



# SAN FRANCISCO PLANNING DEPARTMENT

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## Article 10 Landmark Case Report Initiation of Designation HEARING DATE: JANUARY 15, 2014

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*Date:* January 15, 2014  
*Case No.:* 2013.1593L  
*Project Address:* **2 Henry Adams Street**  
*Zoning:* PDR-1-D Production, Distribution & Repair -1-Design  
*Block/Lot:* 3910/001  
*Property Owner:* Bay West Group  
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### PROJECT DESCRIPTION

The case before the Historic Preservation Commission is the consideration to initiate the landmark designation process of 2 Henry Adams Street, the Dunham, Carrigan & Hayden Building, as an Article 10 landmark pursuant to Section 1004.1 of the Planning Code.

### PROPERTY DESCRIPTION & SURROUNDING LAND USE AND DEVELOPMENT

2 Henry Adams Street, historically known as the Dunham, Carrigan & Hayden Building, occupies the majority of the city block defined by Division, Henry Adams, Alameda and Vermont Streets in Showplace Square. The 6,349 square foot parcel the building occupies is irregularly shaped with a clipped northwestern corner due to the rails lines that once cut across that corner of the block. The building, otherwise, is built to the property lines. A product of the city's post-earthquake reconstruction period, the building was designed by architect Leo J. Delvin and constructed in 1915 in the early-twentieth century American Commercial style. The four-story, heavy timber frame building has a concrete foundation, a flat roof and is clad in red brick laid a common bond. The building adopts a two-part classical composition with a one-story base that features piers adorned with cast concrete column bases and capitals. The 3 bay-wide corner entryways are defined at the first story by inlaid triangular masonry arches within the spandrel panels; while at the fourth story, the piers feature ornamental cast concrete panels and the roofline rises to a peaked parapet. The attached draft Landmark Designation Report contains a detailed building description on pages 1-5.

The building is located within a PDR-1-D - Production, Distribution & Repair – 1- Design in a 45-X Height and Bulk District.

## ENVIRONMENTAL REVIEW STATUS

The Planning Department (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).

## BACKGROUND / PREVIOUS ACTIONS

In May 2013, the property owners contacted the Planning Department and expressed interested in local landmark designation.

## OTHER ACTIONS REQUIRED

If the Historic Preservation Commission adopts a resolution to initiate designation of the subject property as an Article 10 landmark, a second Historic Preservation Commission hearing will be scheduled for the Commission's recommendation of approval of the designation. At the second hearing, if the Historic Preservation Commission recommends approval of the designation, 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 that have yielded, or may likely yield, information important in prehistory or history.

## **PUBLIC / NEIGHBORHOOD INPUT**

There has been no public input to date.

## **PROPERTY OWNER INPUT**

This is a property owner-initiated designation.

## **STAFF ANALYSIS**

The case report and analysis under review was prepared by Department preservation staff based upon the attached draft Landmark Designation Report as well as staff site visits, research, and photography. The draft Landmark Designation Report was prepared by Caitlin Harvey, Kara Fortuna, and Tim Kelley, all with Tim Kelley Consulting, LLC. All consultants meet the Secretary of the Interior's (SOIS) Professional Qualifications Standards for Historic Preservation. Additional research and writing was provided by Mary Brown, Department preservation planner and additional review by Tim Frye, Department Preservation Coordinator. Department preservation planning staff meets the SOIS's professional qualification standards.

The Department believes that the Dunham, Carrigan & Hayden Building meets the established eligibility requirements for its association with significant events and architecture, as it played a key role in San Francisco's post-1906 reconstruction, its long use by one of the city's founding businesses, the Dunham, Carrigan & Hayden Company (in operation from 1849 to 1967), and its significant timber-frame, masonry construction.

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.

While not on the Historic Preservation Commission's Landmark Designation Work Program, the Dunham, Carrigan & Hayden Building does fulfill the requirements of the program.

#### **SIGNIFICANCE**

The Dunham, Carrigan & Hayden Building is significant for its associations in three areas:

1. Its construction, location and building methods were strongly associated with post-earthquake reconstruction in San Francisco.
2. It is the only remaining and most prominent business location of the Dunham, Carrigan & Hayden Company, a business that was important in San Francisco history for decades and that contributed directly, through its products, to the Gold Rush, the post 1906 Reconstruction of the city, and to its growth to the metropolis of the Pacific Coast.
3. The building has noteworthy architecture and is a construction type that is characteristic of its time, location, and the historical events that produced it.

#### **Association with significant events**

The Dunham, Carrigan & Hayden Building is significant for its key role in San Francisco's post-1906 reconstruction and its long use by one of the city's founding businesses. In the initial post-fire reconstruction of the city, building hardware was a critical commodity and Dunham, Carrigan & Hayden Company was a leading supplier, with long established chains of supply and commercial credit to draw on while business conditions remained unsettled. The company relocated to a temporary building immediately south the subject property after the earthquake and fire and eventually occupied the subject building, constructed specifically to suit its needs and express its importance in the commercial life of San Francisco.

Built in 1915, the building was constructed during the post-earthquake reconstruction period in San Francisco. Its construction was a direct result of much of the downtown and South of Market areas being destroyed by fire and many of the city's most established business locations and assets being lost. Dunham, Carrigan & Hayden Company, who occupied the subject building for more than fifty years from the time of its construction, was originally located on Beale Street, within the zone of destruction. Immediately following the disaster, Dunham, Carrigan & Hayden Company, like many other industrial businesses squeezed out of South of Market by a lack of fire restrictions, moved to what is now the Showplace Square area, just outside the burned area, and quickly rebuilt their business. In this way, the company was a major participant in a trend of industrial operations relocating from South of Market to areas of the city farther south that had vacant land for large buildings and ready rail access. Dunham, Carrigan & Hayden occupied two temporary corrugated-metal-on-studs buildings from 1906 to 1915. These structures were located on Alameda Street on the southern portion of this block and the entire block south of the subject property. The company's goal of reestablishment was fully realized in the construction of the current building. The 1915 building is a symbol of the company's reaching full corporate "health" again, in a new, safer, and more functional industrial area, after almost a decade of recovery.

The building is located in Showplace Square, which features many buildings of a similar type, use, and architectural idiom. Therefore, the Dunham, Carrigan & Hayden Building fits a context of pre- and post-earthquake industrial construction that characterizes the area. Its post-earthquake construction among other industrial buildings of various eras shows the growth of the neighborhood as industrial businesses were forced out of the downtown and South of Market areas after 1906 and relocated to an area with ample rail access. It was built at a time when the neighborhood was one of San Francisco's most important industrial areas, a status that only lasted until World War II when industries began to relocate outside of the city for more space, better transportation access, and fewer organized labor conflicts.

#### **Association with the Dunham, Carrigan & Hayden Company**

The Dunham, Carrigan & Hayden Building is the only extant building associated with the Dunham, Carrigan & Hayden Company, which was an early and long-lived San Francisco business. Established during the Gold Rush under another name, the company was an important supplier of mining equipment, which contributed directly to Gold Rush activities. After that time, the company grew and adapted its wares to meet the needs of the day be it water and gas piping to improve the infrastructure of the growing city, industrial machinery and supplies to support the city's commerce and industry, or recreational and household goods for the city's settled domestic population. The company occupied at least two very prominent buildings before and after 1906, indicating its prosperity and prominent status among local businesses. It existed for over one hundred years, over half of which it spent in the subject building, and was one of the city's foundational businesses.

#### **Significant Architecture**

The Dunham, Carrigan & Hayden Company building is significant for its type and period of construction and as a fine example of a pre-fork lift, timber frame and brick masonry warehouse building. It is a good and very intact example of an early-twentieth century, multi-story, heavy timber and brick warehouse building. Its sturdy, fireproof construction reflects post-quake building practices in San Francisco. Its brick components in particular are characteristic of a short period when brick was seen as the ideal fireproof material, before more quake-resistant concrete construction was perfected. Additionally, the building's multi-story design is characteristic of a period when technology dictated warehousing practices that were then reflected in the physical characteristics of warehouse buildings. Pre-fork lift, warehouses had to be built with multiple stories linked by freight elevators since containers of goods could not easily be maneuvered, lifted, or stacked. This situation only lasted until 1925, when early warehouses, such as the Dunham, Carrigan & Hayden Building, were made obsolete. Many were demolished or altered to serve other uses, so intact structures of the type are noteworthy.

The work of Leo J. Devlin, designer of the subject building was reviewed favorably in trade periodicals of his day. He was a prolific designer of projects commissioned by the Roman Catholic Archbishop of San Francisco and also worked regularly for prominent real estate brokers. His work was diverse in genre, ranging from apartment buildings to churches and parochial buildings, commercial buildings to factories. Although the Dunham, Carrigan & Hayden Building is not overtly ornamental or unique in its architecture, it is a good, intact example of Devlin's work. It is one of few warehouses designed by him, the only one in brick and heavy timber.

#### PERIOD OF SIGNIFICANCE

The Dunham, Carrigan & Hayden Company building has a period of significance of 1915 to 1967, defined by its date of construction and the occupancy of the Dunham, Carrigan & Hayden Company, a prominent hardware distribution company that conducted business in San Francisco from the Gold Rush to 1967.

#### INTEGRITY

The seven aspects of integrity are design, materials, workmanship, feeling, association, location, and setting in relation to the period of significance established above. Cumulatively, the building retains sufficient integrity to convey its association with the Dunham, Carrigan & Hayden Company and its particular early-twentieth century warehouse design.

#### Location, Setting, Feeling, Association

The Dunham, Carrigan, & Hayden Company Building was constructed at its current location in 1915. The building has not been moved. It has not changed in size, form, or massing and continues to dominate the city block on which it sits. The surrounding area is still characterized by large industrial buildings as it was during the identified Period of Significance, and even retains the utilitarian infrastructure and traces of rail right-of-ways that marked the neighborhood in the early twentieth century. The construction of the Central Freeway immediately to the west in the late 1950s and the loss of some smaller buildings in the area have lessened the building's integrity of setting. However the strong connection between this and the other heavy timber and brick buildings in the vicinity still convey a strong sense of setting.

Although Dunham, Carrigan & Hayden Company vacated in 1967, the building retains its singular appearance as a warehouse building due to its brick construction, regular pattern of large industrial fenestration, loading dock and large associated openings, multiple story levels, and restrained Classical Revival ornament. Thus, it retains the feeling of an early-twentieth century warehouse building. These characteristics also connect the building strongly to the warehousing activities that Dunham, Carrigan & Hayden Company conducted in it, so association with both the use and occupying company is intact.

#### Design, Materials, Workmanship

The exterior of the Dunham, Carrigan & Hayden Building retains its form, massing, red brick cladding, fenestration type, pattern and material, decorative brick and concrete elements— all design features that were present during the established period of significance. In addition, the raised loading dock along the east facade remains, now used as a walkway. Some exterior design elements have been modified or removed, particularly the open entrance bays at the northeast and southeast corners, as well as other openings on the first story where entrances have been removed, added, or altered and the historic metal canopy that sheltered the east side loading dock. These alterations do not detract from the building's significance or design intent and do not negatively impact the building's overall integrity.

The interior spaces and finishes have been altered extensively in order to accommodate the change of use for the building. In most areas of the interior the historic heavy timber framing is at least partially visible, as are some brick surfaces of the peripheral walls.

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

- Generally rectangular plan and form
- Four story height
- Flat roof and skylights
- Red brick exterior cladding
- Facades organized into bays separated by slightly projecting square piers
- Regular grid of punched window openings dominating all facades and story levels
- Ground story window assemblies including windows, transoms, and wood bulkheads
- Six-part wood-sash windows with divided lights in each part
- Recessed entry vestibules at northeast and southeast corners of first story
- First story brick beltcourse with peaked details near corners of building
- Blonde brick beltcourses between upper story levels
- Cast concrete details at tops and bottoms of vertical piers between bays
- Flat roofline with stepped and peaked parapets near corners of building
- Loading dock along east facade
- Heavy timber framing

The character-defining *interior* features of the building are identified as: None

Note: The heavy timber frame visible in interior spaces, though character-defining, is not regulated by Article 10 of the Planning Code.

## OTHER ISSUES AND CONSIDERATIONS

Although not proposed for designation at this time, The Dunham, Carrigan & Hayden Building is a contributor to the eligible Showplace Square Heavy Timber and Steel-frame Brick Warehouse and Factory District. The non-contiguous district was identified through the Showplace Square Survey and appears eligible for listing in the California Register under Criterion 3 (Design/Construction) as San Francisco's largest and most important concentration of large, heavy timber and steel-frame, American Commercial style industrial buildings. Most of the thirty buildings date from the period between the 1906 Earthquake and the First World War, and are contributors to one of three proposed contiguous districts within the survey area (South of Market, Northeast Mission, and Potrero/Showplace Square) that appear to be eligible for listing in the California Register under Criterion 1 (Events) for their association with the thematic context of industrial employment in San Francisco (period of significance: 1893-1955).

Many of the contributors to the proposed Showplace Square Heavy Timber and Steel-frame Brick Warehouse and Factory District were designed by prominent local architects, meaning that the district appears eligible for listing in the California Register as the collective work of a master. This building type was much more prominent in the cities of the East Coast and Midwest, where heavy industry played a larger role in the economy and where brick construction was more popular. With notable exceptions, heavy timber and steel-frame brick construction was never widespread in California, due in part to its expense and perceived vulnerability to earthquake damage.

## 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 Dunham, Carrigan & Hayden Building will help to preserve an important historical resource that is associated with significant events and architecture.

## SHOWPLACE SQUARE/POTRERO HILL AREA PLAN POLICIES

The Showplace Square/Potrero Hill Area Plan contains the following relevant objectives and policies:



- OBJECTIVE 8.1: Identify and evaluate historic and cultural resources within the Showplace Square Area Plan.
- POLICY 2: Pursue formal designation of the Showplace Square historical and cultural resources, as appropriate.
- OBJECTIVE 8.6: Foster Public Awareness and appreciation of historic and cultural resources within the Showplace Square Area Plan.
- POLICY 1: Encourage public participation in the identification of historical and cultural resources within the Showplace Square plan area.

While not on the HPC's Landmark Designation Work Program, designating the Dunham, Carrigan & Hayden Building as a local landmark will foster public awareness of the historical and cultural resources within the Showplace Square Area Plan.

## BOUNDARIES OF THE LANDMARK SITE

The proposed landmark site encompasses Assessor's Block 3910, Lot 001 on which the subject building is located.

## PLANNING DEPARTMENT RECOMMENDATION

Based on the Department's analysis, the Dunham, Carrigan & Hayden Building is individually eligible because it retains sufficient integrity to convey its association with significant events and architecture as outlined in this case report. The Department recommends that the Historic Preservation Commission approve the proposed designation of the Dunham, Carrigan & Hayden Building as a San Francisco landmark.

The Historic Preservation Commission may recommend approval, disapproval, or approval with modifications of the proposed initiation of the Dunham, Carrigan & Hayden Building as a San Francisco landmark under Article 10 of the Planning Code.

## ATTACHMENTS

- A. Draft Resolution initiating designation
- B. Draft Landmark Designation Report
- C. Property owner letter of support