1650 Mission Street, 4th Floor.

REMARKS:

California Environmental Quality Act (CEQA) Guidelines Section 15061(b)(3) establishes the general rule that CEQA only applies to projects that have the potential for causing a significant effect on the environment. This exemption applies where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment.

Historic Architectural Resources: Planning Department preservation staff prepared an historic resource evaluation response for the proposed project,³ which is summarized herein. The building at 1500 Page Street is a three-story-over-basement, wood-frame, Classical Revival-style institutional structure. Originally constructed as Scobie Hospital, the building appears to be eligible for the California Register of Historical Resources under Criterion 1 (events) and 3 (architecture) as a contributor to an eligible historic district, the North Buena Vista Historic District. The district, roughly bound by McAllister and Haight Streets to the north and south, and Lyon and Masonic Streets to the east and west, is potentially significant as representing the first wave of residential development to follow the construction of the Haight Street cable car and the western extension of the city grid in the 1880s. The district also contains a group of highly intact buildings representing the prominent architectural styles of the late 19th and early 20th centuries, including Shingle/First Bay, Queen Anne, and Edwardian style buildings. The construction date of the subject building, 1903, falls within the period of significance identified for this district. Moreover, as an early institutional building located at a prominent corner site, the former hospital is a significant anchor building, both socially and architecturally, within the eligible historic district. Thus, the building is considered a "Category A" property (Known Historic Resource) for the purposes of the Planning Department's CEQA review procedures. The character-defining features of the subject building are its rectangular massing, flat roof, projecting cornice, yellow brick cladding, wood-framed double-hung windows, wood ornamentation, and metal stair railing. The building retains all of its character-defining features and does not appear to have been altered during its lifetime.

The proposed project was evaluated to determine whether it would meet the Secretary of the Interior's Standards concerning the Rehabilitation of Historic Properties (the Standards). Planning Department staff found that the project meets the Standards for the following reasons:

- The proposed affordable housing use is in keeping with the nature of the original hospital use and would require minimal changes to the historic fabric.
- The proposal would not cause the removal of any significant architectural features of the primary or secondary facades and would not significantly alter the characteristic massing or scale of the building. The openings to be altered at the ground-floor level of the north façade are not significant architectural features of the façade or building due to their utilitarian and irregular character.
- The distinctive elements that characterize the property, such as the yellow brick cladding, the decorative wood trim, columns and cornice, the iron stair railing, and the wood-framed, double-hung windows, would not be removed.

³ San Francisco Planning Department, *Historic Resource Evaluation Response, 1500 Page Street*, December 13, 2013. This document is attached.

- The one-story mechanical shed at the northwest corner of the subject property that is proposed for removal is not a historically significant character-defining feature.
- The new entry within the courtyard at the north side of the property would relate well to the proportions of the historic façade and would be adequately differentiated from the historic building through the use of contemporary materials and design.
- The side setback area does not appear to have had a historically significant use; therefore, the new use of the setback as a courtyard and entrance space would not alter a character-defining feature of the site.
- All proposed alterations may be removed in the future without any damage to the essential form and integrity of the historic building.

For the above reasons, the proposed project would not have a significant impact on historical resources.

Noise: A noise assessment was prepared for the proposed project by an independent noise consultant.⁴ The study evaluated existing and future exterior noise exposure levels at the side yard on the north side of the building 75 feet from the centerline of Masonic Avenue under current conditions and future traffic conditions, respectively. The noise levels of the proposed rehabilitated building were found to be within the limit of the San Francisco Environmental Protection Element and Title 24 standards. Interior noise exposures in the most noise-impacted living spaces closest to Masonic Avenue would be up to 48 dB DNL⁵ under existing and future traffic conditions. These noise exposures are up to 3 dB in excess of Title 24 standards. Inspection of the building revealed that the windows facing Masonic Avenue are in disrepair and do not seal tightly; these conditions cause noise leakage. The noise report recommends to achieve compliance with the 45 dB DNL limit of Title 24 that windows of living spaces within 85 feet of the centerline of Masonic Avenue and those with a direct or side view of the road remain closed at all times. The proposed project includes repair/replacement of the impacted windows with tight seals and a mechanical ventilation system to assure a habitable environment. In conclusion, the noise study demonstrates that with the rehabilitation and replacement of the windows (as recommended in the noise report and which are part of the proposed project), the proposed project would result in acceptable interior noise levels consistent with those in the Title 24 standards.

Parking: The proposed project would remove two existing on-site parking spaces from the project site. The future residents at 1500 Page Street would be developmentally disabled adults who would not own or drive vehicles. The three employees would be encouraged to use public transportation and would have access to the two on-site bicycle parking. San Francisco does not consider parking supply as part of the permanent physical environment and therefore does not consider changes in parking conditions to be environmental impacts as defined by CEQA. Furthermore, the loss of two parking spaces would not

⁴ Edward L. Pack Associates, Inc., *Noise Assessment Study For the Planned Developmentally Disabled Housing Project, 1500 Page Street, San Francisco*, April 12, 2013. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0258E.

⁵ Day-night average sound level (DNL) is an average of daytime and nighttime noise levels with an adjustment that takes into consideration the greater need for quiet at night.

create hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians, and characteristics of the project and the site would not render use of other modes infeasible.

Other Topics: The project would not expand the building envelope; thus there would be no impacts related to biological resources, wind, or shadow. The project would not intensify use on the project site to the extent that it would result in impacts related to population and housing, transportation and circulation, or public services. The project site is not in an area with poor air quality and therefore would not expose sensitive receptors to substantial levels of air pollution.⁶ As there would be no excavation beyond a depth of 3 feet for footings, there would be no impacts related to geotechnical issues or archeological resources. Furthermore, the project site has no recognized environmental conditions related to soil or groundwater contamination.⁷ In conclusion, the proposed project would not have a significant impact on the environment involving these resource topics.

Neighborhood Concerns: A "Notification of Project Receiving Environmental Review" was mailed on August 6, 2013, to community organizations, potentially interested parties, tenants of properties adjacent to the subject property, and those persons who own property within 300 feet of the subject property. The notice requested comments concerning the potential environmental effects of this project. One commenter expressed support for the project, and another commenter expressed concerns regarding on-street parking by the project site's future residents and staff. Parking is addressed in the analysis above.

Conclusion: CEQA State Guidelines Section 15061(b)(3) provides an exemption from environmental review where it can be seen with certainty that the proposed project would not have a significant impact on the environment. As discussed above, the project would not result in significant environmental effects. Thus, the proposed project is appropriately exempt from environmental review under the General Rule Exclusion.

⁶ June M. Weintraub, San Francisco Department of Public Health, letter to Tim Dunn, Mercy Housing, regarding 1500 Page Street, June 25, 2013. This letter is available for review at 1650 Mission Street, 4th Floor, as part of Case No. 2012.0258E.

⁷ AEI Consultants, *Phase I Environmental Site Assessment, 1500 Page Street, San Francisco, California*, June 22, 2011. This report is available for review at 1650 Mission Street, 4th Floor, as part of Case No. 2012.0258E.



SAN FRANCISCO PLANNING DEPARTMENT

Historic Resource Evaluation Response

Date: December 11, 2013
Case No.: 2012.0258E
Project Address: 1500 Page Street
Zoning: RM-1 (Residential, Mixed, Low Density) Zoning District
40-X Height and Bulk District
Block/Lot: 1223/004
Staff Contact: Shelley Caltagirone, Preservation Planner
(415) 558-6625
shelley.caltagirone@sfgov.org
Date Reviewed: December 12, 2013

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

PART I: HISTORIC RESOURCE EVALUATION

Building and Property Description

The subject building is a three-story-over-basement, wood-frame, Classical Revival-style institutional structure. The building is clad with cast stone at the raised basement level and yellow brick at the floors above. At the first floor, the brick is laid in a rusticated pattern and delineated by a molded string course. The building retains its original one-over-one, double-hung wood-framed windows, which are crowned by bracketed lintels at the second floor. The building is capped by a denticulated wood cornice. The corner-lot building has two primary facades with an open corner entry framed by engaged brick pilasters and a single wood column with Ionic capitals. The entrance steps land on Page Street and are marked by an ornate wrought iron railing. At the Page Street façade (south) the regular rhythm of the bays is interrupted by a two-story height, arched window spanning the second and third floor levels.

A photograph from the journal, *Architect and Engineer*, dated May 1908 identifies the building as the Scobie Hospital, designed by architect T. Paterson Ross and engineer A. W. Burgren. Ross was a well-known local architect practicing in the Bay Area from 1890-1922, so designed many residences in the Pacific Heights neighborhood. Later, the 1913-15 Sanborn map identifies the building as "Trinity Hospital." By 1950, the Sanborn's indicate that the hospital building had been renamed the "Park Sanitarium." In 1964, the building permit application indicates that the building was converted to a boarding house, and by 1990 the building was in use as a residential care facility.

Pre-Existing Historic Rating / Survey

The subject property is listed on the Buena Vista survey; the City 1976 Architectural Survey with a rating of "0"; and the Un-reinforced Masonry Building Survey of 1990 with a rated of "1" High Priority. The property is not included on the National or California Registers. It is not listed on any other local, state or national registries. The property was evaluated by the Planning Department in 2008 (Case No. 2007.1259E) and found to be eligible for the California Register under Criterion 1 and 3 as a contributor to a potential historic district in North Buena Vista. The building is considered a "Category A" property (Known Historic Resource) for the purposes of the Planning Department's California Environmental Quality Act (CEQA) review procedures due to the past evaluation.

Neighborhood Context and Description

The parcel is located at the southwest corner of the intersection of Oak Street and Masonic Avenue. The area is characterized by small-scale homes and flats, most of which were constructed in the late 19th and early 20th century. Building heights typically range from two stories above a ground floor to three stories. Building styles and ornamentation are predominately Shingle/First Bay, Queen Anne, Edwardian, and Eclectic. The area represents the first westward expansion of the city grid in the 1880s spurred by the development of the Haight Street cable car. In 1989, the time of the Buena Vista survey, it was estimated that 95% of the buildings constructed between 1880 and 1899 were extant. Furthermore, the neighborhood contains many building that are listed in Here Today and in the 1976 Citywide Architectural Survey, indicating the presence of a potential historic district.

CEQA Historical Resource(s) Evaluation

Step A: Significance

Under CEQA section 21084.1, a property qualifies as a historic resource if it is "listed in, or determined to be eligible for listing in, the California Register of Historical Resources." The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources or not included in a local register of historical resources, shall not preclude a lead agency from determining whether the resource may qualify as a historical resource under CEQA.

Individual	Historic District/Context
Property is individually eligible for inclusion in a California Register under one or more of the following Criteria: Criterion 1 - Event: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 2 - Persons: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 3 - Architecture: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 4 - Info. Potential: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Period of Significance:	Property is eligible for inclusion in a California Register Historic District/Context under one or more of the following Criteria: Criterion 1 - Event: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Criterion 2 - Persons: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 3 - Architecture: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Criterion 4 - Info. Potential: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Period of Significance: 1880-1910 <input checked="" type="checkbox"/> Contributor <input type="checkbox"/> Non-Contributor

The building at 1500 Page, originally constructed as Scobie Hospital, appears to be eligible for the California Register under Criterion 1 and 3 as a contributor to a historic district located in the North Buena Vista neighborhood. The district, roughly bound by McAllister and Haight Street to the north and south, and Lyon and Masonic Streets to the east and west, is significant as representing the first wave a residential development to follow the construction of the Haight Street cable car and the western extension of the city grid in the 1880s. The district also contains a group of highly intact buildings representing the prominent architectural styles of the late 19th and early 20th centuries. This district consists of Shingle/First Bay, Queen Anne, and Edwardian style buildings. The buildings in the area display a consistent pattern of styles, forms, footprints, and fenestration. The construction date of the subject building, 1903, falls within the period of significance identified for this district. Moreover, as an early institutional building located at a prominent corner site, the former hospital is a significant anchor building, both socially and architecturally, within the potential historic district.

Step B: Integrity

To be a resource for the purposes of CEQA, a property must not only be shown to be significant under the California Register of Historical Resources criteria, but it also must have integrity. Integrity is defined as "the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's period of significance." Historic integrity enables a property to illustrate significant aspects of its past. All seven qualities do not need to be present as long as the overall sense of past time and place is evident.

The subject property retains integrity from the period of significance noted in Step A:

- | | | | | | |
|---------------------|---|--------------------------------|-------------------|---|--------------------------------|
| Location: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks | Setting: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks |
| Association: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks | Feeling: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks |
| Design: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks | Materials: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks |
| Workmanship: | <input checked="" type="checkbox"/> Retains | <input type="checkbox"/> Lacks | | | |

The subject property retains all of its character-defining features and does not appear to have been altered during its lifetime.

Step C: Character Defining Features

If the subject property has been determined to have significance and retains integrity, please list the character-defining features of the building(s) and/or property. A property must retain the essential physical features that enable it to convey its historic identity in order to avoid significant adverse impacts to the resource. These essential features are those that define both why a property is significant and when it was significant, and without which a property can no longer be identified as being associated with its significance.

The character-defining features of the subject building are the following:

- rectangular massing
- flat roof
- projecting cornice
- yellow brick cladding
- wood-framed, double-hung windows
- wood ornamentation
- metal stair railing

CEQA Historic Resource Determination

- Historical Resource Present
- Individually-eligible Resource
 - Contributor to an eligible Historic District
 - Non-contributor to an eligible Historic District
- No Historical Resource Present

PART I: SENIOR PRESERVATION PLANNER REVIEW

Signature: Smara

Date: Dec. 13, 2013

Tina Tam, *Senior Preservation Planner*

PART II: PROJECT EVALUATION

Proposed Project

Demolition

Alteration

Per Drawings Dated: October 30, 2013

Project Description

The proposed project is to rehabilitate the existing masonry building for residential use. The work includes; modifying window and door openings at the secondary north façade; removing the existing fire escape at the north façade; installing a new entry within an existing opening on the north wall of the courtyard area to the north of the building; and removing a one-story mechanical shed from the northwest corner of the project site.

Project Evaluation

If the property has been determined to be a historical resource in Part I, please check whether the proposed project would materially impair the resource and identify any modifications to the proposed project that may reduce or avoid impacts.

Subject Property/Historic Resource:

The project will not cause a significant adverse impact to the historic resource as proposed.

The project will cause a significant adverse impact to the historic resource as proposed.

California Register-eligible Historic District or Context:

The project will not cause a significant adverse impact to a California Register-eligible historic district or context as proposed.

The project will cause a significant adverse impact to a California Register-eligible historic district or context as proposed.

The Department finds that the project meets the Secretary of the Interior Standards and, therefore, will not cause a significant adverse impact to the subject building or the North Buena Vista Historic District. Specifically, the project meets the Secretary of the Interior's Standards (Standards) concerning the Rehabilitation of Historic Properties. The relevant Standards are listed below:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

The proposed supportive housing use is in keeping with the nature of the original hospital use and will require minimal changes to the historic fabric.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

The proposal will not cause the removal of any significant architectural features of the primary or secondary facades and will not significantly alter the characteristic massing or scale of the building. The openings to be altered at the ground floor level of the north façade are not significant architectural features of the façade or building due to their utilitarian and irregular character. The one-story mechanical shed at the northwest corner of the subject property is not a historically significant character-defining feature.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

The distinctive elements that characterize the property, such as the yellow brick cladding, the decorative wood trim, columns and cornice, the iron stair railing, and the wood-framed, double-hung windows will not be removed.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

Regarding the introduction of a new entry within the courtyard at the north side of the property, the entry will relate well to the proportions of the historic façade and will be adequately differentiated from the historic building through the use of contemporary materials and design. Also, the side setback area does not appear to have had a historically significant use; therefore, the new use of the setback as a courtyard and entrance space will not alter a character-defining feature of the site.

10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

All proposed alterations may be removed in the future without any damage to the essential form and integrity of the historic building.

PART II: SENIOR PRESERVATION PLANNER REVIEW

Signature: 
Tina Tam, Senior Preservation Planner

Date: 12-13-2013

cc: Vernaliza Byrd, Environmental Division/ Historic Resource Impact Review File



1500 Page Street

