

File No. 191189 Committee Item No. 4
Board Item No. 14

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Land Use and Transportation Committee Date June 8, 2020

Board of Supervisors Meeting Date June 16, 2020

Cmte Board

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<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Resolution
<input type="checkbox"/>	<input type="checkbox"/>	Ordinance
<input type="checkbox"/>	<input type="checkbox"/>	Legislative Digest
<input type="checkbox"/>	<input type="checkbox"/>	Budget and Legislative Analyst Report
<input type="checkbox"/>	<input type="checkbox"/>	Youth Commission Report
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Introduction Form
<input type="checkbox"/>	<input type="checkbox"/>	Department/Agency Cover Letter and/or Report
<input type="checkbox"/>	<input type="checkbox"/>	MOU
<input type="checkbox"/>	<input type="checkbox"/>	Grant Information Form
<input type="checkbox"/>	<input type="checkbox"/>	Grant Budget
<input type="checkbox"/>	<input type="checkbox"/>	Subcontract Budget
<input type="checkbox"/>	<input type="checkbox"/>	Contract/Agreement
<input type="checkbox"/>	<input type="checkbox"/>	Form 126 – Ethics Commission
<input type="checkbox"/>	<input type="checkbox"/>	Award Letter
<input type="checkbox"/>	<input type="checkbox"/>	Application
<input type="checkbox"/>	<input type="checkbox"/>	Public Correspondence

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<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<u>Referral HPC Initiating 112619</u>
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Completed by: Erica Major Date June 5, 2020

Completed by: Erica Major Date

[Initiating Landmark Designation - 4767-4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria)]

Resolution initiating a landmark designation under Article 10 of the Planning Code for 4767- 4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria), Assessor's Parcel Block No. 6084, Lot No. 021.

WHEREAS, Under Planning Code Section 1004.1, the Board of Supervisors (Board) may by Resolution initiate landmark designation; and

WHEREAS, The draft Excelsior Historic Context Statement mentions 4767-4773 Mission Street (aka. the Royal Baking Company Building), built in 1935, as one of San Francisco's most exuberant examples of Art Deco architecture, as noted by the original green and yellow ceramic tile cladding, three bays of glass block glazing, and sawtooth peaked parapet with fins and speedlines; and

WHEREAS, The property appears to have significance at a local level for association with Italian-American history; and

WHEREAS, The property appears to have significance at a local level for its Art Deco architecture; and.

WHEREAS, 4767-4773 Mission Street appears to have special character and special historical, architectural, and aesthetic interest and value, and may warrant landmark designation; and now, therefore, be it

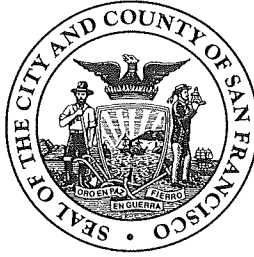
RESOLVED, That the Board hereby initiates landmark designation of properties 4767-4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria), Assessor's Parcel Block No. 6084, Lot No. 021, under Planning Code, Section 1004.1; and, be it

1 FURTHER RESOLVED, That the Board requests that the Planning Department
2 prepare a Landmark Designation Report to submit to the Historic Preservation Commission
3 for its consideration of the special historical, architectural, and aesthetic interest and value of
4 4767- 4773 Mission Street; and, be it

5 FURTHER RESOLVED, That the Board requests that the Historic Preservation
6 Commission consider whether 4767- 4773 Mission Street warrants landmark designation, and
7 submit its recommendation to the Board according to Article 10 of the Planning Code.

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BOARD of SUPERVISORS



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

MEMORANDUM

TO: John Rahaim, Director, Planning Department

FROM: Erica Major, Assistant Clerk, Land Use and Transportation Committee

DATE: November 26, 2019

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Land Use and Transportation Committee has received the following hearing matter, introduced by Supervisor Safai on November 19, 2019:

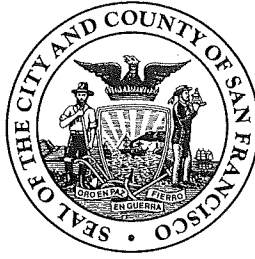
File No. 191189

Resolution initiating a landmark designation under Article 10 of the Planning Code for 4767- 4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria), Assessor's Parcel Block No. 6084, Lot No. 021.

If you have comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or by email at: erica.major@sfgov.org.

cc: Scott Sanchez, Acting Deputy Zoning Administrator
Corey Teague, Zoning Administrator
Lisa Gibson, Environmental Review Officer
Devyani Jain, Deputy Environmental Review Officer
Adam Varat, Acting Director of Citywide Planning
Dan Sider, Director of Executive Programs
Aaron Starr, Manager of Legislative Affairs
Joy Navarrete, Environmental Planning
Laura Lynch, Environmental Planning

BOARD of SUPERVISORS



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MEMORANDUM

TO: Jonas Ionin, Director of Commission Affairs, Historic Preservation
Commission

FROM: Erica Major, Assistant Clerk, Land Use and Transportation Committee

DATE: November 26, 2019

SUBJECT: REFERRAL FROM BOARD OF SUPERVISORS
Land Use and Transportation Committee

The Board of Supervisors' Land Use and Transportation Committee has received the following legislation, which is being referred to the Historic Preservation Commission, pursuant to Planning Code, Article 10.

File No. 191189

Resolution initiating a landmark designation under Article 10 of the Planning Code for 4767- 4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria), Assessor's Parcel Block No. 6084, Lot No. 021.

Please return this cover sheet with the Commission's response to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: John Rahaim, Director
Scott Sanchez, Zoning Administrator
Lisa Gibson, Environmental Review Officer
Devyani Jain, Deputy Environmental Review Officer
AnMarie Rodgers, Legislative Affairs
Tim Frye, Preservation Coordinator
Andrea Ruiz-Esquide, Deputy City Attorney
Joy Navarrete, Major Environmental Analysis
Georgia Powell, Planning Misc. Permits Routing



SAN FRANCISCO PLANNING DEPARTMENT

May 20, 2020

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

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

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

Dear Ms. Calvillo and Supervisor Safai,

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

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

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

Sincerely,

A handwritten signature in black ink, appearing to read "Aaron D. Starr", with a stylized flourish extending from the end.

Aaron D. Starr
Manager of Legislative Affairs

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

Attachments (one copy of the following):

Historic Preservation Commission Resolution No. 1124

Historic Preservation Commission Resolution No. 1119

Planning Department Memo dated May 6, 2020

Planning Department Case Report dated February 5, 2020

Article 10 Landmark Designation Fact Sheet

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

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

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

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

Section 1. Findings.

(a) CEQA and Land Use Findings.

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

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

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

11 (b) General Findings.

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

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

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

25 ///

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

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

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

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

20 Section 2. Designation.

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

25 ///

1 Section 3. Required Data.

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

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

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

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

24 (1) 4769 Mission Street

25 (A) Two-story height;

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

10 (2) 4773 Mission Street

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

21
22 Section 4. Effective Date.

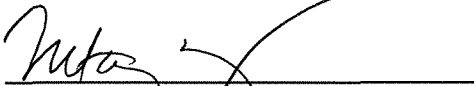
23 This ordinance shall become effective 30 days after enactment. Enactment occurs
24 when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not

25 ///

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

3
4 APPROVED AS TO FORM:
5 DENNIS J. HERRERA, City Attorney

6 By:


7 VICTORIA WONG
8 Deputy City Attorney

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SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Resolution No. 1124

HEARING DATE: MAY 6, 2020

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

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

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

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

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

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



Jonas P. Ionin
Commission Secretary

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

NAYS: None

ABSENT: None

ADOPTED: May 6, 2020



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Resolution No. 1119

HEARING DATE FEBRUARY 5, 2020

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

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

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

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

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



Jonas P. Ionin
Commission Secretary

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

NAYS: None

ABSENT: None

ADOPTED: February 5, 2020



SAN FRANCISCO PLANNING DEPARTMENT

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

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

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

ATTACHMENTS:

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



SAN FRANCISCO PLANNING DEPARTMENT

Landmark Designation Case Report

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

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PROPERTY DESCRIPTIONS & SURROUNDING LAND USE AND DEVELOPMENT

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

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

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

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

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

ENVIRONMENTAL REVIEW STATUS

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

GENERAL PLAN POLICIES

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

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

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

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

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

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

BACKGROUND / PREVIOUS ACTIONS

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

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

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

REQUIRED ACTIONS

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

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

APPLICABLE PRESERVATION STANDARDS

ARTICLE 10

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

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

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

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

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

ARTICLE 10 LANDMARK CRITERIA

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

PUBLIC / NEIGHBORHOOD INPUT

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

PROPERTY OWNER INPUT

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

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

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

STAFF ANALYSIS

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

SIGNIFICANCE

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

UNDERREPRESENTED LANDMARK TYPES

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

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

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

INTEGRITY

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

CHARACTER-DEFINING FEATURES

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

BOUNDARIES OF THE LANDMARK SITE

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

PLANNING DEPARTMENT RECOMMENDATION

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

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

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

ATTACHMENTS

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



SAN FRANCISCO PLANNING DEPARTMENT

Article 10 Landmark Designation Fact Sheet

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377



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

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

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

¹ Polk's San Francisco City Directory (San Francisco: R. L. Polk & Co, 1957), 2024.

² Sanborn Fire Insurance Map, March 1950, Sheet 988.

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

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

Frank considered himself a pioneer and key figure in the Excelsior District's history and growth. Frank opened his real estate brokerage at 4607 Mission Street in 1907,⁵ initially in partnership with William L. Sigismund,⁶ and lived with his wife Viola nearby at 45 Brazil Avenue.⁷ Under the firm name of A. B. Frank & Co., and sometimes listing his wife as co-owner ("V. B. Frank"), he advertised offering real estate and home building services.⁸ Frank may have worked as a contractor before starting his real estate firm.⁹ An early example of A. B. Frank & Co. home building is 342 Paris Street, erected in 1915.¹⁰ A native in Illinois, he died in San Francisco in 1964.¹¹

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

⁴ Advertisement, *San Francisco Examiner*, August 24, 1935, 7.

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

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

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

⁸ Advertisement, *Organized Labor* (San Francisco), September 4, 1926, 130.

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

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

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

Frank planned to finance construction on the block of Mission Street between Persia and Russia avenues as early as 1924, initially imaging four one-story commercial structures before announcing the erection of a three-story brick-veneered apartment building of eight units in November 1925.¹²

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

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

Events

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

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

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

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

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

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

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

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

	<p>platted a map for the Excelsior Homestead Association that mostly employed European capitals for street names with boundaries defined by today's Silver Avenue, Mission Street, Amazon Street, and the western edges of Crocker Amazon Playground and John McLaren Park.¹⁶</p> <p>Significant infrastructure, transportation, and building activity would not come to the area until the early twentieth century, and most of the Outer Mission and Excelsior District remained agricultural fields with scattered home sites. As late as 1910, about 1,200 Italian truck farmers worked 8,000 acres of agricultural land along the southern outskirts of the city.¹⁷</p> <p>The Italian presence in the area was significant enough that a Roman Catholic Italian National Church, Corpus Christi, was established on the modern-day corner of Alemany Boulevard and Santa Rosa Avenue with its first mass held on April 3, 1898.¹⁸ (The original church is not extant and was demolished in 1959.) "National" churches were created to serve Italians in a larger area across parish boundaries. The city's other national church was Ss. Peter and Paul's in North Beach and both were manned by Salesian priests.¹⁹</p> <p>The Excelsior grew in the aftermath of the 1906 Earthquake and Fire, as displaced San Franciscans from the city's core moved into less-affected outlying areas. In 1907, reflecting the increasing Italian population in the area, the first branch of the Bank of Italy was established on Mission Street a mile north of the Excelsior District.²⁰ Into the 1920s, Italians and Italian-Americans remained the neighborhood's dominant ethnic group. Even as the city's overall Italian population declined in the 1950s, the Excelsior's Italian community grew and remained steady into the 1960s, as many businesses on Mission Street and Geneva Avenue</p>
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¹⁶ Vitus Wackenreuder, "Map of the Excelsior Homestead Association" (San Francisco: G.T. Brown & Co. lithographers, February 1869). Huntington Library, Call number ephMPCALIFT0041. Digital copy accessed on December 27, 2019 at <https://hdl.huntington.org/digital/collection/p15150coll4/id/5153>. While filed under the provisions of the United States Homestead Act in 1862, most of San Francisco's homestead associations subverted the act's intent by dealing as speculative real estate ventures.

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

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

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

²⁰ Gumina, 35.

	<p>featured signs in the window assuring customers the proprietors spoke Italian (<i>Si Parla Italiano</i>).²¹</p> <p>4767-4773 Mission Street was erected in the heart of this Italian commercial and fraternal community, an ethnic enclave that continued to develop after the building's 1935 construction. By the 1970s, Latinx and Filipino populations overtook the Italians as the Excelsior's dominant ethnic groups,²² but as late as 1976 the majority of the Excelsior Merchants Association was Italian-American, and the two closest Catholic churches equidistant from 4767-4773 Mission Street conducted masses in Italian and offered Italian-language education classes on site.²³ Researcher Phylis Martinelli interviewed longtime Excelsior "villagers" in the 1970s, and noted:</p> <p>"Kinship and social ties, and stores, businesses and social organizations catering to Italian Americans, continued to dominate the neighborhood. While the ethnic dominance of the Italians was waning, and in spite of their different perceptions of the neighborhood, Hispanic Americans and Italian Americans were adjusted to each other. Although some Italians resented the newcomers, there was no overt discrimination. Italians and Hispanics shared many facilities; both groups attended the same churches, shopped at the same stores, sent their children to the same schools, belonged to many of the same social organizations, and used the same recreational facilities."²⁴</p> <p>The demographic shift in the Excelsior during the mid-twentieth century is shown in United States Census Tract 260 (previous Tract M-6). In 1950, there were 1,006 Italians and 772 Hispanics in the tract. In 1960, the gap closed with 1,868 Hispanics and 1,779 Italians now in the minority. By 1970, the Italians held relatively steady at 1,728, but the Hispanic population nearly doubled at 3,714.²⁵</p> <p>The blanket "Hispanic" categorization of Excelsior District residents recognized common cultural traits, such as use of the Spanish language, but disguised the heterogeneousness of the communities described. The</p>
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²¹ Phylis Martinelli, "The Excelsior Villagers: A study of an Italian American neighborhood in transition" in Paola Sensi Isolani & Phylis Cancilla Martinelli (Eds.), *Struggle and Success: Italian Immigrants in California* (New York: Center for Migration Studies, 1993), page 232.

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

²³ Martinelli, 233; Scherini, 34.

²⁴ Martinelli, 238.

²⁵ Ibid, 239.

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

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

Events Cont'd.

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

Sorrento Macaroni Company

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

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

²⁶ Godfrey, 137-138.

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

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

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

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

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

With the large Italian population of the Excelsior District, Sorrento Macaroni Products wasn’t the first of its kind on the block. The Green Valley Macaroni Factory had operated just across the street at 4736 Mission Street from about 1914 to 1923.³³

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

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

³⁰ Antonio Ferrigno death notice, *San Francisco Examiner*, January 17, 1933, 11.

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

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

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

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

Royal Baking Company

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

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

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

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

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

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

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

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

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

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

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

	<p>Italian culture, offering grissini, panettone, buccellato, focaccia, and “special Italians cookies,”⁴² while being recognized as one of the city’s foremost purveyors of French and Italian breads.⁴³</p> <p>The “New Royal Bakery,” a descendant business of the Royal Baking Company storefront at 4773 Mission Street, no longer carries or bakes Italian specialty goods.</p> <p><u>Architecture/Design</u></p> <p>4767-4773 Mission Street is also significant in the area of architecture/design as it illustrates a rare, if not unique, mix of expressions in a storefront building with both Storybook and Art Deco features.</p> <p><i>Neighborhood Commercial Architectural Expression</i></p> <p>4767-4773 Mission Street was built as in-fill retail construction at a time that many older storefronts in the Outer Mission and Excelsior were undergoing remodeling to Modern styles.</p> <p>The Storybook and Art Deco styles were popular with commercial buildings in the 1920s, but examples of both can be found in the city into the later 1930s, when more Modern styles emerged.</p> <p>The [Draft] <i>Neighborhood Commercial Buildings Historic Context Statement, 1865-1965</i> offers a description of the Storybook and Art Deco styles as employed in San Francisco neighborhood commercial structures in the 1920s and 1930s:</p> <p>Storybook, a subset of Period Revival style, is an exuberant style inspired by medieval European vernacular forms. Emblematic features such as turrets, dovecotes and the meandering transition from masonry to stucco attempted to evoke picturesque, aging European buildings. The primary hallmarks of the Storybook style are exaggerated, often cartoonish interpretation of medieval forms, the use of artificial means to suggest age and weathering, and whimsical designs. [...] In San Francisco, the style dates to a short time frame, approximately 1930 to 1935 and known examples are largely limited to several</p>
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⁴² Advertisement in commemorative history pamphlet *Corpus Christi Church San Francisco 75th Anniversary 1898-1973*, San Francisco History Center, San Francisco Main Library vertical file.

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

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

As for Art Deco:

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

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

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

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

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

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

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

4773 Mission Street

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

Feeling & Association

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

Setting

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

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

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

Materials & Workmanship

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

Original materials that remain include:

4769 Mission Street

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

4773 Mission Street

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

Original details that remain include:

4769 Mission Street

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

4773 Mission Street

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

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

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



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



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



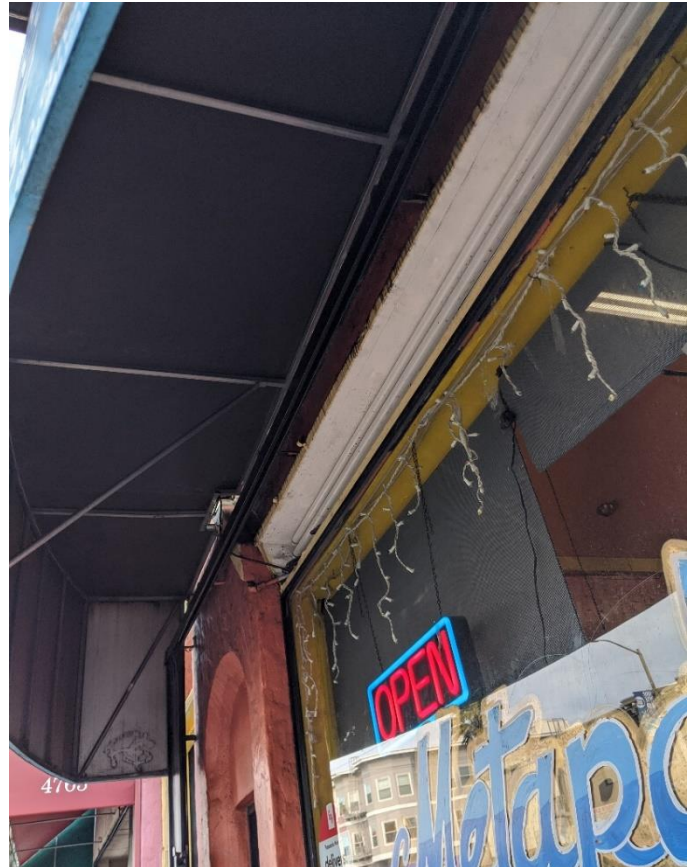
4769-4773 Mission Street, November 1990. Source: San Francisco Heritage.



4773 Mission Street, January 2019.



Pupuseria Metapan, 4769 Mission Street, January 2020.



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



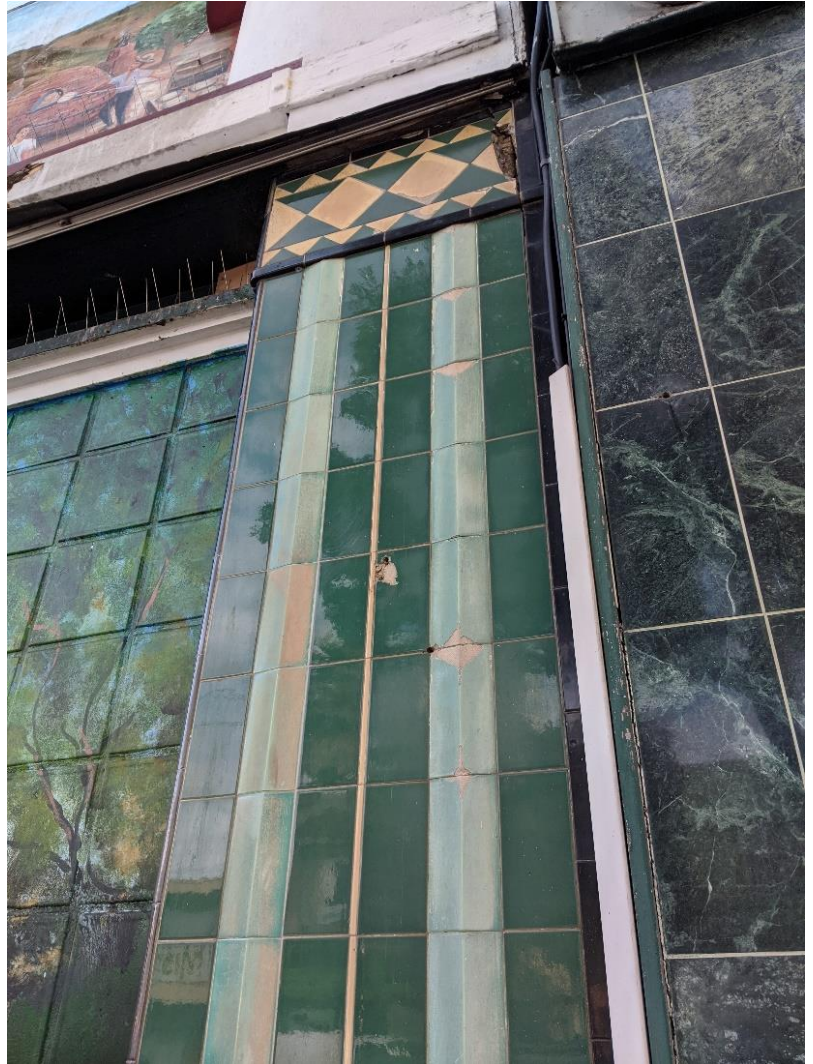
New Royal Bakery storefront, 4773
Mission Street, January 2020.



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



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



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



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



Storefront infill at 4773 Mission Street,
January 2020.



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



4773 Mission Street façade, January 2020.

Introduction Form

By a Member of the Board of Supervisors or Mayor

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SAN FRANCISCO

2019 NOV 19 PM 2:48

BY W Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

- ☒ 1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment).
- ☐ 2. Request for next printed agenda Without Reference to Committee.
- ☐ 3. Request for hearing on a subject matter at Committee.
- ☐ 4. Request for letter beginning : "Supervisor inquiries"
- ☐ 5. City Attorney Request.
- ☐ 6. Call File No. from Committee.
- ☐ 7. Budget Analyst request (attached written motion).
- ☐ 8. Substitute Legislation File No.
- ☐ 9. Reactivate File No.
- ☐ 10. Topic submitted for Mayoral Appearance before the BOS on

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- ☐ Small Business Commission ☐ Youth Commission ☐ Ethics Commission
- ☐ Planning Commission ☐ Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use the Imperative Form.

Sponsor(s):

Safai, Peskin

Subject:

Initiating Landmark Designation for 4767- 4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria)

The text is listed:

Resolution initiating a landmark designation under Article 10 of the Planning Code of 4767- 4773 Mission Street (aka New Royal Bakery and Metapan Pupuseria), Assessor's Parcel Block No. 6084, Lot No. 021.

Signature of Sponsoring Supervisor:

For Clerk's Use Only

