



SAN FRANCISCO PLANNING DEPARTMENT

Landmark Designations Case Report

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Hearing Date: March 21, 2018
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- a. Case No.: **2017-004023DES**
Project Address: 228-248 Townsend Street
Zoning: SLI – SOMA Service – Light Industrial
Block/Lot: 3787/018
Property Owners: Richard and Janice Fiore Trust
238 Townsend Street
San Francisco, CA 94107

RAF Investments
238 Townsend Street
San Francisco, CA 94107

- b. Case No.: **2017-002874DES**
Project Address: 457 Bryant Street
Zoning: SLI – SOMA Service – Light Industrial
Block/Lot: 3775/085
Property Owner: 298 Alabama LLC
168 Welsh Street
San Francisco, CA 94107

- c. Case No.: **2017-004129DES**
Project Address: 500-504 Fourth Street
Zoning: SLI – SOMA Service – Light Industrial
Block/Lot: 3777/001
Property Owner: Hotel Utah Investments LLC
737 E. Francisco Blvd
San Rafael, CA 94925

PROPERTY DESCRIPTIONS & SURROUNDING LAND USE AND DEVELOPMENT

- a. **228-248 Townsend Street**, historically known as the New Pullman Hotel, is located on a 110.5' by 77.5' lot on the north side of Townsend Street between Lusk and Clyde streets. Built in 1909, the property is a 2-story wood-frame mixed-use building with Renaissance and Baroque-influenced ornamentation. It is clad with flush wood siding on the east (Clyde Street) elevation, v-groove siding on the rear north elevation, and stucco siding on the west (Lusk Street) and south (Townsend Street) elevations. The first floor contains six storefronts and commercial spaces aligned with Townsend Street, each featuring a light well at the rear. Two entrances at the primary elevation feature iron gates that open to a stairwell leading up to second floor offices. Historically, the second floor contained 54 hotel rooms and 11 baths. The entrances are decorated with curved voids overhead. Other architectural features include a decorative entablature that surrounds all sides as well as wooden window surrounds and a belt course on the east façade. The surrounding neighborhood is comprised of a mixture of older and newer buildings of varying heights consisting of office, apartment, and retail uses. The property is located in the general vicinity of the Caltrain Depot, which was built in 1975 and replaced the former Southern Pacific Depot.
- b. **457 Bryant Street**, historically known as the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall is located on a 25' x 80' rectangular lot on the south side of Bryant Street, between 2nd and 3rd streets in San Francisco's South of Market neighborhood. Built in 1909, 457 Bryant Street is a 2-story wood-frame, mixed-use building designed in the Edwardian style. The rectangular building, clad in wood clapboard siding, is capped by a flat roof with projecting bracketed cornice. The primary façade faces north and includes two bays at the second story. Typical windows include fixed, wood-sash windows surmounted by transom at the first floor and double-hung wood-sash windows in angled bays framed by colonnettes at the second floor. The commercial entrance features a wood and glass double door with transom. The hall entrance features a pedimented, arched, inset entry with wood door. The surrounding neighborhood is dominated by a combination of older, small-scale commercial/warehouse buildings containing commercial storefronts on the ground floor and office/warehouse space above.
- c. **500-504 Fourth Street**, historically known as the Hotel Aberdeen and the Hotel Carnot, is located on a 30' x 80' rectangular lot on the south side of Fourth Street, between Bryant and Welsh streets. Built in 1908, 500-504 Fourth Street is a 4-story wood-frame, mixed-use building designed in the Edwardian style. The rectangular building, clad in wood tongue and groove siding, is capped by a flat roof with projecting bracketed cornice with egg and dart and dentil molding. A prominent rounded bay is located on the corner of the building and angled bays are found on both street facing facades. Typical windows include one-over-one double hung sash wood windows throughout the building. Molding and ornamental millwork surrounds the window openings. Arched pediments are found above third floor window openings on the angled bays. The first floor consists of fixed storefront window systems with transoms on both the north and west elevations. The transoms are currently obscured by awnings.

PROJECT DESCRIPTION

The case before the Historic Preservation Commission is the consideration of the initiation of landmark designation of three properties as San Francisco landmarks under Article 10 of the Planning Code, Section 1004.1, and recommending the Board of Supervisors approve of such designation. The three properties

are: 228-248 Townsend Street, historically known as the New Pullman Hotel; 104-106 South Park, 45-49 South Park, and 95 Jack London Alley, historically known as the Gran Oriente Filipino Hotel, Residence, and Masonic Temple Complex; 457 Bryant Street, historically known as the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall; and 500-504 4th Street, historically known as Hotel Utah

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 of **228-248 Townsend Street**, historically known as the New Pullman Hotel, will further Priority Policy No. 7 which states that landmarks and historic buildings be preserved. Landmark designation will help to preserve this important historical resource that is historically significant as one of the only remaining residential hotels built in the South of Market during the post 1906-earthquake and fire reconstruction period and which housed primarily itinerant and seasonal workers, in this case African American railroad workers including Pullman porters and maids.
- b. The proposed designation of **457 Bryant Street**, historically known as the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall will further Priority Policy No. 7, that landmarks and historic buildings be preserved. Landmark designation will help to preserve this important historical resource that is significant as one of the early extant union halls in San Francisco and played an important role in the growth of organized labor in the city, and is also associated with the 1906 Earthquake and Fire post-disaster reconstruction era in San Francisco.

- c. The proposed designation of 500-504 4th Street, historically known as Hotel Utah will further Priority Policy No. 7, that landmarks and historic buildings be preserved. Landmark designation will help to preserve this important historical resource that is significant as one of the only remaining residential hotels in SoMa and is representative of a pattern of the development in SoMa that began in the mid-1800s and continued through the post-1906 earthquake and fire reconstruction. The building is associated with the post-1906 Earthquake and Fire Reconstruction period and is architecturally significant for its Edwardian-style.

BACKGROUND / PREVIOUS ACTIONS

- a. 228-248 Townsend Street, historically known as the New Pullman Hotel was added to the Landmark Designation Work Program on August 17, 2016.
- b. 457 Bryant Street, historically known as the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall was added to the Landmark Designation Work Program on August 17, 2016.
- c. 500-504 4th Street, historically known as Hotel Utah, Hotel Aberdeen, and the Hotel Carnot, was added to the Landmark Designation Work Program on August 17, 2016.

OTHER ACTIONS REQUIRED

If the Historic Preservation Commission adopts a resolution to initiate designation of the subject properties as Article 10 landmarks at its March 21, 2018 hearing and directs staff to finalize the landmark designation reports, a second Historic Preservation Commission hearing will be scheduled for the Commission's recommendation of approval of the designations. At the second hearing, if the Historic Preservation Commission recommends approval of the designations, its recommendation will be sent by the Department to the Board of Supervisors. 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 the designation of the four properties as Article 10 landmarks. 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

Property owners were notified of proposed landmark designation via U.S. Mail.

STAFF ANALYSIS

The case report and following analysis was prepared by Department staff. The Department has determined that the subject properties meet the requirements for Article 10 eligibility as individual landmarks. The justification for their inclusion is outlined below under the Significance and Integrity sections of this case report.

- a. **228-248 Townsend Street**: The subject building appears to meet one of the Historic Preservation Commission's priorities for designation, "*the designation of properties with strong cultural or ethnic associations.*" The subject buildings have strong associations with the African American community.

SIGNIFICANCE

Significant events and culture

The New Pullman Hotel is individually eligible for Article 10 landmark designation as one of the only remaining residential hotels built in the South of Market during the post 1906-earthquake and fire reconstruction period and which housed primarily itinerant and seasonal workers, in this case African American railroad workers including Pullman porters and maids. On a national scale, Pullman porters and maids established the first all-Black union in the country, contributed to the development of the African American middle class, and laid important foundations for the Civil Rights Movement. 228-248 Townsend Street is the only known property in San Francisco that contains strong associations with Pullman porters and maids.

PERIOD OF SIGNIFICANCE

The Period of Significance for the New Pullman Hotel is 1909-1964, reflecting the year of construction through the years it served as a primary lodging venue for African American railroad workers, and ending in 1964 when the Civil Rights Act was enacted and barriers to public accommodations began to lift for African Americans.

INTEGRITY

For properties significant for historical or cultural associations, the important aspects of integrity that need to be present are generally location, design, feeling and association. The aspects of integrity which are generally less important for such sites include setting, materials, and workmanship. One test to apply when evaluating integrity of a historic property is to assess if someone who was familiar with the property when it was important within its historic context would recognize it if they visited today. Despite alterations, the building remains in its original location and retains integrity of setting as it sits within the South End Historic District, significant for its association with industrial development and warehouse architectural form. While the former Southern Pacific Depot (constructed in 1914, not extant) that was once adjacent to the New Pullman Hotel was demolished, it was replaced by the Caltrain Depot in 1975, constructed one block away from the site of the original train depot. The building also retains enough of its original design and intact physical material to be recognizable to former occupants of the New Pullman Hotel. Remaining features include its two-story rectangular plan, regular fenestration pattern, commercial storefronts at ground level, and decorative entablature surrounding all sides. The east façade retains the most physical integrity as it appears to retain original wooden window surrounds, decorative entablature, wooden windows and belt course. The property retains sufficient feeling and association to convey its original use as commercial on the ground floor and hotel on the second floor (at least from the exterior; the second floor interior space, however, has been significantly altered).

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. The Landmark Designation Report lists exterior character defining features of the three buildings on page 18.

BOUNDARIES OF THE LANDMARK SITE

The boundaries of the landmark sites encompass all of and are limited to Assessor's Block 3787 Lot 018.

- b. **457 Bryant Street:** the subject building does not appear to meet the Historic Preservation Commission's priorities for designation, however the building is significant for its association with important events and for its architecture.

SIGNIFICANCE

Significant events and architecture

The Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall is individually eligible for Article 10 landmark designation for its association with events and architecture. As one of the early extant union halls in San Francisco, it played an important role in the growth of organized labor in the city. Constructed shortly after the 1906 Earthquake and Fire, the building is also associated with the post disaster reconstruction era in San Francisco.

PERIOD OF SIGNIFICANCE

The Period of Significance for the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall is 1909-1973 reflecting the year of the first union meeting in the building until the union's move to Oakland in 1973.

INTEGRITY

The seven aspects of integrity used by the National Register of Historic Places, the California Register of Historical Resources, and Article 10 of the Planning Code are: location, design, materials, workmanship, setting, feeling, and association in relation to the period of significance above. The buildings retain sufficient integrity to convey its association with its original design, use, and period of construction.

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. The Landmark Designation Report lists exterior character defining features of the three buildings on page 15.

BOUNDARIES OF THE LANDMARK SITE

The boundaries of the landmark sites encompass all of and are limited to Lot 085 in Assessor's Block 3775.

- c. **500-504 4th Street:** the subject building does not appear to meet the Historic Preservation Commission's priorities for designation; however the building is significant for its association with important events and for its architecture.

SIGNIFICANCE

Significant events and architecture

The Hotel Utah is individually eligible for Article 10 landmark designation for its association with events and architecture. Hotel Utah is a rare remaining example of the numerous residential hotels built in the South of Market neighborhood in the late nineteenth and early twentieth centuries. Constructed largely to house itinerant and seasonal workers employed in nearby factories, industries and along the waterfront, the hotel is emblematic of a pattern of the development in SoMa that began in the mid-1800s and continued through the post-1906 earthquake and fire reconstruction. With its ornate millwork, rounded and angled bays, the Hotel Utah is also a striking example of Edwardian style architecture commonly employed in the design of residential hotel buildings constructed during the period.

PERIOD OF SIGNIFICANCE

The Period of Significance for Hotel Utah is 1908-1947 reflecting the year the building was constructed through the end of World War II when employment along the waterfront and in neighborhood industries declined and the need for housing in the South of Market Area diminished.

INTEGRITY

The seven aspects of integrity used by the National Register of Historic Places, the California Register of Historical Resources, and Article 10 of the Planning Code are: location, design, materials, workmanship, setting, feeling, and association in relation to the period of significance above. The buildings retain sufficient integrity to convey its association with its original design, use, and period of construction.

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. The Landmark Designation Report lists exterior character defining features of the three buildings on page 8.

BOUNDARIES OF THE LANDMARK SITE

The boundaries of the landmark sites encompass all of and are limited to Assessor's Block 3777 Lot 001.

PLANNING DEPARTMENT RECOMMENDATION

- a. **228-248 Townsend Street:** based on the Department's analysis, the New Pullman Hotel is individually eligible for Article 10 landmark designation for its association with events. The property is representative of a pattern of development in the South of Market neighborhood that began in the nineteenth century and continued through the post-1906 earthquake and fire reconstruction period. It is also significant as the only hotel in San Francisco that openly welcomed African American railroad workers, including Pullman porters and maids, during the first half of the twentieth century. It is the only known building in the city that has significant associations with Pullman porters and maids, who at the national scale contributed to the rise of the African American middle class in America, established the country's first all-Black labor union – the Brotherhood of Sleeping Car Porters – and laid important foundations for subsequent civil rights achievements nationwide. In addition,

Designation of the New Pullman Hotel also appears to meet one of the HPC's priorities for designation: properties with strong cultural or ethnic associations. Staff recommends approval of the proposed landmark designation.

- b. **457 Bryant Street:** based on the Department's analysis, the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall is individually eligible for Article 10 landmark designation for its association with events and architecture. As one of the early extant union halls in San Francisco, it played an important role in the growth of organized labor in the city. Constructed shortly after the 1906 Earthquake and Fire, the building is also associated with the post disaster reconstruction era in San Francisco. Designation of the Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall does not appear to meet the Historic Preservation Commission's priorities for designation, however the building is significant for its association with important events and for its architecture. Staff recommends approval of the proposed landmark designation.

- c. **500-504 4th Street:** based on the Department's analysis, the Hotel Utah is individually eligible for Article 10 landmark designation for its association with events and architecture. The Hotel Utah is a rare remaining example of the numerous residential hotels built in the South of Market neighborhood in the late nineteenth and early twentieth centuries. Constructed largely to house itinerant and seasonal workers employed in nearby factories, industries and along the waterfront, the hotel is emblematic of a pattern of the development in SoMa that began in the mid-1800s and continued through the post-1906 earthquake and fire reconstruction. The Hotel Utah is a striking example of Edwardian style architecture commonly employed in the design of residential hotel buildings constructed during the post-earthquake period. Designation of the Hotel Utah does not appear to meet the Historic Preservation Commission's priorities for designation, however the building is significant for its association with important events and for its architecture. Staff recommends approval of the proposed landmark designation.

The Historic Preservation Commission may recommend approval, disapproval, or approval with modifications of the proposed designations of 228-248 Townsend Street; 457 Bryant Street; and 500-504 4th Street as San Francisco landmarks 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. Exhibits
- B. Draft Landmark Designation Reports
- C. Draft Motions initiating designations
- D. Draft Landmark Designation Ordinances

Site Photo



457 BRYANT STREET
Pile Drivers, Bridge and Structural Ironworkers Local No. 77 Union Hall

Article 10 Landmark Designation

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Pile Drivers, Bridge and Structural
Ironworkers Local No. 77 Union Hall

457 Bryant Street

Parcel Map



457 BRYANT STREET



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Pile Drivers, Bridge and Structural
Ironworkers Local No. 77 Union Hall

457 Bryant Street

Zoning Map



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Ironworkers Local No. 77 Union Hall
457 Bryant Street

Aerial Photo



Article 10 Landmark Designation

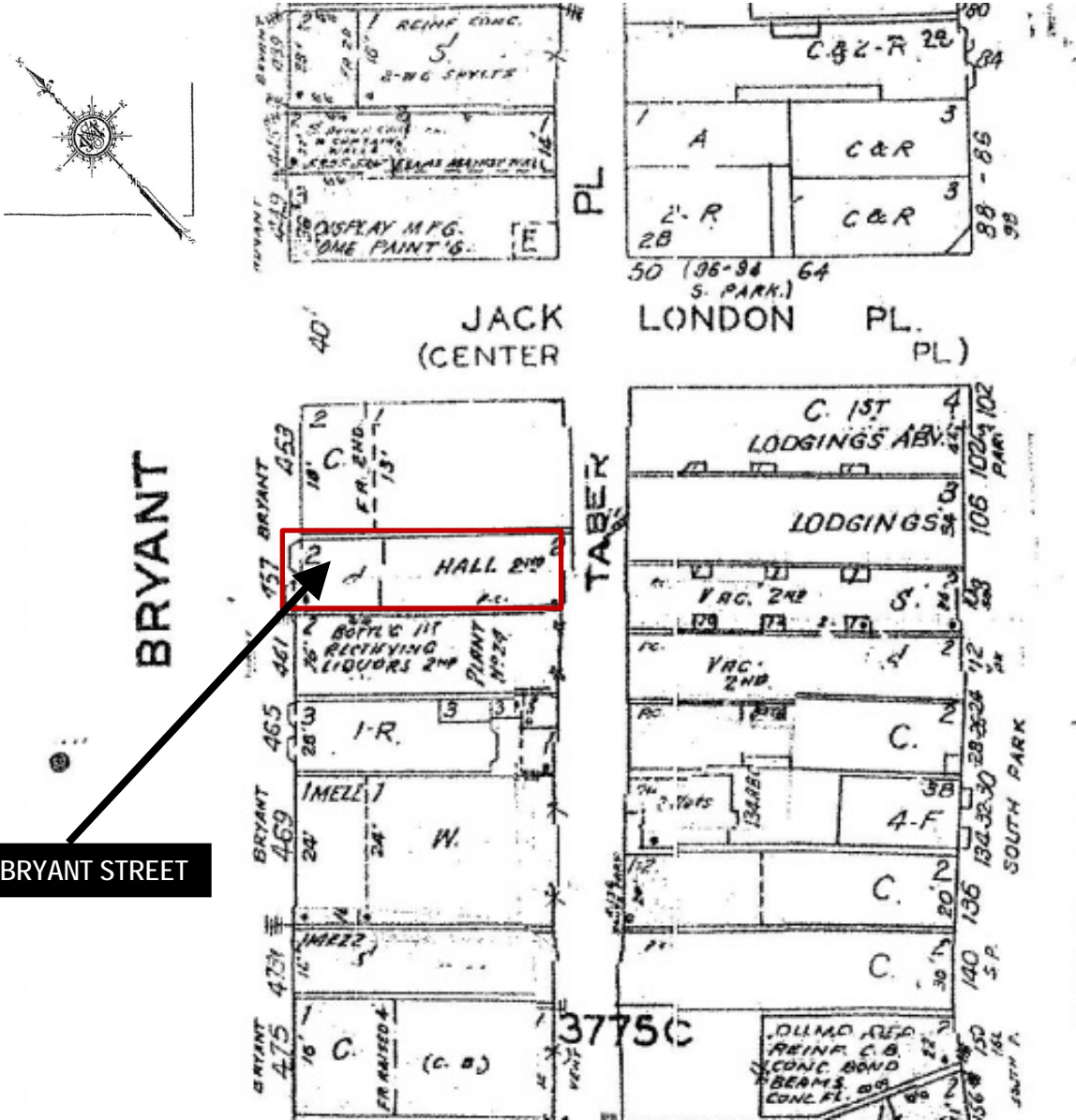
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Pile Drivers, Bridge and Structural
Ironworkers Local No. 77 Union Hall

457 Bryant Street



Sanborn Map*



*The Sanborn Maps in San Francisco have not been updated since 1998, and this map may not accurately reflect existing conditions.

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 Pile Drivers, Bridge and Structural
 Ironworkers Local No. 77 Union Hall
 457 Bryant Street